DIRECT DISTRIBUTION IN KIND

OPERATIONAL HANDBOOK

For the distribution of food,
non-food items and agricultural inputs

SOLIDARITÉS INTERNATIONAL

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non-food items and agricultural inputs

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LIST OF ACRONYMS

CTP CASH TRANSFER PROGRAMME
NFI NON FOOD ITEM
PDM POST DISTRIBUTION MONITORING
PHK PERSONAL HYGIENE KIT
SOP STANDARD OPERATING PROCEDURES
SI SOLIDARITÉS INTERNATIONAL

SOLIDARITÉS INTERNATIONAL TOOL

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AVAILABLE ON THE INTRANET

IMPORTANT / REMINDER

INTRODUCTION

Direct distribution is one of the most common activities carried out by humanitarian NGOs, and SOLIDARITÉS INTERNATIONAL is no exception. The contexts in which direct distribution takes place may vary widely, from an acute emergency response following a natural disaster to agricultural rehabilitation and situations of chronic conflict. The aim of this document is to provide the keys for making decisions and implementing direct distribution in a broad range of very different situations. The tools and methodologies suggested will need to be tailored to the specific context. For example, when distribution takes place in a situation of conflict, protection will be a higher priority a priori than when it follows a natural disaster.

AIM

The aim of this Handbook is to provide humanitarian teams belonging to different departments and sectors with a structured overview of the design and implementation of direct distribution as used in SI projects. It aims to improve teamwork in the rapid implementation of quality Cash Transfer Programmes (CTPs) throughout the project cycle. The standard operating procedures (SOPs) define the roles and responsibilities of each person as well as the key steps in distribution. They are also intended to provide users with a common understanding of "good enough" steps and procedures to implement in emergency or early recovery situations, and thus enable teams and their corresponding management lines to better understand their roles and responsibilities.

This Handbook is not intended to replace existing general policies and procedures, but rather to supplement them. In particular, it is very closely linked to SI's standard operating procedures regulating cash transfers.

SCOPE

This Handbook covers the full spectrum of SI interventions, from the critical emergency phase to early recovery.

Distribution is a tool or instrument that enables humanitarian agencies to meet the objectives of a given humanitarian project; it is not an end in itself. Consequently, the SOPs discussed here only cover aspects that are specific to distribution and are based on the design and implementation stages of humanitarian programmes as described in SI's Operational Framework. This Handbook is not a technical manual and so does not cover in detail all the aspects of programme design and implementation such as assessment or targeting, which are part of the design and implementation of every humanitarian project. The SOPs cover the whole project cycle however, including the preparation and analysis stages. They can be applied to sudden-onset, chronic or slowly-evolving crisis situations.

This Handbook sets out the steps to follow when designing and implementing distribution, either directly by SI or by its partners. If the project is to be implemented by a partner, its ability to carry out distribution successfully must be assessed before any collaboration is initiated, and any distribution must be carried out in compliance with SI's partnership procedures.

There are many forms of distribution, but the term as used in this Handbook refers only to direct distribution (as opposed to distribution implemented through a service provider). In addition, it only covers in-kind distribution (foodstuffs, non-food item kits, seeds, etc.). Direct cash grant distribution is regulated by the SOPs concerning cash transfers.

WHO IS THIS HANDBOOK FOR ?

These standard operating procedures are relevant to every sector and to all teams involved in the direct or indirect implementation of a humanitarian response. They target technical teams (working on water, sanitation and hygiene, emergency food security and livelihoods, monitoring, evaluation, accountability and learning, gender relations, protection and safety) and support teams (finance, logistics, funding and audits). The SOPs are also intended for on-site managers and programme coordinators, to enable them to better coordinate projects that include distribution by giving them an overview of the responsibilities shared by the different members of their teams.

HOW TO USE THE HANDBOOK ?

This Handbook was written with readability in mind. It has been organised as a series of steps that follow the project cycle, and contains a wealth of advice, tips and practical tools. It has been divided into six technical chapters, each of which can be used separately depending on the stage of activity relevant to the reader.

To gain a better practical understanding of the information provided in the Handbook, the first three technical chapters should be read before arriving in the field. The technical chapters that follow should be consulted when setting up the implementation of the actual activities. The procedures outlined are mandatory and must be adhered to for every distribution.

A FEW REMINDERS ON ASSESSMENT PRIOR TO IMPLEMENTATION

THE INFORMATION IN THE FOLLOWING TECHNICAL CHAPTERS IS BASED ON THE PREMISE THAT A PRELIMINARY ASSESSMENT OF THE HUMANITARIAN SITUATION HAS BEEN CARRIED OUT, ENABLING YOU TO DETERMINE THE RELEVANCE AND NEED FOR DIRECT IN-KIND DISTRIBUTION[1] IN THE ZONE ASSESSED.

AS FAR AS POSSIBLE, THE ASSESSMENT WILL HAVE:

- TAKEN INTO CONSIDERATION THE POTENTIALLY NEGATIVE IMPACTS DIRECT DISTRIBUTION MAY HAVE, NOTABLY:
  - » Destructuring the local economy: reduced demand, lower prices, collapse of the economic fabric (through lack of demand), weakened local businesses, etc.;
  - » Potentially endangering a community's means of subsistence and its resilience strategies, especially by developing a "handout mentality" and creating dependence on outside aid on the medium/long term;
  - » Causing deterioration in the community's level of protection (see Chapter 2), etc.
- INCLUDED AN EXIT STRATEGY, SINCE DIRECT DISTRIBUTION IS BY DEFINITION STRICTLY LIMITED IN TIME, ESPECIALLY TO AVOID THE SPREAD OF NEGATIVE IMPACTS;
- EVALUATED THE FEASIBILITY OF WORKING WITH A PARTNER/LOCAL NGO.

THIS PRE-IMPLEMENTATION ASSESSMENT WILL ALSO IDENTIFY:

- THE GROUP(S) TO TARGET AND THUS ENABLE YOU TO DEFINE THE INITIAL SELECTION CRITERIA FOR HOUSEHOLD/INDIVIDUAL BENEFICIARIES;
- THE TYPE OF ITEMS TO DISTRIBUTE

1. Rather than some other type of response activity (for example: Cash for Work, Food for Work, vouchers, cash distribution, NFI fairs or seed fairs...), a longer term activity or no activity!

Key questions, assessment report templates and other SI tools are available on the intranet

The Sphere project defines the minimum standards to respect in a humanitarian response

Good Practices Review: Emergency food security interventions (HPN, 2008)

A - REMINDERS CONCERNING SELECTION CRITERIA FOR BENEFICIARY HOUSEHOLDS

"BENEFICIARIES" OF DISTRIBUTION

In the vast majority of cases, the aim of direct distribution is to enable households to access a certain quantity of food, agricultural inputs or non-food items, so in distribution we usually talk about "beneficiary households" rather than "beneficiary people".

A household is commonly defined as "a group of individuals living under the same roof or in the same concession, who have their meals together or in small groups". In contexts where there are polygamous households, the definition of a "beneficiary household" will need to be carefully determined in cooperation with the target community.

As in any humanitarian response activity, defining the criteria to use to select the individuals/households that are to receive a direct distribution is a particularly complex stage that requires the best possible understanding of the context. Selection criteria must, wherever possible, be based on an understanding of the livelihoods, vulnerabilities and resilience strategies of the communities in the zone where the distribution is to take place.

SI Operational Framework

IT WILL BE MUCH EASIER TO CHOOSE RELEVANT CRITERIA IF THERE ARE "VULNERABILITY" (AND "BASELINE") STUDIES AVAILABLE CONCERNING THE INTERVENTION ZONE THAT PRE-DATE THE EMERGENCY SITUATION. THIS WILL ENABLE YOU TO DETERMINE THE SITUATIONAL VULNERABILITIES[2] (THOSE RESULTING FROM THE EMERGENCY SITUATION) MORE QUICKLY AND ACCURATELY.

2. And not include criteria based on structural vulnerabilities...

In emergency situations, the following criteria are the most frequently used:

- No criteria: the entire population of the target zone (village, camp, route…) are beneficiaries. In this case we talk about "general" or "blanket" distribution.
- Status-based criteria: "simple" - such as refugees/displaced persons, or more "complex" - such as host families lodging at least 2 displaced households for more than a month.
- So-called "social" criteria: for example, female heads of households, disabled people with no family support, households with more than 5 children, etc.
- So-called "material" criteria: for example, the level of non-food items in the household, the state of seed supplies, the amount of food consumed daily, the presence of malnourished children in the household, etc.
- A combination of several more or less complex criteria: for example, a household in which the ratio of "dependent" members to "productive" members is less than 0.7, and which has less than 2 weeks" supply of cereals, or a person returning to find that their dwelling has been more than 50% destroyed and who has an income of less than $50 per month, etc.

STATUS-BASED AND SOCIAL CRITERIA SHOULD GENERALLY BE AVOIDED BECAUSE EVEN IF THEY SEEM SIMPLE, THEY ARE BASED ON A PRIORI ASSUMPTIONS ABOUT VULNERABILITY (IN OTHER WORDS, ASSUMING THAT THE DISPLACED ARE MORE VULNERABLE THAN THE INDIGENOUS POPULATION OR THAT FEMALE HEADS OF HOUSEHOLDS ARE MORE VULNERABLE THAN "NORMAL" HOUSEHOLDS) THAT RARELY PROVE TO BE THE CASE SINCE INDIVIDUAL SITUATIONS VARY SO GREATLY, AND ALSO OFTEN CREATE TENSIONS WITHIN THE COMMUNITY (SINCE THEY NOT ALWAYS UNDERSTOOD AND ACCEPTED BY THE POPULATION).

The so-called "material" criteria are more objective but require each household to be individually surveyed (to determine, for example, its NFI score, its food consumption score, etc. See the examples given page 14), a process that can be:

- Particularly long and therefore hardly compatible with an emergency situation;
- Conducive to fraud once the community has understood the system (giving deliberately incorrect answers, hiding non-food items just before the survey, etc.)

As much as is possible in an emergency situation, the selection criteria for beneficiary households should be:

- Based on a pre-existing population typology in order to identify which groups of households are more vulnerable than others so as to be as relevant as possible;
- Discussed with representatives[3] of the community, so that they will be accepted by the population as easily as possible. If time permits, these discussions should take place via discussion groups with the population;

3. Provided that the representatives of the community are legitimate and respected (administrative authorities, traditional figures, religious leaders...)

- As clear and as simple as possible, in order to avoid misunderstandings (and potential tensions) as well as long periods spent providing information to the population.

SELECTION CRITERIA SHOULD BE DEFINED, ESPECIALLY IN AN EMERGENCY SITUATION, ACCORDING TO A RATIO OF:

- QUALITY: RELEVANT TO THE CONTEXT
- SPEED: EASILY UNDERSTOOD BY THE COMMUNITY
- ACCEPTANCE BY THE POPULATION
- PROTECTION/SECURITY: AVOIDING PRE- AND POST-DISTRIBUTION TENSIONS WITHIN THE COMMUNITY AND ENDANGERING THE TEAMS/PROPERTIES.

In the same way, the choice of criteria and methods of selecting beneficiaries should reflect a balance between errors of exclusion (which could put lives at risk), errors of inclusion (potentially disruptive and wasteful), speed and cost.

FOR THE REASONS DISCUSSED ABOVE, IN ACUTE EMERGENCY SITUATIONS (FOOD, SHELTER DUE TO BAD WEATHER ETC.), DUE TO A SUDDEN CRISIS (SIMILAR LOSSES FOR MOST HOUSEHOLDS) OR IF THERE ARE SIGNIFICANT ACCESS PROBLEMS (NOTABLY DUE TO SECURITY ISSUES), A GENERAL DISTRIBUTION MAY BE PREFERABLE (AT LEAST INITIALLY).

SI example In the Uélés region of the DRC, experience showed that for short term distribution of NFIs, it was preferable to target either the entire population (general distribution) or less than 40% of the population, in order to avoid the serious misunderstandings or tensions that would result from excluding a minority of households. From a social perspective, a household that did not meet the selection criteria and would thus be excluded from the distribution would be more accepting of the situation if the majority (over 50%) of the population were in the same situation. If only 10 to 20% of the population were excluded, their feelings of incomprehension would be exacerbated (and might well result in heightened tensions that could severely disrupt implementation of the distribution).al perspective, a household that did not meet the selection criteria and would thus be excluded from the distribution would be more accepting of the situation if the majority (over 50%) of the population were in the same situation. If only 10 to 20% of the population were excluded, their feelings of incomprehension would be exacerbated (and might well result in heightened tensions that could severely disrupt implementation of the distribution).

Potential financial, logistical and/or contractual constraints (for example, when distributing items to more than 1,300 beneficiary households would be impossible) must be systematically taken into consideration in the very early stages of the targeting process. If this is not done, the maximum number of beneficiary households may be exceeded once the targeting has been carried out according to the defined vulnerability characteristics.

For an example of a NFI household score survey using the method UNICEF DRC RRMP - Rapid Response to Population Movements, see Appendix 1; for an example of a score card analysis, see Appendix 2

Explanation of the Food Consumption Score methodology by Action against Hunger (ACF) - Appendix 3

Protection - an ALNAP guide for humanitarian agencies - Appendix 4

Targeting food aid in emergencies (ENN - 2004)

B - REMINDERS CONCERNING ITEMS FOR DISTRIBUTION

The type and quantity of any items distributed must first and foremost answer the needs of the target communities. Items should meet the standards laid out in national legislation and by national coordination mechanisms (such as clusters). Global humanitarian standards, such as those defined by Sphere, may also be used as reference guides[4].

Beyond these standards, the following elements should be taken into consideration when choosing items for distribution:

- In an emergency situation, the composition of kits must reflect local practices and habits

A crisis is not the appropriate time to introduce new varieties of seeds, foodstuffs or household articles that the population is not familiar with. To be effective, the introduction of something new requires significant resources (in manpower and time) to train and follow up the beneficiary communities, neither of which is compatible with an emergency situation.

NB: Seed distribution is not strictly speaking an emergency activity. It must always be preceded by an assessment of local agricultural practices and sowing systems.

▶ However, if the situation requires the distribution of specific items which do not correspond to current local practice (such as mosquito nets or unfamiliar foods[5]) you will need to plan for a significant period of familiarisation with the use and/or consumption of the items during and after distribution, and follow up the beneficiaries to ensure the items are used properly.

4. http://www.spherehandbook.org/fr/
5. For example, in most countries where SI works, wheat flour or tinned foodstuffs are unknown.

SI example In DRC, the distribution of mosquito nets in NFI kits is accompanied by a number of usage demonstrations on the day of distribution (theatre, banners and megaphone messages…). Post-distribution follow-up is also carried out to ensure that the mosquito nets are not being used as fishing nets, and additional awareness sessions on how to use them are given if necessary. Moreover, the packages containing the mosquito nets are opened when the nets are given out, to prevent households from keeping them as 'precious objects' and not using them!

IN EMERGENCY SITUATIONS, 'INNOVATIONS' MUST BE AVOIDED. FOR EXAMPLE, INCLUDING FEMININE HYGIENE KITS (FHK) FOR WOMEN IN NFI DISTRIBUTION IN THE DRC PROVED TO BE A FAILURE IN SOME ZONES. THE STRIPS OF CLOTH INTENDED TO BE USED AS SANITARY TOWELS WERE SEWN TOGETHER BY THE WOMEN TO MAKE CLOTHES, EVEN THOUGH CLOTHING HAD ALREADY BEEN DISTRIBUTED AND AN INFORMATION SESSION ON USING THE SANITARY TOWELS HAD BEEN HELD. THE CHOICE OF ITEMS IN THE FHKS SIMPLY DID NOT TAKE INTO ACCOUNT THE DIVERSITY OF FEMININE HYGIENE PRACTICES IN THE VARIOUS REGIONS OF THE DRC.

- Adapt kit contents to climate and seasonal constraints

While contingency stocks of standard kits are totally appropriate for use in certain emergency situations, their "standard" contents must be adapted to reflect current constraints. Some items are more appropriate than others to certain seasons (what we term "seasonal needs") or to certain situations.

For example, for NFI/shelter kits:

- In winter, blankets and heating fuel may need to be added to the standard kits.
- In hurricane season, distributing tents/tarpaulins may be useless as they will be destroyed by the first onset of severe weather.
- In epidemics where there is a high population density, hygiene kits (containing soap, jerry cans, etc.) may have a higher priority than cooking kits, etc.
- During a single distribution, avoid having different kits for different beneficiary household profiles, so as to avoid (i) potential misunderstandings and tensions during and after distribution (ii) complicating the logistical aspects (see below).

▶ However, if there are significant differences in the size of households, the quantity of certain items may be adapted to the number of family members. For example, the quantity of food or the number of blankets should be proportionate to the size of the household.

▶ One or a maximum of two items could be optional and distributed depending on the specific situation of the recipient household, but only if (i) the specific situation is very clearly identifiable by the community and will not appear to be arbitrary and (ii) the assessment methodology used to select beneficiary households has taken this constraint into account (preferably using a door-to-door survey - see Chapter 4, paragraph B) and distinguishable coupons are used (see Chapter 4, paragraph C). Examples: receiving a tarpaulin when the household's shelter has been destroyed, or distribution of specific children's rations for households with young children. If one of these methods is to be used (optional items, or quantities in proportion to household size), do not give this information out before/during the population survey so as to avoid fraud.

However, kits with contents that vary depending on the specific household may be distributed at different times (for example, a first distribution of similar foodstuffs to all beneficiaries, followed by a second distribution of food supplements specifically for pregnant or breastfeeding women and children under five).

TAKING SPECIFIC NEEDS INTO CONSIDERATION IN DIRECT DISTRIBUTION

Taking into consideration the specific needs of certain population groups, especially those termed "at risk", is both appropriate and relevant. This could mean, for example, distributing an extra blanket to those who are unable to be physically active (the elderly, disabled, etc.), feminine hygiene items to menstruating women, extra food rations to those who have HIV/AIDS, etc.

In practice, however, this can quickly become very complex. Taking into account the diverse profiles of the beneficiary households vastly complicates the survey process and the logistical management of items for distribution, as well as the actual distribution itself (each household needing to receive different items).

Moreover, the criteria used for this "extra aid" are not always understood and accepted by the population and can thus be a source of tensions, but above all they may not achieve the desired effect: for example, the extra blanket or food ration might be used by the head of the household instead as their health could be seen as a family priority because of their economic impact on the household.

It might also happen that, in the haste of the distribution, the target groups are stigmatised or even humiliated - for example, by revealing to the community that such and such a person is entitled to a supplementary food ration because they have HIV/AIDS or by explaining to women, in front of men, how to use sanitary towels, etc.

Therefore, during large-scale distribution in emergency situations, it is often advisable to integrate these specific needs into the standard kits, for example, by distributing feminine hygiene items to all households (even those without women). While it might, at first glance, appear financially wasteful (ineffective), this approach is often the most efficient (in terms of saving time, etc.).

Finally, to reach certain specific target groups, it is best to use existing need-specific structures - for example, going through the health centre to distribute extra food rations to those with HIV/AIDS and using the elders' committee to reach older people, etc. This will not only limit fraud but also have a greater impact (the vulnerability of the target group will be better understood; there is direct access to targeted individuals, etc.).

IN ALL CASES, ASCERTAIN THE AVERAGE HOUSEHOLD SIZE IN THE INTERVENTION ZONE (EITHER THROUGH EXISTING DATA OR BY A RAPID SURVEY OF ONE HUNDRED FAMILIES) SO AS TO SIZE THE DISTRIBUTION CORRECTLY.

In emergency situations, where other organisations (NGOs, UN agencies, local governments, etc.) are planning to distribute similar items in zones close to your intervention zone, coordinate with them in order to try to distribute more or less identical/homogeneous items, to avoid tensions between villages, neighbourhoods, etc.[6] It is useful for NFI and food security clusters to publish a list of the contents in 'standard' kits to facilitate harmonisation between humanitarian agencies

DISTRIBUTION AND COORDINATION BETWEEN HUMANITARIAN ACTORS

The issue of coordination among humanitarian actors is far too broad to be broached in the following chapters, but it is of course essential in order (i) to avoid "double" distribution and (ii) to let any other actors know about planned SI distributions, so that they will not re-intervene again afterwards!

To avoid duplicating assistance, SI staff must participate in the coordination meetings (bi-lateral, informal, sector clusters etc.) that are held.

Coordination between actors can also enable everyone to (i) harmonise the selection criteria for beneficiary households within the same zone and (ii) divide the intervention zones geographically so that humanitarian organisations can work in the most complementary way and thus avoid duplication as far as possible.

In phases of acute emergency, where there are simultaneous or concomitant responses by different organisations within the same zone (for example, the WFP plans to distribute food, SI to distribute NFIs and Caritas, agricultural tools, in the same zone), identical survey lists should be used or there may be misunderstanding within the local population.

NB: Coordinating with other humanitarian actors does not necessarily mean accepting methods that do not respect SI principles! Therefore, while a certain flexibility might be acceptable in an emergency, do not hesitate to carry out your own survey in order to ensure its quality (and to ensure that the response will take place in good conditions).

6. Tensions may arise if communities do not understand why one zone has received items of lesser value or interest or in a smaller quantity than another.

- NFI Distribution: Examples of the contents of NFI kits distributed by SI - Appendix 5
- Camp Management Toolkit (NRC - 2008) - Chapter 13 Food Distribution and Non-food items, pages 402-409
- Sphere Handbook 2011 - Chapters on "Minimum Standards for Food Security and Nutrition" and 'Minimum Standards for Shelters, Settlement and Non-Food Items'
- Food Distribution: Food and Nutrition Needs in Emergencies (WFP, UNICEF, WHO & HCR - 2004)
- Seed Distribution: Seeds in emergencies: a technical handbook (FAO, 2010)

NOTES

KEY AND CROSS-CUTTING ELEMENTS IN A DIRECT DISTRIBUTION RESPONSE

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IN DIRECT DISTRIBUTION, A NUMBER OF CROSS-CUTTING ISSUES REQUIRE PARTICULAR ATTENTION.

THESE INCLUDE:

- REVIEWING THE ISSUE OF COMMUNITY PROTECTION BEFORE, DURING AND AFTER A DISTRIBUTION, AND IN PARTICULAR THE PRINCIPLES OF:
  - » "Do no harm"
  - » Respecting the dignity of assisted populations
- MINIMISING THE RISK OF FRAUD OR MISAPPROPRIATION OF AID
- ENSURING THE SAFETY OF THE TEAMS EMPLOYED BY SI AND OF THE GOODS INTENDED FOR DISTRIBUTION

THESE ISSUES ARE NOT OF COURSE UNIQUE TO DIRECT DISTRIBUTION BUT THIS TYPE OF ACTIVITY MAY AGGRAVATE THEM. MOREOVER, BECAUSE IN MOST CASES THE VOLUMES AND MONETARY VALUE OF THE ITEMS DISTRIBUTED ARE HIGH, THEY EASILY AROUSE GREED AND THUS GIVE RISE TO ABUSE.

A - PROTECTION: THE "DO NO HARM" PRINCIPLE

ALTHOUGH SI DOES NOT CARRY OUT ACTIVITIES IN THE PROTECTION SECTOR, WE ARE STILL OBLIGATED TO RESPECT CERTAIN PRINCIPLES DERIVED FROM THE CONCEPT OF PROTECTION, AND IN PARTICULAR "DO NO HARM".

THE PRINCIPLE OF "DO NO HARM"*

The "Do no harm" principle means "taking steps to avoid exposing those affected by a catastrophe to further harm as a result of humanitarian responses". It entails "all those involved in a humanitarian response taking the necessary steps to avoid or minimise any adverse effects of their intervention, in particular the risk of exposing people affected by a catastrophe to increased danger or abuse of their rights."

This principle includes the following elements:

- "The form of humanitarian assistance and the environment in which it is provided do not further expose people to physical hazards, violence or other rights abuse.
- Assistance and protection efforts do not undermine the affected population's capacity for self-protection;
- Humanitarian agencies manage sensitive information in a way that does not jeopardise the security of the informants or those who may be identifiable from the information."

*The Humanitarian Charter and Minimum Standards in Humanitarian Response, Protection Principles, The Sphere Project, 2011

Concretely, in direct distribution this principle entails framing protocols to ensure that (non-exhaustive list):

- The distribution does not create additional risks of attack or widespread looting in the intervention zone;
- The households benefiting from the distribution (especially the most vulnerable) do not become the specific victims of attacks, looting, theft or other violence or pressure on the part of armed forces/groups (State or rebel), local authorities, neighbours, communities or other people seeking to seize all or some of the distributed items (or their distribution tokens),
- The distribution does not create further tension or violence within the community, in particular between neighbourhoods, ethnic groups, castes, religions, status-based groups (for example between displaced persons and the indigenous population), genders or between aid recipients and non-recipients.

SI example In a number of Asian countries, although the caste system has officially been abolished, some communities experience difficulties living side-by-side. It is absolutely essential to take this situation into account when planning activities, otherwise the distribution may be seriously disrupted.

Therefore, before considering a distribution serving several castes on the same day in the same location, it is important to meet with members of the various sectors of the population to discuss the local context and the risks that a "multi-community" distribution might incur. If the population refuses the principle of a multi-community distribution, it is generally advisable in emergency situations not to insist but rather to carry out the distribution community by community, so as to avoid any potential tension arising during the distribution.

On the other hand, a distribution that targets one single caste (the most vulnerable, for example) may be perceived as discriminatory and result in reprisals against aid recipients by the non-recipient communities.

Response protocols should thus include:

- An assessment of the context BEFORE starting the survey/distribution process in a zone, which may result in deciding NOT to intervene

  SI example In one Central African country, following an initial assessment conducted by SI (confirmed by the assessments done by other agencies specialising in protection), it was decided not to carry out a distribution in an area where the risk of looting by local armed groups was judged to be too high (frequent attacks in the area, regular armed forces poorly organised and not receiving supplies, etc.)[7]. For the population, the likely negative impacts of a distribution would have outweighed its benefits. Several months later, when the situation had improved[8], conditions were judged to be appropriate to resume distributing food, seeds and NFI.

- An ongoing assessment of the context DURING survey/distribution activities may lead to the decision to SUSPEND the operation.

  SI example Several hours after a survey was conducted by the SI teams, the village chief of a zone not targeted by the emergency response team threatened reprisals against the population and the authorities of the intervention zone (where the distribution was to take place). It was determined that there was a very serious risk of violence and tension between villages, and so the decision was made to suspend the distribution for several days until a solution to the conflict could be found.

- Awareness-raising and information among beneficiaries and especially among non-beneficiaries before, during and after the distribution in order to minimise tensions.

  SI example In a remote area where NFI kits were distributed to the women as the representatives of the households, heightened tensions were observed within certain couples following the SI response. The situation did not lead to suspending the distribution but rather to strengthening and reorienting the awareness-raising message to the population and authorities (through specific focus groups, strong involvement on the part of the traditional authorities in managing family conflicts, etc.).

7. However, other activities such as restoring springs and building latrines could be carried out, because they had less direct impact on the protection of the population (and the safety of SI personnel was judged to be acceptable).
8. Following advocacy on the part of the various humanitarian coordination mechanisms: the regular armed forces were receiving their pay and supplies, new battalions had been created and new commanders named, no attacks in the past months, etc.

AN SI TEAM MUST RESERVE THE RIGHT NOT TO CARRY OUT OR TO SUSPEND A DISTRIBUTION IF IT JUDGES THAT THE SITUATION IS INCOMPATIBLE WITH THE "DO NO HARM" PRINCIPLE. THE SI TEAM MUST RELY ON ITS OWN ANALYSES AS WELL AS ON THOSE OF THE ACTORS SPECIALISING IN PROTECTION WHO ARE PRESENT IN THE ZONE (THROUGH EXISTING RELATIONS OR THROUGH ADVOCACY IN ORDER TO OBTAIN A SPECIFIC ASSESSMENT OF THE ZONE).

IF THE CONTEXT IN THE INTERVENTION ZONE IS COMPLEX, THE PROTECTION CLUSTER OR OTHER SPECIALIST ORGANISATIONS SHOULD BE CONSULTED TO DISCUSS FUTURE DISTRIBUTION ACTIVITIES, OR WHETHER TO RESUME DISTRIBUTION ACTIVITIES, WHEN THESE ACTIVITIES HAVE BEEN INTERRUPTED FOR REASONS RELATING TO THE PROTECTION OF THE BENEFICIARIES.

REMINDER: Carrying out SI activities under direct military protection (including by the UN) is strictly PROHIBITED (except in Somalia). However, advocating for strengthened patrols in a zone where a distribution is to take place may be appropriate in certain acute emergency situations: any such case must be submitted to the Head of the Mission and to the Headquarters for validation. Furthermore, any communiques by the armed forces on their role must be strictly monitored (in order to avoid messages such as "XX escorted SI during their distribution").

Protection: an ALNAP Guide for Humanitarian Agencies (2009)

The Sphere Handbook 2011, Chapter on "Protection Principles"

B - PROTECTION: THE PRINCIPLE OF DIGNITY

DIRECT DISTRIBUTION ACTIVITIES ARE PARTICULARLY LIABLE TO PUT BENEFICIARY POPULATIONS IN A SITUATION OF AID DEPENDENCY, WHICH CAN EASILY BE EXACERBATED. BY EMPOWERING COMMUNITIES AND FRAMING PROTOCOLS THAT RESPECT THE DIGNITY OF POPULATIONS, AID DEPENDENCY CAN BE MINIMISED.

Distribution is an activity that unfortunately lends itself to abusive practices on the part of humanitarian workers (both expatriates and locals), and more or less isolated cases of demanding payment to include someone in a survey, or giving access to day work in return for sexual favours, etc. are relatively common. Be vigilant!!

The principle of dignity can be applied through protocols that aim to respect the following elements:

- Involving the community throughout the entire response
  - » At the development and planning stages of the activity in order to avoid, for example, carrying out a population survey at a time of day when families fetch water or planning a distribution on a day when the population is celebrating a traditional festival;
  - » During the implementation of the activity by involving the authorities in the selection of beneficiary households, for example, or involving the community in the preparation of the distribution site, etc.
- Ensuring the most transparent response possible by, at the very least, informing the population regarding the criteria used in the survey, the contents of the kits distributed, the possible delays encountered, etc.

So as not to create frustration and dissatisfaction, it is very important not to make false promises or to arouse expectations that we cannot meet.

TRANSPARENCY AND INFORMATION SHARING*

"Humanitarian agencies do not realise how frustrating the way they act or interact can be for the impacted population [...] When you work with a community, it is very important to make clear from the outset how you and your organisation operate, the limitations you have and what you can or cannot do. This is just as important when it comes to working with the administration or government representatives who also have responsibilities towards the population. [...] Failure to clarify these factors may create feelings of suspicion, anxiety and frustration, especially among people who have gone through difficult or traumatic events."

"Transparency, however, does not mean communicating everything to everyone. In some circumstances, it is important to maintain confidentiality or not to communicate information that is unconfirmed or subject to change, for reasons of safety and protection as well as simply to avoid confusion and misunderstanding."

"To create a climate of trust, it is absolutely vital to keep the population informed. As in any other relationship, not being consistent, not keeping promises or obligations, or not empowering the others will determine the relationship and the level of trust you build with each other."

*Source: Manuel de la participation à l'usage des acteurs humanitaire, Groupe URD / ALNAP 2009 [in French only]

- Paying special attention to certain details such as (non-exhaustive list):
  - » Ensuring that shade is available on the day of the distribution so that beneficiaries do not have to wait for hours in the sun,
  - » Forming separate queues so that sick people or pregnant women do not have to wait for several hours,
  - » Choosing a site that is at reasonable distance from the most remote dwellings so that beneficiaries do not lose a day's work in the fields in order to be part of a distribution, etc.
- Ensuring an equitable response that does not discriminate on the basis of religion, gender, ethnic group, caste, language, political opinion, etc., by (for example):
  - » Evaluating the local context when developing activities (see the "Do no harm" principle, Chapter 2, paragraph A) so as to take into account any groups marginalised by the community;
  - » Broadcasting informational messages in all of the languages spoken in the zone, etc.
- Integrating the gender issue when designing and implementing activities - for example, by designating women to represent the household on the day of distribution, employing women on the SI team or involving women in community participation activities (day workers).

GENDER AND DIRECT DISTRIBUTION

Integrating the gender issue in direct distribution is especially important when distributing food and NFIs. In many of the countries where SI works, these items are managed by the women. They are the ones in charge of harvesting/buying the food, preparing the meals, fetching the water, washing the clothes, etc. The direct distribution of NFIs or food has a significant impact on the day to day practices and work of women affected by an emergency situation.

Furthermore, the NRC Camp Management Tool Kit justifies the strong integration of women in survey and distribution activities as being a question of protection, particularly given that "when a distribution is carried out mainly by men, there is a greater risk of their asking for bribes or sexual favours in exchange for an item". Moreover, "experience has shown that the frustration and aggressivity caused by displacement may leave men [more so than women] unable to behave appropriately and drive them to sell part of their rations".

It must be kept in mind, however, that an emergency distribution is NOT the time to change attitudes... So depending on the contexts (customs, religions, etc.), the gender issue may be integrated to a greater or lesser degree. To facilitate positioning on the gender issue, we strongly advise discussing it with your female national staff.

Consult SI's position paper on gender.

- Appropriate behaviour on the part of SI teams and day workers toward communities: not making discourteous remarks, etc.
- Fighting abuse of any kind (especially aid in return for money or sexual favours) through:
  - » Specific training for SI staff concerning abuse (with regular reminders) through SI's Code of Conduct, accompanied by a clear, enforced, and well-communicated disciplinary system,
  - » Setting up a complaint mechanism to receive and respond to complaints made by beneficiary and non-beneficiary groups during distribution (see Chapter 5, paragraph E),
  - » Post-distribution monitoring, carried out by an independent team (different from the implementation team)[9],
  - » Paying particularly close attention to these issues (individual debriefings of team members if necessary) on the part of the SI management team.

9. In emergency situations a minimum of 50% of all responses must be followed up. In less urgent situations, a minimum of 2/3 of the responses must be followed up (standards adapted from the RRMP, DRC programmes in partnership with UNICEF)

SI Position Paper: Taking gender into account

Thematic pack: Gender mainstreaming

Women, Girls, Boys and Men: Different Needs, Equal Opportunities (IASC - 2006) - Chapters on "Gender and Food Distribution in Emergencies" (pages 65-70) and "Gender and Non-Food Items in Emergencies" (pages 89-92)

Building safer organizations Handbook and Guidelines (ICVA)

C - FRAUD AND MISAPPROPRIATION

DIRECT DISTRIBUTION IS VULNERABLE TO FRAUD, MANIPULATION AND OTHER TYPES OF MISAPPROPRIATION OF AID. MISAPPROPRIATION CAN TAKE A VARIETY OF FORMS AND APPEAR AT DIFFERENT STAGES OF A RESPONSE:

- During the population survey:
  - » Registering households that do not meet the established criteria;
  - » Registering households in exchange for money;
  - » Registering the same household twice, etc.
- During distribution:
  - » Distributing to unregistered beneficiaries;
  - » Households collecting repeatedly;
  - » Giving extra items to certain households, etc.
- During reporting:
  - » Falsifying numbers (the number of beneficiary households, waybills, stock management…) with a view to using items meant for distribution for other purposes (personal use, reselling, etc.).

The table below shows the different levels of fraud (see Chapters 4, 5 and 6 for further information).

ORIGIN OF FRAUD/MISAPPROPRIATION AND VIGILANCE REQUIRED	
FRAUD COMMITTED BY:	VIGILANCE REQUIRED BY:
Beneficiaries directly Example: Two different people register the same household during the population survey, etc.	SI field team Example: Random verification of names; setting up a committee to verify lists, etc.
Day workers employed by SI Example: Adding names to the survey list, giving extra items to friends or relatives, etc.	SI field team Example: Systematically finalising and closing survey lists; comparing the number of tokens distributed with the number of names on the lists, etc.
Authorities involved in the activity Example: Including people in the survey who do not meet the selection criteria.	SI field team Example: Triangulating the information provided by the authorities with information from other local stakeholders in the area, etc.
SI employees under external local pressure Example: A military chief threatening employees so as to misappropriate aid for his own benefit.	SI management team Example: Systematic presence of an SI staff officer to act as a buffer with the authorities in sensitive areas, etc.
SI employees acting on their own volition Example: Falsely increasing the number of registered beneficiary households.	SI management team Example: Close verification of documentation and its coherency (waybills, lists, stock levels, complete post-distribution monitoring), etc.

FRAUD IS COMMON DURING DISTRIBUTION. PROTOCOLS MUST THEREFORE BE PUT IN PLACE TO KEEP FRAUD AND ITS IMPACT TO A MINIMUM, BOTH FOR SI AND FOR THE COMMUNITY (COSTS, REDUCTION IN THE NUMBER OF BENEFICIARY HOUSEHOLDS, DEVELOPMENT OF CORRUPTION, ETC.). WITHOUT BECOMING PARANOID, IT IS IMPORTANT TO REMAIN CONSTANTLY VIGILANT IN THIS REGARD AS IT CAN ESCALATE VERY QUICKLY.

- FROM A MANAGEMENT POINT OF VIEW, EVERY PROBLEM DETECTED SHOULD BE PENALISED, WHATEVER THE SUSPECTED ORIGIN (INATTENTION, DECEIT, PROFESSIONAL MISCONDUCT, ETC.). DEPENDING ON HOW SERIOUS THE PROBLEM IS, DISCIPLINARY ACTION MAY BE: A SPECIFIC MEETING TO REVIEW THE SITUATION, WRITING AN INCIDENT REPORT, AN HR DISCIPLINARY PROCEDURE, FRAMING NEW PROTOCOLS OR PROCEDURES TO ENSURE THAT THE PROBLEM DOES NOT HAPPEN AGAIN, ETC.
- PRESSURE ON SI TEAMS FROM LOCAL AUTHORITIES (ADMINISTRATIVE, RELIGIOUS, MILITARY, ETC.) IS COMMONPLACE IN CERTAIN CONTEXTS. IT IS IMPORTANT TO BE VERY AWARE OF THIS ISSUE (TEAMS RISK BEING PUT IN DANGER - SEE NEXT PARAGRAPH), AND PREPARED TO SUSPEND A DISTRIBUTION IF CONDITIONS ARE NOT MET RATHER THAN CARRYING IT OUT AT ANY COST, WHICH COULD LEAD TO SERIOUS SECURITY INCIDENTS OR MASSIVE FRAUD.

REMINDER: It is mandatory to submit an incident report regarding any monetary or material loss, of whatever size or origin, to both the project coordinators and headquarters.

Handbook of Good Practices: Preventing Corruption in Humanitarian Operations (2010 - Transparency International).

D - SAFETY OF STAFF AND MATERIAL

ENSURING THE SAFETY OF SI STAFF AND HUMANITARIAN MATERIAL IS NATURALLY AN ISSUE WE ARE ALL CONCERNED ABOUT. WE WILL NOT GO BACK OVER THE GENERIC ASPECTS OF SAFETY MANAGEMENT HERE (EVALUATING THE CONTEXT[10], ETC.) BUT WILL INSTEAD DISCUSS CERTAIN RISKS THAT SPECIFICALLY AFFECT DIRECT DISTRIBUTION

- Crowd control at a distribution site or around supplies/lorries

Mobbing may be the result of beneficiary households feeling rushed or stressed, and/or of non-targeted individuals wanting to receive aid anyway. An event such as a distribution regularly attracts gatherings of dozens or even hundreds of people, and these crowds can sometimes be hard to control (and can seem overwhelming to the handful of SI employees present). Although generally minor, mobbing can degenerate rapidly into dangerous rioting or looting if not swiftly contained by the SI staff and/or authorities on the scene.

IF MOBBING DOES TAKE PLACE, IT IS IMPORTANT TO DETERMINE QUICKLY WHETHER IT IS SPONTANEOUS (AND THUS MANAGEABLE A PRIORI) OR ORCHESTRATED/PLANNED BY CERTAIN GROUPS OR AUTHORITIES. IN THE LATTER CASE, WORK MUST BE HALTED IMMEDIATELY IN ORDER TO MEET WITH THE INDIVIDUALS BEHIND THE PROBLEM AND FIND A POSSIBLE SOLUTION, OR AT LEAST CALM THE SITUATION.

More generally, the risk of an overcrowded, chaotic and therefore potentially dangerous distribution site can be reduced by:

» Setting up a well-organised site with clear boundaries;

» Ensuring that there are a sufficient number of SI staff and day workers responsible for crowd control present onsite;

» Obtaining a good knowledge of the local context, so as to identify any pre-existing or emerging tensions that may compromise site security (see also the section on protection);

» Informing the public in sufficient detail prior to the survey so as to reduce misunderstandings (selection criteria, etc.)

» Involving the legitimate local authorities heavily in the process leading up to the response activity, so as to be able to count on the support of some of them;

» Defining response procedures that avoid tensions in the community (for example: all households receive identical items);

» Maintaining relative discretion concerning the contents of a distribution to avoid mobbing around supplies/lorries;

» Scheduling transport of supplies so that the items arrive at the site as close to distribution time as possible (to avoid rumours spreading, etc.);

» Keeping waiting times to a minimum at distribution sites and giving the crowd something to do, if possible, while they are waiting (for example: raising awareness, see Chapter 5, paragraph E).

10. See section on Security, available on the Intranet [in French]

REMINDER: UNDER NO CIRCUMSTANCES (except in Somalia) should armed forces (police, soldiers, private agencies, etc.) be called in to ensure the security of SI sites or supplies. In accordance with humanitarian principles (neutrality), security should be ensured only by SI staff (full-time employees or day workers) and/or directly by the communities themselves.

AT ANY DISTRIBUTION SITE, SI STAFF SHOULD ALWAYS KEEP IN MIND THAT THEY MAY HAVE TO EVACUATE THE AREA - WITH OR WITHOUT UNDISTRIBUTED ITEMS - IN THE EVENT, FOR EXAMPLE, OF A SUDDEN ATTACK ON THE SITE BY AN ARMED GROUP OR AN UNCONTROLLABLE RIOT IN THE TARGET COMMUNITY. IT IS THEREFORE VITAL BEFORE EACH DISTRIBUTION TO DRAW UP AN EVACUATION PLAN AND MAKE IT KNOWN TO ALL SI TEAMS, AND TO CLEARLY DESIGNATE WHICH DISTRIBUTION STAFF MEMBER IS RESPONSIBLE FOR MAKING THE DECISION TO EVACUATE.

- Threats to SI staff in order to change intervention protocols (example: broadening selection criteria) or to tolerate fraud (example: adding names to lists).

These threats may come from one or two isolated individuals or they may be collective (several authorities from the same zone, for example). They may thus range from "relatively manageable" (if the threat comes from an individual, the local authorities may intervene) to "very serious" (death threats, threats of looting, etc.) and may potentially cause activities to be suspended (see the box above).

TO REDUCE THREATS TO LOCAL EMPLOYEES IN SENSITIVE AREAS, IT IS HIGHLY RECOMMENDED THAT AN SI STAFF MEMBER FROM OUTSIDE THE LOCAL CONTEXT (NATIONAL MANAGEMENT, OR EVEN AN EXPATRIATE IF NECESSARY) BE PRESENT[11] TO TAKE THE BLAME FOR THE PERCEIVED "RIGIDITY" OF THE PROCEDURES.

11. Throughout the period of implementation, if possible. At a minimum, at critical times such as the day before the survey and the day of the survey, as well as the day before the distribution and the day of the distribution itself.

- Incidents related to the transfer of funds (theft, robbery, etc.)

Organising distribution activities, particularly in isolated areas, may require transporting large amounts of cash to pay for supplies, local transport costs, day wages, etc. Special vigilance must be maintained during such operations, including defining context-appropriate procedures: defining the maximum amount of cash to transport, selecting appropriate means of transport, varying how and when supplies of funds arrive (to avoid predictability), making payments during activities to avoid accumulating large sums (example: avoid making all payments the day before returning to base), etc.

DURING RESPONSES IN REMOTE AREAS, YOU MAY NEED TO OBTAIN CURRENCY IN SMALL DENOMINATIONS BEFORE YOU LEAVE FOR THE ZONE, SO AS TO BE ABLE TO PAY SMALL COSTS (DAY WORKERS, FOR EXAMPLE)!

- EVEN IN EMERGENCY SITUATIONS, CARRYING OUT A HIGH-QUALITY DISTRIBUTION ACTIVITY IS SENSITIVE AND REQUIRES TIME! SO IT IS IMPORTANT, FOR EXAMPLE, TO SET ASIDE A DAY TO INTEGRATE LOCAL AUTHORITIES INTO THE INTERVENTION PROCESS, RATHER THAN FINDING ONESELF STYMIED BY THEM DURING DISTRIBUTION.
- REMEMBER THAT THERE IS A STRONG LINK BETWEEN RESPECTING THE POPULATION PROTECTION PRINCIPLES (DO NO HARM, DIGNITY, ETC.) AND ENSURING THE SAFETY OF SI PERSONNEL (BETTER ACCEPTANCE, REDUCING TENSIONS, ETC.).
- THE POINTS DISCUSSED IN THIS CHAPTER ARE NOT SET IN STONE AND MUST BE BALANCED AGAINST THE CONTEXT AND THE URGENCY OF THE SITUATION (IN OTHER WORDS, HOW RELEVANT IT IS TO COVER A MAXIMUM NUMBER OF BENEFICIARIES IN THE MINIMUM AMOUNT OF TIME). IN AN ACUTE EMERGENCY SITUATION FOLLOWING A NATURAL DISASTER, FOR EXAMPLE, WHERE A DECISION HAS BEEN MADE TO MAKE GENERAL DISTRIBUTIONS (WITHOUT SELECTING BENEFICIARY HOUSEHOLDS), THE PROTECTION ISSUE MAY BE LESS PROBLEMATIC AND A HIGHER LEVEL OF FRAUD MAY BE TOLERATED. WHATEVER THE SITUATION, THE QUESTIONS OF FRAUD, SECURITY AND PROTECTION MUST BE MAINSTREAMED INTO ALL DECISIONS MADE BY SI TEAMS.

NOTES

LOGISTICAL PREPARATION AND HUMAN RESOURCES

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A - GENERAL ORGANISATION OF A RESPONSE

THERE ARE GENERALLY TWO TYPES OF PROGRAMMES IN WHICH DISTRIBUTION ACTIVITIES TAKE PLACE:

- Programmes intended for a particular location which has been the subject of a detailed assessment, with a preliminary determination of the exact number of beneficiary households. These are programmes such as "distribution of food for three months to 900 households in the X1 and X2 slum areas of Kabul".

- Flexible programmes intended for an entire region, without a preliminary determination of the exact number of beneficiary households per village/neighborhood - for example, programmes such as "mobile teams" or RRPM (Rapid Response to Population Movement) with objectives such as "distribution of 15,000 NFI kits to vulnerable populations in Y Department, Ivory Coast".

In the first case, the first two phases of a response - that is, the logistical preparation (Chapter 3) and the survey of beneficiary households (Chapter 4) - can be carried out in parallel with no difficulty (since an accurate logistical calibration of the response is possible based on the response proposal).

The situation is more complex in the case of mobile teams. On the one hand, every distribution requires a preliminary assessment of the target village or neighborhood; on the other, the exact number of beneficiary households in each village/neighborhood cannot be known in advance and to obtain an accurate count will require carrying out a survey. Thefore:

- In an ideal situation (with sufficient time and few logistical constraints), surveying the beneficiary households (Chapter 4) would take place before preparing the distribution (Chapter 3).

- In an emergency situation, preparing the distribution and surveying the households generally take place concurrently. In this case, the aim of the assessment of the target village or neighborhood will be to determine the approximate number of beneficiary households (based on secondary data such as demographic estimates, associated with proxy indicators of vulnerability) and thus enable the logistical processes of supply procurement to begin before the survey has been finalised.

- If there are major logistical constraints (such as long distances to get to the intervention zone, for example), the distribution can be prepared before the populations are surveyed in order to avoid too long a delay between the survey and the distribution itself (high risk of out-of-date survey figures if there have been new population movements, for example).

For further information on the logistical preparation and survey phases (and in particular on including a safety margin), see Chapter 5, paragraph H.

Food distribution with the WFP: How to work with WFP - a Handbook for Non-Governmental organizations (WFP - 2005)

B - PROCUREMENT: PURCHASES AND DONATIONS IN KIND

ONCE YOU HAVE DETERMINED WHAT ITEMS ARE TO BE IN THE KITS AND ESTIMATED THE NUMBER OF BENEFICIARY HOUSEHOLDS, THE PROCUREMENT PROCESS FOR OBTAINING THE GOODS SHOULD BE STARTED AS SOON AS POSSIBLE IN PARTNERSHIP WITH THE LOGISTICS DEPARTMENT.

There are several possibilities for sourcing goods:

- From a partner/donor, generally the UN, through donations in kind (WFP for food, UNICEF or HCR for NFIs, the FAO for seeds and agricultural tools).

- From a private supplier at the local, regional, national or international levels. Reminder: Most of the time, the quantities to be purchased require a procedure which can sometimes be very lengthy (calls for tenders). In addition, seed and food purchases may be subject to strict rules depending on the donors or national authorities (for example, mandatory phytosanitary certificates, etc.) that can complicate or slow down the procedure.

- By using SI's emergency stocks based in Paris, Dubai or at the mission level.

IN AN ACUTE EMERGENCY PHASE, REMEMBER TO:
- APPLY SI'S EMERGENCY PROCEDURES;
- INCLUDE EXEMPTION REQUESTS IN YOUR RESPONSE PROPOSALS IF THE SI EMERGENCY PROCEDURE CANNOT BE APPLIED;
- CONSULT HEADQUARTERS TO DISCUSS ANY EXEMPTION PROCEDURES WHICH MAY ENABLE YOU TO BEGIN PURCHASING AS SOON AS POSSIBLE;
- OBTAIN SUPPLIES FROM UN AGENCIES (PARTICULARLY NFIS) EVEN IF THEY ARE NOT YOUR DONORS (SIMPLE DONATIONS IN KIND ARE POSSIBLE, PARTICULARLY IF YOUR PURCHASE OR DELIVERY PERIODS ARE 'TOO' LONG).

ORIGIN OF ITEMS FOR DISTRIBUTION

As far as possible, the items intended for distribution should be purchased LOCALLY. Purchasing at the local level (rather than importing) can reduce the negative impacts of direct distribution on the local economy (see Chapter 1) and, to a lesser extent, it enables you to avoid distributing items that do not fit local practices (see Chapter 1, paragraph B). Similarly, purchasing from small producers/sellers (rather than wholesalers) supports local livelihoods (particularly in the case of food distribution).

REMINDER: All donations in kind from a partner/donor must be monitored in order to be valued in the project accounts. By working closely with logistics, at the end of the project you should be able to state exactly what quantities of each item you have distributed.

Whatever their origin (including donations in kind), it is essential to carry out a detailed verification of the quality and/or expiry date of the goods (i) upon reception and (ii) before distribution. It is particularly important to inspect:

» Easily damaged plastic goods: buckets, compressible jerry cans, basins, etc.

» Goods that are useless if the lid or stopper is missing: jerry cans and buckets for storing and/or chlorinating water;

» Goods received in pre-packaged kits: a random selection of the kits should be opened to verify that they are complete and uniform;

» Goods purchased by weight and received in bags: weigh a random selection of bags to verify that the weight stated on the bag corresponds to reality;

» Foodstuffs: food is perishable by definition and its quality can deteriorate significantly if it has been stored incorrectly (beneficiaries risk food poisoning);

» Seeds: must be tested for homogeneity and germination (i) before purchase from the supplier and (ii) upon reception of the seeds into SI's stocks before distribution.

IT IS ESSENTIAL TO INSPECT THE QUALITY OF THE ITEMS INTENDED FOR DISTRIBUTION BEFORE THE RESPONSE IN ORDER TO:

- RESPECT THE DIGNITY OF THE BENEFICIARY HOUSEHOLDS;
- ENSURE THAT THE PLANNED ACTIVITIES HAVE A GENUINE EFFECT/IMPACT;
- PREVENT DISCONTENT AMONG THE POPULATION THAT CAN TURN AGAINST SI TEAMS AND/OR ANY OTHER RESPONSE TEAMS IN THE AREA;
- FORESTALL PROBLEMS BY MODIFYING THE TYPES OF ITEMS DISTRIBUTED, PROVIDING INFORMATION TO BENEFICIARY HOUSEHOLDS IN ADVANCE, ETC.

Example of a contract for seed purchases - Appendix 6*

Example of an NFI purchasing contract - Appendix 7

Example of a food purchasing contract - Appendix 8

NB : Other sample contracts are available. Contact the logistics department at the headquarters if you have questions or needs.

For further information on SI purchasing procedures and valuating donations in kind, see tab Purchase

* All the tools provided in this handbook serve as examples and are not to be used as SI official formats. The types of contract depend on the context and we therefore do not present standard templates.

C - PROCUREMENT: PACKAGING

GOODS MAY BE SUPPLIED TO A DISTRIBUTION SITE:

- IN BULK: ALL TYPES OF ITEMS HAVE BEEN PACKAGED SEPARATELY;
- AS PRE-PACKED KITS OR BASKETS, WITH ALL OF THE ITEMS ALREADY PACKAGED TOGETHER IN A SINGLE CONTAINER.

KITS MAY BE ASSEMBLED AND PACKAGED BY THE SUPPLIER/DONOR DIRECTLY OR BY SI IN ITS WAREHOUSES (BY WAREHOUSE STAFF).

IN THE CASE OF FOOD DISTRIBUTION, RAW AND DEHYDRATED FOODSTUFFS SHOULD SYSTEMATICALLY RECEIVE PRIORITY SO AS TO FACILITATE THEIR TRANSPORT AND STORAGE.

PACKAGING IN BULK (AS COMPARED TO PACKAGING IN KITS)	
ADVANTAGES	DRAWBACKS
Smaller transport and storage volumes.	Distribution requires much more time.
Lower risk of breakage as the items are not mixed.	Handling during transport and storage is longer and more complex.
Lower costs (no packaging costs to pay the supplier) and/or less time lost (no need to repackage items into kits in SI warehouses).	Stock management is more difficult (greater variety of items and packaging to manage).
Quality of items can easily be monitored before distribution.	Higher risk of fraud/misappropriation at the distribution site, in the warehouse and during transport (taking a «small» article is not as visible as taking a complete kit).
Quantity of items can easily be monitored before distribution (no risk of incomplete or non-uniform pre-packaged kits).	No packaging bag that can be reused by the beneficiary households.
The types of items to be distributed can be modified quickly and easily in keeping with the zone and/or the profile of beneficiary households.	No packaging bag that can enhance the visibility of the donor and/or carry messages to raise awareness.

▶ In general, in emergency situations it is simplest to order the items (NFIs, food, seeds or tools) separately so as to be able to carry out modifications in response to developments in the context (for example, displaced persons returning to their destroyed homes earlier than expected; markets gradually reopening, enabling a reduction in rations, etc.). If so, a packaging bag should be added to the list of items distributed so that beneficiaries can carry items around at the distribution site and back to their homes more easily (cf. Chapter 5, Distribution).

▶ Using pre-packaged kits will be the priority primarily when supplying the distribution site is logistically complex (to facilitate the many handling operations and the management of temporary field warehousing).

WHEN DISTRIBUTING PRE-PACKAGED KITS OR PACKAGING BAGS, REMEMBER TO HAVE THEM CARRY:

- SI AND DONOR VISIBILITY
- AWARENESS MESSAGES (SEE CHAPTER 5, PARAGRAPH E)

Example of a packaging bag with awareness-raising messages used for NFI kits in Pakistan

If the choice has been made to distribute pre-packaged kits, they must be sealed in such a way that any opening during transport will be visible (noting any possible theft or fraud).
If packaging has been carried out in SI warehouses, it is strongly advised that you obtain a sewing machine to ensure the quality of the closure of bags for NFIs, seeds or food.

D - PROCUREMENT: WAREHOUSING

THERE ARE THREE TYPES OF WAREHOUSING:

- The main warehouse, located at SI's permanent base;
- A temporary field warehouse, which is necessary if the main SI stock warehouse is located far from the distribution area and it is either impossible to have the items arrive on the morning of the distribution or several return trips would be necessary to fully supply the distribution;
- One or more temporary intermediate warehouses may also be necessary if supply conditions are complex and require a chain of several means of transport (three intermediate warehousing locations would be needed if supplies are first transported by plane, then by lorry, then by barge and finally by bicycle).

▶ The types and quantities of goods - often easy to resell - contained in SI's warehouses before a distribution make them an attractive target for robbery and theft.

It is thus essential to pay particular attention to warehouse security: reinforced walls, a minimum number of doors and windows, lighted doorways and windows, security personnel both day and night (with additional security if necessary when stocks are high), padlocks, designation of a single person in charge, etc.

▶ Moreover, proper storage conditions are essential for the correct preservation of goods. Valuable stock can be destroyed in a single night through carelessness.

- Storing food or seeds outdoors is strictly prohibited (risk of rotting/mould), even for a single night. In exceptional cases, stocks of NFIs may be stored outside provided they are protected by tarpaulins.
- Pest control methods must be used to protect foodstuffs and seeds against pests (rodents and insects): poison, mousetraps, cats, etc.
- Foodstuffs and seeds must be stored in hygienic locations, far away from any goods that could damage them (chlorine or petrol, for example).
- Main warehousing must be in clean, well-aired premises equipped with fire-fighting materials (sand, fire extinguishers); goods must be kept out of direct sunlight, on pallets (to protect them from rain/flooding), covered by tarpaulins (to protect them from bad weather, leaks, etc.).

> Do not forget that some donors (particularly in the case of donations in kind) require SI to insure stock against loss or theft.

THESE SECURITY AND STORAGE INSTRUCTIONS ARE PARTICULARLY RELEVANT TO ANY TEMPORARY FIELD WAREHOUSING IN DISTRIBUTION AREAS AND TO INTERMEDIATE WAREHOUSING DURING TRANSPORT, WHERE CONDITIONS ARE OFTEN NEGLECTED (BECAUSE IN THE ABSENCE OF LOGISTICS FIELD STAFF, IT IS USUALLY THE RESPONSIBILITY OF PROGRAMME STAFF).

Example of a lease agreement - Appendix 9

For more information on SI's procedures for SI storage, see tab Stock Management

E - PROCUREMENT: TRANSPORT

- Basic principles of transport

Transport conditions to the distribution area must be assessed as soon as possible and integrated into the initial assessment. This will help to prevent unpleasant surprises, as transport constraints are one of the feasibility conditions for direct distribution.

▶ After estimating the volumes and weights of the quantities to be transported, study the transport options available with the logistics department in light of local constraints (condition of roads and civil engineering infrastructures, rivers to be crossed by ferry, security etc.) and then begin the procedures for renting lorries and chartering planes, boats, etc.

JUST AS FOR PURCHASING, THE PROCEDURES FOR ORGANISING TRANSPORT SERVICES FOR A LARGE QUANTITY OF GOODS CAN SOMETIMES BE LENGTHY. THIS IS DUE TO (I) THE NEED TO RESPECT INTERNAL PROCEDURES AND (II) THE FACT THAT TRANSPORTERS MAY SOMETIMES HAVE TO GET INFORMATION ABOUT THE CONDITION OF ROADS THEY DO NOT USE REGULARLY - OR THAT MAY BE UNCERTAIN BECAUSE OF THE EMERGENCY - IN ORDER TO ENABLE THEM TO QUOTE A PRICE. SO DON'T NEGLECT THIS STAGE!
ALWAYS DRAW UP TRANSPORT CONTRACTS AND INCLUDE PENALTY CLAUSES TO BE APPLIED IF DELIVERY DEADLINES ARE NOT MET AND/OR GOODS ARE LOST DURING TRANSPORT. FULL PAYMENT FOR TRANSPORT IS ONLY MADE WHEN THE SERVICE HAS BEEN RENDERED, NEVER BEFORE! (SEE PARAGRAPH BELOW ON WAYBILLS.

Example of lorry transport contract - Appendix 10

NB: Other sample contracts are available. Contact the logistics department at head office if you have questions or needs.

For more information on SI's procedures for SI storage, see tab Transport

▶ We recommend that you differentiate between the contractor in charge of supplying the goods and the contractor in charge of transporting them to the distribution site. Whilst from an administrative point of view it may seem simpler for SI to have the same contractor for both operations, the seller often does not ensure transport themselves, but will use a subcontractor. If a problem arises (change of delivery location, security constraints, etc.), the relationship with the subcontractor becomes more complex because they have no direct links to SI.

SI Example In one Central African country, the number of intermediaries involved in the transport of food intended for distribution in an insecure area resulted in some of the lorries being unloaded right in the centre of villages. This situation not only made the planned activities useless but also endangered SI staff. In a second phase of the project, a repetition of the problem was avoided by using transport contractors chosen by SI directly.

IF LIGHT REPAIRS TO ROADS, BRIDGES OR RUNWAYS ARE NEEDED FOR LORRIES TO PASS OR AIRCRAFT TO LAND, CONSIDER COMMUNITY PARTICIPATION OR CASH FOR WORK ACTIVITIES. "PARTICIPATING IN RENDERING THE INTERVENTION ZONE ACCESSIBLE" MAY BE SET AS A CONDITION FOR IMPLEMENTING THE DISTRIBUTION (TO BE ADDED TO THE PROTOCOL OF AGREEMENT - SEE CHAPTER 5, PARAGRAPH C).

▶ Anticipate the situation in the field with the administrative, traditional and military authorities concerning any necessary authorisations for passage or landings, any customs fees required, whether the means of transport (such as ferries, etc.) can be made available gratis or for a pre-negotiated fee, etc., so as not to lose time at the critical moment.

EXPERIENCE HAS PROVEN THAT IT IS SOMETIMES BETTER TO SEEMINGLY WASTE ONE OR TWO DAYS IN NEGOTIATIONS WITH THE AUTHORITIES IF IT PREVENTS THEM FROM IMPOSING ARBITRARY TAXES RATHER THAN TO GIVE IN TO PRESSURE IMMEDIATELY. EVEN IN AN EMERGENCY SITUATION, ACCEPTING PRACTICES THAT ARE MORE OR LESS ILLEGAL MAY LEAD TO THE GENERALISATION OR EVEN TO THE INCREASE OF SUCH PRACTICES, AFFECTING NOT ONLY ALL SI ACTIVITIES IN THE ZONE BUT ALSO THE OTHER HUMANITARIAN AGENCIES PRESENT.

▶ As a general rule, be as discreet as possible with regard to the exact types and quantities of goods transported and warehoused in order to minimise the risk of theft, looting, etc.

▶ The Head of Mission/Country Director must decide in the light of the security and political situation whether SOLIDARITÉS INTERNATIONAL logos should be affixed to the various means of transport. As each context is unique, there are no rules in this regard (a balance must be found between discretion and humanitarian visibility).

REMINDER: It is strictly prohibited (except in Somalia) to have armed forces escort SOLIDARITÉS INTERNATIONAL convoys (including the UN). The use of unarmed UN convoys must be authorised by the Head of Mission AND by Headquarters.

- Use of transport documents: waybills and delivery notes

A delivery note is used as a transport document when SI has no direct link with the carrier - for example, when transport is ensured directly by the seller/producer from their warehouse to the distribution site. The delivery note must be signed by the distribution manager (the Programme Manager, if possible) and any disputes regarding the cargo (incorrect quantities, broken or damaged items, defective packaging, etc.) noted in writing on the delivery note. If these comments are not made in writing on the delivery note at the time of delivery, it will be very difficult for SI to obtain compensation from the transporter/supplier. Moreover, if there are any damaged items, they are the responsibility of the transporter, who will return them to the supplier.

▶ The delivery note is supplied by the carrier. It must be signed and annotated in at least two copies: one copy will be kept by SI, the other returned to the carrier.

A waybill is the document used for any transport between two SI warehouses/teams. It is drawn up in three copies, always in the presence of the transporter (who takes responsibility for the goods and must therefore ensure that the quantity of goods they are responsible for is accurate).

When the goods depart, the first copy of the waybill is kept by the SI warehouse/base sending the goods, while the other two copies are delivered to the carrier. On arrival, the quantity of goods is recounted and the quality inspected by the SI team receiving the goods. Any dispute (see delivery note) concerning the cargo is to be noted at this time on both copies of the waybill. Finally, a signed and annotated copy of the waybill is delivered to the carrier, who submits it for payment (the last copy is kept by the receiving SI team).

SIGNING A WAYBILL OR DELIVERY NOTE ENGAGES THE RESPONSIBILITY OF THE SIGNATORY, WHO ATTESTS THEREBY THAT THEY HAVE RECEIVED THE QUANTITIES STATED. IT IS THEREFORE IMPORTANT TO VERIFY IN PARTICULAR THAT NO BUNDLE/BAG HAS BEEN OPENED DURING TRANSPORT.

FOR THE REASONS MENTIONED ABOVE, THE USE OF WAYBILLS AND/OR DELIVERY NOTES IS MANDATORY, WHATEVER THE MEANS OF TRANSPORT. MOREOVER, THESE TRANSPORT DOCUMENTS MAY ALSO CONSTITUTE CONTRACTUAL DOCUMENTS FOR AUDITING PURPOSES, SO IT IS ESSENTIAL THAT THEY BE PREPARED ACCURATELY AND IN DETAIL (FILL IN ALL THE BOXES!) EVEN DURING AN EMERGENCY SITUATION.

Waybill format (SI tool) to be printed in three copies (one for the recipient, one for the sender and one for the carrier) - see tab Transport

- Alternative means of transport

In zones where no quality transport infrastructure is available, alternative means of transport (such as bicycles, canoes, donkeys, etc.) may be necessary for certain journeys[12].

12. For example: between an intermediate warehouse supplied by lorry and distribution sites located in remote villages.

ALTERNATIVE MEANS OF TRANSPORT: BICYCLES, DONKEYS, CANOES…	
ADVANTAGES	DRAWBACKS
May be faster than standard means of transport in certain conditions (during the rainy season, for example).	Outside the rainy season, generally slower than standard means of transport.
May be able to get through where standard means of transport cannot (uncleared tracks, bridges that cannot take the weight of heavy vehicles, etc.).	More vulnerable to attacks, theft, pillage, etc. because slower.
Generally available everywhere, even in the most remote areas where no motorised means of transport can be found.	Potentially very dangerous for the participants (if there are inter-community tensions or attacks).
Generally more economical.	Higher risk of fraud/misappropriation by the people in charge of the transport, and of the transporter disappearing with the goods (the value of the goods being significantly greater than the transport fee).
May enable participation by the community if the means of transport belongs to them.	Monitoring the goods is more complex (increase in the number of intermediaries).
May be a source of cash for the local economy (indirect positive effects).	Requires training SI personnel to ensure administrative and logistical management of the transport, which is more complicated than if done by a professional carrier (see above).

▶ Alternative means of transport do have certain advantages and thus should be considered in some situations. However, their use will need to be organised very rigorously on the logistical and administrative levels:

- Select transporters based on the same criteria applied to day workers, in order to avoid tensions. Allocate positions by geographical zone (between villages, neighbourhoods, zones to cross through, zones served etc.), ethnicity, caste, religion, etc. depending on the context.
- Implement a logistical process identical to the one used for normal transport: negotiate the price before the start of transport, draw up a contract, use waybills and pay in full only when the service has been carried out..
- Before departure, check the condition of the bicycles, canoes, or draught animals belonging to each participant in order to avoid breakdowns and breakages en route.

- Travel in convoys for security reasons and designate a convoy manager. The convoy manager will be responsible for the smooth running of the transport convoy, ensuring that no one leaves the convoy or loses it en route, possibly participating in selecting participants, making the individual payments, etc. If bicycles are used, each convoy will also need to include a bicycle repairman, equipped with the appropriate tools and spare parts. Convoy managers and repairmen will receive additional pay in return for their increased responsibilities.

- Where applicable, draw up individual detailed waybills on departure, with strict verification on arrival (weighing foodstuffs, verifying packages).

- Anticipate the means and conditions of payment (group or individual).

F - RECRUITMENT OF THE SI PROGRAM TEAM

DIRECT DISTRIBUTION GENERALLY REQUIRES A LARGE NUMBER OF DAY WORKERS. THIS ALLOWS THE SI RESPONSE TEAM(S) TO BE RELATIVELY SMALL AND MOBILE. THE TECHNICAL SKILLS REQUIRED BY SI EMPLOYEES RESPONSIBLE FOR SURVEYS/ DISTRIBUTION ARE GENERALLY LOW. THE MAIN SELECTION CRITERIA FOR EMPLOYEES ARE: THE ABILITY TO MANAGE CROWDS AND NEGOTIATE WITH LOCAL AUTHORITIES, SELF-SUFFICIENCY, COMMON SENSE, THOROUGHNESS IN MANAGING LOGISTICS AND ADMINISTRATION IN THE FIELD, KNOWING HOW TO READ AND WRITE, ETC.

- Tasks and responsibilities of an SI response team

To carry out an NFI or food distribution in a zone, a team of 4 or 5 SI employees is often sufficient. The team will consist of a team leader and 3 or 4 survey/distribution staff.

Distribution of agricultural inputs, which are less sensitive, may require fewer personnel (a team of 3 people is often sufficient), but in this case the team will have to be more qualified in order to be able to train and/or advise recipients appropriately on the use of the inputs distributed (hire agronomists in this case).

▶ Some survey/distribution staff may have specialist profiles:

» A field logistician will be responsible specifically for receiving goods, organising any field warehousing, local transport, etc.

» An education officer if the distribution is to be the opportunity to raise awareness on hygiene, how to use mosquito nets or how to prepare the foodstuffs distributed (see section on awareness raising, Chapter 5, paragraph E).

» In certain specific contexts where protection is an issue (mainly in conflict zones), a member of the team may also be trained in gathering information concerning protection (see Chapter 2, paragraph D).

It is possible to set up separate teams for distribution and surveying. However, this is not recommended in most cases, because this type of organisation may in fact contribute to (i) a loss of knowledge and understanding of the zone and (ii) disrupting the community (trust would need to be re-established with the authorities, etc.). Separate teams are only recommended in calm contexts and for large scale programmes covering several tens of thousands of households, which would justify team “hyperspecialisation”.

▶ The team leader has a key role in the flow of operations, with responsibility for: managing his team, ensuring that all SI procedures and principles are complied with (from paying for intermediate warehousing and implementing the protection principles to monitoring logistics), acting as the focal point of the SI framework, ensuring security, etc. It is very important to pay particular attention to this role and to ensure a high standard of recruitment.

▶ Distribution teams will spend most of their time in the field (approximately 80 to 90%) and will only be in the office for briefing, debriefing and distribution reports. So, when preparing the budget, do not underestimate potential field per diem costs!

IF YOU WANT TO PROCESS THE SURVEY DATA FOR STATISTICAL PURPOSES (AVERAGE AGE, GEOGRAPHICAL ORIGIN OF RECIPIENTS, ETC.), WE RECOMMEND THAT YOU RECRUIT A DATA COLLECTION SECRETARY SPECIFICALLY ASSIGNED TO THIS TASK, OR CONSIDER MOBILE DATA COLLECTION.

SI reference* job profile for a team leader - Appendix 11

SI reference* job profile for a survey/distribution officer - Appendix 12

SI reference* job profile for a field logistician - Appendix 13

The reference job profiles are excerpted from the SI Professional Frame of Reference. Contact the national Admin/HR department for more information if necessary.

Example of a recruitment test for a team leader** - Appendix 14

Example of an interview format for a team leader** - Appendix 15

** The examples given here are for a RRMP protection advisor responsible for distribution AND needs assessment (these examples should be adapted to your contexts and needs)

Example of a recruitment test for a survey/distribution officer specializing in protection*** - Appendix 16

*** The example given here is for a RRMP protection advisor responsible for distribution AND needs assessment (these examples should be adapted to your contexts and needs).

Example of a "quick" interview format for a survey/distribution officer - Appendix 17

- Monitoring and evaluation

Although this handbook does not cover the issue of post-distribution monitoring and follow-up of beneficiary households, these tasks must be included in human resource planning. In principle, the programme teams are responsible for monitoring and evaluation but in certain specific circumstances specialised monitoring and evaluation teams could be set up.

> Monitoring of activities means verifying the quality of the response - in other words, (i) verifying that distribution took place in compliance with SI norms and standards (respecting distribution procedures, absence of fraud, etc.) (ii) noting the positive and negative effects of the distribution.
> Following up beneficiary households consists in supporting communities in how to use the items distributed: post-distribution training/awareness, personalized advice if required, etc.

In practice, for food or NFI distribution, the monitoring and follow up of activities and households are often conducted at the same time by the same team[13]. When agricultural inputs are distributed, the necessary follow up of beneficiary households is much longer and more complex, so the team responsible for monitoring activities may be separate from the team in charge of following up households.

For further information on monitoring and evaluation, please refer to the internal note for evaluating the quality of programs at SI.

- Recruitment criteria

At the time SI national survey/distribution personnel are recruited, their "origin" is generally examined with regard to the risk of fraud (and of endangering employees). Personnel hired may come either from the targeted community directly or from other zones or regions. While the issue is not specific to direct distribution, it can exacerbate it.

13. For example, if a team finds during its follow-up that the mosquito nets that were distributed are not being used or are being badly used, it can immediately set up community support measures to remedy this (awareness, training, etc.).

SI EMPLOYEES FROM THE COMMUNITY (COMPARED WITH EMPLOYEES FROM OTHER ZONES)	
ADVANTAGES	DRAWBACKS
Negotiating with the authorities and population is generally facilitated due to better knowledge of the local context and how the community functions (notably quicker awareness of who the key players are and of the levers that will facilitate the response).	Subject to varying degrees of local pressure that could possibly result in fraud (misappropriation, addition of beneficiary households during surveying...) or endanger the staff member if they do not give in to the pressure.
Better accepted in the field than personnel from outside the community, since bringing in workers from outside is generally viewed poorly by the population (minimized risk of rejection).	Potential source of corruption if the SI staff member presents themselves as the person "thanks to whom" the response is taking place.
Potentially less expensive as there are no relocation costs.	Personnel may be less well-trained than personnel from outside and may thus require more training.

NB: For the advantage/drawbacks of personnel from other zones, read the table in «reverse»

HERE AGAIN, THERE IS NO MIRACLE SOLUTION - IT VERY MUCH DEPENDS ON THE LOCAL CONTEXT (IN PARTICULAR, THE RISK OF FRAUD BY OUTSIDE OR EXPATRIATE PERSONNEL CAN BE JUST AS HIGH AS FOR LOCAL PERSONNEL[14]). TO MITIGATE RISK, WE STRONGLY RECOMMEND MIXING LOCAL AND OUTSIDE PERSONNEL IN THE SAME TEAM.
IF TENSIONS ARE VERY HIGH, IT IS PREFERABLE THAT THE PERSON RESPONSIBLE FOR ENSURING PROCEDURES (I.E. THE TEAM LEADER) BE FROM OUTSIDE THE ZONE SO THAT THEY CAN EASILY ACT AS A BUFFER (AND IF NECESSARY BE EVACUATED FROM THE ZONE IN THE EVENT OF THREATS AGAINST THEM PERSONALLY).

In addition to the geographical origin of members of the SI survey/distribution teams, it is also important to consider issues of ethnicity, caste, local languages mastered, gender[15], etc. Women must be included on the team if the recipients of the distribution are women, and all the more so if the distribution includes items specifically for women, such as Feminine Hygiene Kits.

SI example In a West African country, during distributions following a conflict that had an ethnic component, the composition of the teams was a key factor in the survey of beneficiary households. Because there were no "ethnically mixed" SI teams, the initial survey lists were unusable, as the SI personnel had found it difficult to remain objective in their selection of beneficiaries (due to emotional issues, social pressures etc.).

14. But in some complex contexts, however, it has happened that the day workers employed during a distribution were from outside the response zone so as to minimize the risk of fraud..
15. See Chapter 2, paragraph B.

- SI Personnel Training

SI personnel training should focus on the following points:

» Humanitarian intervention principles

SI Operational Handbook

» Protection, gender and prevention of fraud/corruption issues (see Chapter 2),

» SI survey procedures (see Chapter 4),

» SI distribution procedures (see Chapter 5),

» SI administrative procedures and field logistics (refer to logistics-administration departments),

» Archiving procedures and possibly reporting procedures (see Chapter 6).

G - SCHEDULING AND OVERALL SCALING OF A RESPONSE

NB: Details of the implementation process for each phase (surveying and distribution) are given in Chapters 4 and 5. Here we give a macro view of the overall organisation of a direct distribution operation.

BETWEEN THE INITIAL ASSESSMENT AND THE START OF THE FIRST DISTRIBUTIONS, COUNT AT LEAST ONE TO TWO WEEKS TO PREPARE THE DISTRIBUTION FROM A LOGISTICAL POINT OF VIEW (IN THE IDEAL CASE OF STOCKS ALREADY PRE-POSITIONED BY SI, THE UN OR EXISTING LOCAL WHOLESALERS) AND, AT THE SAME TIME, TO RECRUIT AND PROVIDE BASIC TRAINING TO THE RESPONSE TEAM(S).

AS NOTED ABOVE, THE TIME REQUIRED FOR PURCHASING AND TRANSPORT CAN SOMETIMES BE MUCH LONGER AND DELAY THE START OF ACTIVITIES (UP TO 1 OR 2 MONTHS). WORK IN CLOSE COOPERATION WITH YOUR LOGISTICS DEPARTMENT AND REMEMBER TO ANTICIPATE CERTAIN STAGES (QUOTATION REQUESTS, FOR EXAMPLE).

With a little experience, a 5-person survey/distribution team is capable per day, on average, of:

- surveying 600 beneficiary households on site*,
- surveying 100 to 200 beneficiary households door-to-door*,
- verifying* 100 beneficiary households,
- distributing goods for 500 to 1,000 households. This number varies greatly depending on the type, quantity and packaging of goods to be distributed (food distribution generally takes longer than NFI distribution).

* Explanation of each survey method in Chapter 4.

Although the survey and distribution schedules and times obviously vary greatly from one type of distribution to another and one context to another, the three following standard scenarios can be envisaged:

NB: scenarios for approximately 1,000 beneficiary households grouped in the same zone

- Scenario 1: Acute emergency in a calm context (for example: a camp of flood victims) - approximately 3 days for 1,000 beneficiary households.

General or blanket distribution with few logistical constraints, legitimate authorities, few protection issues (see below) and a low risk of community tensions. Survey lists have been done before the arrival of SI teams and a high risk of fraud is accepted.

TYPICAL SCHEDULE FOR AN ACUTE EMERGENCY IN A CALM CONTEXT	
DAY 1	• Making contact with the authorities/populations • Obtaining the existing survey lists • Informing the populations on a large scale concerning the verification of the existing lists
DAY 2	• Verifying 10% of the proposed list (100 households) • Receiving goods • Preparing the distribution site • Informing the population concerning distribution
DAY 3	• Distribution (if the list verification was positive)

NB: in an extreme emergency situation and with an experienced team, days 1 and 2 could be merged.

- Scenario 2: Moderate emergency in a somewhat tense context (for example: post-hurricane, displaced persons are housed by host families in a village) - approximately 7 days for 1,000 persons.

Targeted distribution with simple, status-based selection criteria (for example, all host families). Few logistical constraints, some conflict among authorities, minor community tensions, with low risk of looting. No existing survey list and moderate risk of fraud.

TYPICAL SCHEDULE FOR A MODERATE EMERGENCY IN A SOMEWHAT TENSE CONTEXT	
DAY 1	• Making contact with the authorities and the population • Agreeing on the selection criteria for beneficiary households
DAYS 2 AND 3	• Informing the populations on a large scale concerning surveying • Preparing the survey
DAYS 4 AND 5	• On-site surveying of beneficiary households
DAY 6	• Receiving goods • Preparing the distribution • Informing the population concerning distribution
DAY 7	• Distribution

- Scenario 3: Moderate emergency in a complex context (for example: post-conflict, people displaced on site or in host families) - approximately 16 days for 1,000 persons.

Targeted distribution with complex selection criteria (for example, all households having lost at least 50% of their stock of seeds + all host families housing at least 2 displaced families for at least one month). Significant logistical constraints, authorities of doubtful legitimacy, high community tensions with moderate risk of looting. No existing survey list and high risk of fraud.

TYPICAL SCHEDULE FOR A MODERATE EMERGENCY IN A COMPLEX CONTEXT	
DAYS 1 TO 3	• Making contact with the authorities and the population • Explaining and agreeing on the selection criteria for beneficiary households
DAYS 4 TO 7	• Informing the populations on a large scale concerning survey • Preparing the survey
DAYS 8 TO 12	• Door-to-door surveying of beneficiary households with strict verification of criteria
DAYS 13 AND 14	• Receiving goods only when the survey has been completed
DAY 15	• Preparing distribution and informing the population concerning distribution
DAY 16	• Distribution

When a survey/distribution operation has to take place in several locations (in several villages along a highway, for example), the time required for implementation increases greatly, even if the number of beneficiary households is no higher. The above schedules have to be repeated for each location.
Even if it is possible to carry out the different stages of the response simultaneously to speed up the process, some timeframes cannot be shortened (the time needed to inform the population, etc.)!

SI example In the DRC, the distribution of 1200 NFI kits in a dozen isolated villages by well-trained and experienced personnel required over a month to prepare (excluding purchasing - kits already pre-positioned) and nearly a month to implement (survey/distribution)!

Time for following up beneficiary households must be added to each of these intervention schedules. The time required varies greatly depending on the type of items distributed.

For example, for an NFI distribution, we recommend carrying out (i) a quick initial follow-up two weeks after distribution (D+15) particularly in order to check that no looting has taken place and that the items are being used correctly (ii) and then a second, more thorough follow-up 3 months later (M+3). When seeds have been distributed, follow-up will be at much more regular intervals, especially at certain key stages of the farming cycle: sowing, germination, replanting, harvesting, etc.

H - EQUIPMENT REQUIRED

In order to be carried out in good conditions, a survey/distribution response operation requires certain materials which must be obtained before the start of activities: visibility materials for the teams, printing out the questionnaires, setting up the database, etc.

Example (to be adapted to your context) of a list of materials that a survey/distribution team should bring with them - Appendix 18

NB: please refer to Chapters 4, 5 and 6 for an explanation of the usefulness of each item.

THIS LIST MUST OF COURSE BE MULTIPLIED BY THE NUMBER OF TEAMS WORKING SIMULTANEOUSLY IN A RESPONSE OPERATION.
MOREOVER, THIS LIST DOES NOT COVER THE TEAMS' INDIVIDUAL EQUIPMENT, SUCH AS MATTRESSES, WATERPROOF GEAR, CANDLES, MOSQUITO NETS, ETC. NOR DOES IT INCLUDE THE EQUIPMENT NEEDED TO TRANSPORT THE TEAMS (CARS, MOTORCYCLES, REPAIR KITS, ETC.).

NOTES

TARGETING BENEFICIARY HOUSEHOLDS

© Alex Van Ernst

A - DEFINING A TARGETING PROTOCOL

THE SURVEYING OR TARGETING OF BENEFICIARY HOUSEHOLDS IS DESIGNED TO IDENTIFY, PRIOR TO A DISTRIBUTION, THE INDIVIDUALS WHO ARE TO BENEFIT FROM THE ASSISTANCE.
IT IS IMPOSSIBLE TO UNDERTAKE A DISTRIBUTION WITHOUT HAVING FIRST DETERMINED WHO THE BENEFICIARY HOUSEHOLDS WILL BE AND COMMUNICATING THIS DECISION TO THE COMMUNITY: IF THIS IS NOT DONE, THERE IS A SIGNIFICANT RISK OF RIOTING AND OF REACHING ONLY THE MOST POWERFUL/INFLUENTIAL AND NOT THE MOST VULNERABLE POPULATIONS, ETC.

CONCRETELY, THIS MEANS THAT IT IS DEFINITELY NOT ADVISABLE TO BRING ANY 'JUST IN CASE' ITEMS WITH YOU IN THE ASSESSMENT LORRY AND TO DISTRIBUTE THEM BASED ON THE SITUATION ON THE FIELD. THIS TYPE OF DISORDERLY AND UNCOORDINATED DISTRIBUTION IS LIKELY (I) TO CREATE MORE TENSION THAN ANYTHING ELSE AS IT IS IMPOSSIBLE TO SATISFY ALL NEEDS, AND (II) TO JEOPARDISE ANY NEW LARGE-SCALE RESPONSE ACTIVITY SHOULD IT BE NEEDED (TENSIONS WITH AUTHORITIES, RIOTS, ETC.).
HOWEVER, IN CERTAIN DIFFICULT CONTEXTS WHERE THE POPULATION IS ESPECIALLY DISENCHANTED WITH HUMANITARIAN ACTIVITIES (PARTICULARLY TRUE OF VILLAGES THAT HAVE BEEN ASSESSED MULTIPLE TIMES BY A NUMBER OF NGOS WITHOUT ANY SUBSEQUENT RESPONSE ACTIVITY OCCURRING), IT MAY BE RELEVANT TO BRING ITEMS WITH YOU THAT CAN BE IMMEDIATELY DONATED TO A PUBLIC STRUCTURE SO AS TO BUILD A RELATIONSHIP OF TRUST WITH THE COMMUNITY AND BE ABLE TO CARRY OUT AN ASSESSMENT IN THE RIGHT CONDITIONS[16]. THIS COULD BE, FOR EXAMPLE, MATTRESSES AND MOSQUITO NETS TO EQUIP 10 BEDS IN A HEALTH CENTRE, SOAP AND CLEAN JERRY CANS FOR A SCHOOL, ETC.

The targeting process includes: defining the targeting criteria, choosing the method or combination of methods to be used for the targeting, drawing up a list of beneficiaries and communicating it before any distribution activities take place, determining the methodology for identifying the targeted beneficiaries and distributing beneficiary cards if the latter is the chosen identification method.

ESPECIALLY IF TEAMS ARE INEXPERIENCED, WE RECOMMEND THAT YOU FORMALISE THIS PROCESS THROUGH THE DRAFTING OF A TARGETING PROTOCOL THAT THE TEAM CAN REFER TO WHEN IT IS IN THE FIELD.
IN ANY CASE, THE SI MANAGER WILL CONDUCT A BRIEFING, OR A SHORT TRAINING SESSION, FOR THE TEAM LEADER AND/OR THE ENTIRE TEAM BEFORE THEY LEAVE FOR THE FIELD.

16. If the assessment confirms that this is in fact a need.

In particular, the targeting protocol must answer the following questions:

- What are the targeting criteria (normally defined during the assessment)? Who is excluded? Why?
- Is there a maximum number of beneficiary households that must not be exceeded due to logistic, contractual or financial constraints[17]? If so, what should be done so as not to go over this limit?
- Which local authorities and organisations should be involved? Which ones should not be involved? If problems arise, who can we turn to for support?
- Is it possible (time, local context) to consult the population? Who? How?
- What targeting method has been chosen (see below)? What are the possible variants?
  - » Which representatives of local authorities or organisations will be participating? Will they be paid to participate?
  - » How will the community be involved?
  - » Which day workers will be employed? Will they be paid to participate?
  - » Where (in the case of on site targeting)? What zones should be avoided?
  - » How will the zone be divided geographically? Who to begin with (if the survey is to last for several days or if the zone is large)?
  - » When? What days should be avoided? What time should it start? What time should it finish?
  - » What definition of "household" is to be used in the zone? Who will the primary representative of the household be?
  - » What method will be used to identify beneficiaries? What information is there on this means of identification that we must be collect?
  - » Has any other organisation already carried out a response activity in the zone? If so, are SI methods compatible with the ones used previously that the population is already familiar with (selecting beneficiaries, payment of day workers or authorities, etc.)? If not, what can be done so that the differences will be understood and accepted?

Although every zone has its own particularities and every targeting process must be adapted to the local context, you will find information enabling you to answer the above questions in the following paragraphs.

17. Especially when the logistical procurement process was begun prior to targeting.

B - CHOOSING A TARGETING AND IDENTIFICATION METHOD

SURVEY METHODS ARE GENERALLY DIVIDED INTO THREE TYPES: BY VERIFYING EXISTING LISTS, ON SITE AND DOOR-TO-DOOR.

- Surveying by verifying existing lists

This method consists of using a list already drawn up by another organisation (UN agencies, NGOs, neighbourhood committees, etc.) or by local authorities (village heads, camp leaders, etc.) as the basis of your survey. Because the list was not drawn up by SI, it is essential to verify it by checking (i) that the households exist, and (ii) that the selection criteria have been complied with. In practice, we recommend that you verify at least 10% of the names on the lists through door-to-door visits. The list will be rejected if the maximum rate of error[18] - defined according to the context - is reached (generally 5 to 10%). If the list is rejected, another survey method must be used.

SURVEYING BY VERIFYING EXISTING LISTS	
CONDITIONS	• The local authority or organisation that drew up the list must be legitimate in the eyes of the population. This method cannot be used with organisations or authorities that have been accused of fraud, corruption, etc. • Selection criteria must be simple, or even very simple (as they must already be present on the proposed list). This method is primarily used in cases of blanket distribution or with status-based criteria. • The local authority or organisation that drew up the list must have the same concept of 'household' as SI (see Chapter 1, text box).
ADVANTAGES	• Fast • Major involvement of local authorities/organisations (good acceptance)
DRAWBACKS	• No vouchers distributed (except in the variant below) • High risk of fraud (registration of several representatives of the same household, favouritism on the part of the people who drew up the list…) • Significant risk of corruption and exclusion (it is not unusual for certain authorities to demand payment for registration on the lists they draw up or for certain households to be excluded for political/ethnic/religious reasons)

SPEED + ACCEPTANCE ++ RISK OF FRAUD/EXCLUSION ++

18. Errors are: non-existent person/household, the person/household does not meet the selection criteria, more than one person represents the household, etc.

Variant 1.1: If no list exists for the zone, you may request that local authorities or a local organisation draw one up on an ad hoc basis. This list will be verified using the same process described above. To ensure the quality of the survey, we recommend that SI participate in selecting the members of the "committee" responsible for the list (so that it will be representative of the population) and that you devote enough time to training (definition of household, selection criteria, etc.). It is also possible to delegate the task of surveying to several local committees[19] (one per district, for example). This variant saves human resources, and enables the authorities to be more involved than they would be using standard methods, etc.

Variant 1.2: 100% of the names on the list are checked, either (i) door to door, or (ii) on site (more usual, see method below) through a roll call of household representatives using the list provided. This variant enables you to verify the selection criteria in more detail and to distribute vouchers, whilst maintaining a strong involvement of the local communities in the surveying process.

BOTH VARIANTS ARE ATTRACTIVE AS PROCESSES. IF THERE IS ENOUGH TIME, IT IS EVEN POSSIBLE TO COMBINE THEM: (I) LOCAL AUTHORITIES AND ORGANISATIONS CARRY OUT THE SURVEY, WITH PRIOR TRAINING BY SI IF POSSIBLE, (II) SI CROSS-VERIFIES THE LISTS THROUGH THE DOOR-TO-DOOR SURVEY OF A SAMPLING, AND (III) AN EXHAUSTIVE ON-SITE ROLL CALL IS HELD, WITH DISTRIBUTION OF BENEFICIARY CARDS.
THIS COMBINATION OF APPROACHES HAS THE ADVANTAGES OF THE LIST VERIFICATION METHOD (NEAR-MAXIMUM COMMUNITY ACCEPTANCE AND INVOLVEMENT), WHILST MAINTAINING CONTROL OVER IMPLEMENTATION (SEE ADVANTAGES OF THE ON-SITE METHOD BELOW).
▶ IF THE CONTEXT ALLOWS IT, THIS COMBINATION OF METHODS, WHICH ENABLES YOU TO TRIANGULATE INFORMATION, IS PREFERABLE.

19. With the risk of increasing fraud by multiplying the number of stakeholders (registering the same household with several committees, for example).

- On-site surveying

This method consists of gathering the whole population likely to correspond to the selection criteria at a "site" (on a football field, for example). With the help of local authorities and organisations, the people present are screened so that they can be registered on the SI survey lists and receive a beneficiary card. Screening ensures that the people allowed onto the site meet the selection criteria and that only one person per household is registered.

ON-SITE SURVEYING	
CONDITIONS	• The representatives of local authorities and organisations present on-site and assisting SI employees in the screening process must be legitimate and know the population well. They are the ones able to tell whether two individuals belong to the same household or not. This method is therefore not suitable when the authorities or organisations are suspected of fraud/corruption or when the authorities are too remote from their populations (at levels in the social hierarchy that are too high, for example). • The selection criteria must be relatively simple (and in any event not based on material criteria). Hence, this method is used primarily in conjunction with status-based or social criteria, or for blanket distribution.
ADVANTAGES	• Relatively quick and simple to implement. • Significant involvement of local authorities/organisations (fair level of acceptance) with moderate control nevertheless by SI. • Identification cards are distributed, the lists used follow the SI model, selection criteria and the concept of 'household' are globally respected.
DRAWBACKS	• The risk of fraud remains significant (heavily dependent on the representatives of the authorities and organisations). • There are risks of exclusion (i) because part of the population is socially excluded and therefore will not dare come to the site, or (ii) because some isolated individuals who cannot travel easily (the ill, the disabled, etc.) will not be represented, or (iii) because some households will be turned away at the entrance to the site by the representatives of the authorities (the process is heavily dependent on them). • If the households are scattered over a wide area, either (i) there will have to be a number of survey sites, which will take time to organise and implement, or (ii) some recipient households will have to walk a long distance to reach the site, which raises issues pertaining to the respect of human dignity and may lead to the exclusion of the physically vulnerable or most remote households (because they will not have received the information about the survey in time).

SPEED ++ ACCEPTANCE + RISK OF FRAUD/EXCLUSION ++

- Door-to-door surveying

This method consists of sending an SI employee (usually accompanied by representatives of local authorities or organisations) to every household in the zone to verify whether it meets the selection criteria and if so, to register it on the survey list and give it a card.

DOOR-TO-DOOR SURVEYING	
CONDITIONS	• This is an "all-purpose" method that can be used in almost all contexts. • It does however require resources (primarily personnel and time) that may not be available in emergency situations.
ADVANTAGES	• Drastically reduces the risks of exclusion (every household is visited systematically). • Reduces the risk of fraud. • Can be used even with illegitimate authorities or those suspected of corruption (accurate monitoring of all registered households by an SI employee). • Can be used regardless of what the selection criteria are: this method is especially preferable for complex and/or material criteria (requires visual monitoring of the household or a more or less in-depth questionnaire). • This method is the one best adapted to less densely populated rural areas (the SI teams travel rather than the beneficiaries).
DRAWBACKS	• Lengthy, cumbersome method that requires large teams in order to be efficient, especially in less densely populated rural areas (given the long distances to travel). • Risk of endangering teams (working in isolation, sometimes over long distances, etc.): a good understanding of the security context and adequate means of communication are required. • Risk of individuals being 'home-bound' for several days while they wait for the visit of a survey taker. This method cannot be implemented during peak periods of activity when people are not available (planting, hoeing…). • Risk of fraud, especially by building 'fake' new shelters to make it appear as though there were more households.

SPEED -- ACCEPTANCE + RISK OF FRAUD/EXCLUSION -

Variant 3.1: The SI employees only go to households that have been pre-selected by the representatives of local authorities or organisations accompanying them (thus they do not visit all households and in fact simply monitor the ones that have been pre-selected). This technique saves time but gives rise to the same risk of exclusion as the two preceding methods.

Variant 3.2: The SI employees visit all households and fill in a survey form for each one, without issuing beneficiary cards. When all the houses have been visited door-to-door, the SI team tabulates the survey forms and selects the households that meet the set criteria. In this way a list of beneficiary households can be drawn up. The vouchers may then be filled in and issued to the beneficiary households (either by going back to their homes or by asking them to come to the site).

This last variant is used primarily (i) when there is a very high risk of fraud and the decision has been made not to announce the selection criteria to the population before the survey, or (ii) when logistical, contractual or financial constraints permit only a very limited number of households to be selected. By setting thresholds and not defining the selection criteria precisely, this method enables the XXX most vulnerable households to be selected directly.

- Preliminary demographic estimate

In sensitive contexts, where there is a strong chance that the authorities won't cooperate fairly and there is not enough time to carry out a full door-to-door survey, a preliminary demographic estimate can be made.

The estimate is carried out door-to-door (like a survey) by an SI employee accompanied by a local guide, but does not require the inhabitants to be at home[20]: the guide indicates each location (for example, "Here there are two displaced households living with one indigenous family"). This method consists simply of counting the number of households (and is thus fairly quick) and provides a legitimate basis for discussion with the authorities should any problems arise (you can determine the maximum number of beneficiary households that cannot be exceeded - unless there is fraud).

A PRELIMINARY DEMOGRAPHIC ESTIMATE, CONDUCTED DURING THE ASSESSMENT OR WHEN THE SURVEY TEAM HAS JUST ARRIVED, IS ALSO A WAY TO SIZE ACTIVITIES LOGISTICALLY (TRUSTWORTHY RESULTS WITHOUT HAVING TO WAIT FOR THE SURVEY).

The preliminary demographic estimate in a complex context is often an effective way to save time going forward (reducing discussions with authorities, avoiding errors in logistic sizing, etc.). However, it may not always be feasible, especially (i) in zones where demographic estimates have significant political connotations, and (ii) in zones

20. And thus there is no need to inform the population.

accustomed to humanitarian aid, where frustration is high due to previous "dead-end" surveys that led to nothing (very high risk of tension which may jeopardise future response activities). It may not be relevant (i) in rural areas with low population density, because it could result in a significant loss of time (due to the door-to-door survey method). Finally, it is not relevant when significant population movements hinder obtaining reliable, updated data on the number of individuals.

- THERE IS NO "MAGIC" OR IDEAL SURVEY METHOD! IT MUST BE CHOSEN IN KEEPING WITH THE LOCAL CONTEXT, THE SI TEAM'S LEVEL OF EXPERIENCE, THE SELECTION CRITERIA USED AND ESPECIALLY HOW URGENT THE DISTRIBUTION IS (WHICH WILL DETERMINE THE LEVEL OF RISK OF FRAUD THAT IS "ACCEPTABLE"). IN THE SAME WAY, NO SURVEY METHOD IS PERFECT AND THERE IS NO SUCH THING AS ZERO RISK OF FRAUD OR EXCLUSION! IT IS THUS IMPORTANT TO THINK IN TERMS OF A RATIO OF TIME/EFFICIENCY/RESOURCES COMMITTED TO IT[21] BUT ALSO IN RELATION TO THE OTHER ACTIVITIES OF THE PROGRAMME THAT HAVE TO BE CARRIED OUT.
- THE KEY PRINCIPLES OF TARGETING ARE: TRIANGULATE THE INFORMATION OBTAINED AND USE A RELIABLE METHOD OF IDENTIFYING THE TARGETED BENEFICIARIES.
- IN AN EMERGENCY, IF THERE IS TO BE A BLANKET DISTRIBUTION (WITHOUT SELECTION CRITERIA), ON-SITE SURVEYING IS OFTEN THE MOST APPROPRIATE METHOD. IN URBAN ZONES, A WORTHWHILE METHOD MIGHT BE TO COMBINE AN ON-SITE SURVEY FOR 'CLASSIC' HOUSEHOLDS WITH A DOOR-TO-DOOR SURVEY FOR THE MOST VULNERABLE INDIVIDUALS AND THE MOST REMOTE AREAS.

The method of identifying the targeted beneficiaries (identity cards, recognition by a local authority, beneficiary cards, etc.) ensures that the households that receive aid are the ones who have been targeted. Given the contexts in which SI operates, we HIGHLY RECOMMEND issuing an identification card (or distribution tokens) to each beneficiary household. These cards have the following main advantages:

» They compensate for the lack of official identification documents for certain groups,

» They enable targeted beneficiary households to be easily identified at the distribution site,

» The cards are verified when the beneficiary comes into the distribution site (a mark on the card), which prevents the same beneficiary from being served twice (reducing the risk of fraud),

» They may be used in the future (saving time) if there is a new distribution by SI (regular distribution of food, for example) or by another organisation.

21. And avoid wasting time during an emergency by attempting to implement complicated strategies, for example, that reduce the risk of fraud by only 1 or 2 % in the end.

- THE BASIC PRINCIPLE IS AS FOLLOWS: 1 REGISTERED HOUSEHOLD RECEIVES 1 CARD WHICH WILL ENABLE IT TO RECEIVE 1 KIT/BASKET OF GOODS ON THE DISTRIBUTION DAY.
- PRACTICALLY SPEAKING, IT IS NOT HOUSEHOLDS AS SUCH THAT ARE BEING REGISTERED, BUT RATHER ONE UNIQUE INDIVIDUAL REPRESENTING THE HOUSEHOLD (TERMED "THE HOUSEHOLD REPRESENTATIVE").
- EACH HOUSEHOLD REPRESENTATIVE MUST DESIGNATE A SUBSTITUTE IN THE EVENT THAT THEY CANNOT GO TO THE DISTRIBUTION THEMSELVES.

C - LISTS AND VOUCHERS

MOST DISTRIBUTION METHODS REQUIRE THE USE OF BENEFICIARY LISTS AND BENEFICIARY IDENTIFICATION CARDS, WHICH MUST BE PRINTED PRIOR TO THE DISTRIBUTION ONCE THE SURVEY HAS BEEN FINALISED.


SOLIDARITÉS INTERNATIONAL
Date:
Signature:
Programme XXX Series B Voucher No. 010001
Locality: Site:
Name: Gender:
Survey no. Family size:
Line no. (survey list) :


CONTRACT XXXXX SURVEY LIST No..... Date of survey: ...../...../20....
Name of survey-taker: Signature: Survey locality: Survey site:

REPRESENTATIVE OF THE HOUSEHOLD				HOUSEHOLD								
No.	Family name, First name	Age	Gender	HH size	Spouse's first name/family name	Status	Origin (if IDP)	Address/ District	Month of arrival (if IDP)	Type of dwelling	Voucher no.	Signature or fingerprint

Sample voucher and survey list

- Basic elements

The principle consists of distributing a single card to each representative of a beneficiary household and matching the card to a name on the list. It is therefore mandatory to number each card so as to facilitate matching the voucher and the list.

In addition, the beneficiary list must include descriptive elements (household size, status, village of origin, current address, age, etc.) so as to (i) verify the identity of the household on the day of the distribution, and potentially (ii) to compile statistics after the distribution concerning the beneficiary households (for reporting, impact studies, a better knowledge of the zone, etc.).

THE BENEFICIARY LISTS SHOULD ALSO INCLUDE A SPACE - MOST OFTEN THE LAST COLUMN - WHERE THE REPRESENTATIVE OF THE BENEFICIARY HOUSEHOLD CAN SIGN OR RECORD THEIR FINGERPRINT ON DISTRIBUTION DAY, TO "CERTIFY" THAT THEY HAVE RECEIVED THE GOODS DISTRIBUTED.
THE REPRESENTATIVE OF THE BENEFICIARY HOUSEHOLD'S SIGNATURE/FINGERPRINT IS MANDATORY FOR MOST OF OUR CLASSIC SPONSORS: ECHO, USAID/OFDA, ETC.

- Forgery, card trafficking and other types of fraud

The lists, and especially the identification cards, are subject to a high level of fraud, particularly in regions where distribution is carried out regularly. The main risks are stealing cards and forgery[22] (used by or sold to people who then come to the distribution site on distribution day).

▶ Designing and printing the cards must therefore be done in a way that minimises the chances of fraud.

The chances of fraud (and the steps to take as a consequence) vary greatly according to the context. In remote areas (where no means of photocopying or printing are available), simply printing them in colour may be enough… whilst in the capital (where "everything is possible"), holograms from Europe may have to be used!
We recommend that you always have the cards printed a good distance away from the project zone: for example, for a distribution in a medium-sized city, it would be better to have the cards printed in the neighbouring regional capital where there are greater technical possibilities available and there is less chance that the printer has ties with local people!

22. You may also find forged lists being produced along with corresponding forged cards!

The cards - and lists[23] - could, for example:

» Be printed on "rare" paper: at the very least, on coloured card stock[24] (pale yellow, pale blue, etc.),

» Bear a unique number that will never be used again[25] in the zone and possibly a series which will be changed with each new printing run,

» And/or be printed partially or totally in colour (the SI logo, for example),

» And/or bear a special stamp,

» And/or be printed on both sides,

» And/or have a raised or embossed element (the SI logo, done with an embossing stamp, for example),

» And/or incorporate a hologram,

» And/or be printed on a plastic card, etc.

▶ Before every survey, it is also possible to mark each voucher with a unique element - specific to each distribution/zone. For example:

» One or several stamps on the back of the voucher,

» One or several punch marks on the voucher,

» One or several colours (over-printed on each voucher or added by hand),

» A wax seal, etc.

This additional element is especially intended to prevent the use of cards that have been misappropriated by the printer or stolen (particularly by SI employees). This additional marking should be done at the last minute by one or two people maximum (preferably supervisory level staff).

• Uses

Blank cards and survey lists (not yet used) must be stored with care (to minimise the chances of theft, given their equivalent monetary value), in a lockable strong box at the very least, or in a safe if possible.

Cards and lists also require transport documents (just as for cash transfers) and must be scrupulously counted before transport to the field AND on their return. Any unused cards or lists must be returned to the SI supervisor. Altered cards or cards with erasures must also be returned and included in the distribution file (see Chapter 6).

These stringent procedures are intended to develop the survey team's accountability and ensure that no undistributed cards find their way outside SI.

▶ AT EVERY STEP of the survey and distribution process, SI employees must remain aware of their obligation to scrupulously verify the authenticity of the card (by means of the printing elements used, any specific additional elements, the numbers used in the zone, etc.).

23. Experience has shown that, in general, lists are less subject to fraud than cards (so the measures taken to avoid the lists being copied could be less stringent than for vouchers).
24. Regardless of the context, card stock is preferable to ordinary paper because it is more durable (as the card must be kept by the households between targeting and distribution).
25. For example, you should not use cards printed with the same numbers 1 to 1,000 for every distribution, but rather have the numbers increase incrementally (1001 to 2,000, etc.) each time so as to prevent simple photocopies.

WE ADVISE YOU TO HAVE A MAXIMUM AMOUNT OF INFORMATION CONCERNING THE BENEFICIARY HOUSEHOLD ON THE SURVEY LIST AND MUCH LESS ON THE CARD ITSELF.
ON DISTRIBUTION DAY, BY ASKING THE PERSON CARRYING THE CARD A FEW QUESTIONS AND CHECKING THE ANSWERS WITH THE LIST, YOU WILL BE ABLE TO QUICKLY ENSURE THAT THE CARD WAS NOT FOUND OR STOLEN AND THAT IT DOES IN FACT CORRESPOND TO THE HOUSEHOLD[26].

▶ When a distribution will involve distributing items according to the profile of each beneficiary household (see Chapter 1, paragraph B), it is advisable to have a simple, visual way to differentiate between the cards: for example, blue cards for households who are to receive an NFI kit + a tarpaulin, yellow cards for households receiving an NFI kit without a tarpaulin.

▶ When goods are to be distributed based on household size, do not forget to indicate this information on the card so as to facilitate the distribution.

▶ Cards can also be used as an awareness-raising tool (hygiene, use of mosquito nets, etc.) by printing awareness-raising drawings on the back.

IN CERTAIN CONTEXTS, SURVEYING MAY BE A SENSITIVE ISSUE, ESPECIALLY IN THE CASE OF CONFLICTS THAT HAVE ETHNIC COMPONENTS (FEELING OF BEING ON FILE, MONITORED ETC.). THUS SURVEY LISTS CANNOT BE COMMUNICATED TO LOCAL AUTHORITIES[27] WITHOUT THE AGREEMENT OF THE HEAD OF MISSION/FIELD COORDINATOR. THESE LISTS ARE THE "PROPERTY" OF SI.

Example of a survey list format - Appendix 19

Example of the format for an 8-card sheet with awareness-raising drawings on the back (two tabs on the document) - Appendix 20

Example of a waybill for transporting vouchers and survey lists between the base and the field - Appendix 21

Remember to add sponsor logos to your survey lists and vouchers!

26. If the information available on the survey list is the same as on the card, a fraudster who has stolen a card can simply read what is written on the card.
27. Who might use them for non-humanitarian purposes. This is valid even when the context is calm, given that it is impossible to know how a conflict or catastrophe will evolve.

D - MAKING CONTACT WITH LOCAL AUTHORITIES

IN GENERAL, AS SOON AS YOU ARRIVE IN A ZONE, YOU MUST INFORM THE WIDEST POSSIBLE PANEL OF AUTHORITIES AND ORGANISATIONS PRESENT OF YOUR PLANNED SURVEY ACTIVITIES[28], STARTING WITH THE MOST INFLUENTIAL AND GOING TOWARDS THE LEAST INFLUENTIAL: ADMINISTRATIVE AUTHORITIES, TRADITIONAL AUTHORITY FIGURES, RELIGIOUS, MILITARY, HEALTH AND EDUCATION AUTHORITIES, INTERNATIONAL NGOS, INFLUENTIAL LOCAL NGOS AND OTHER GROUPS BELONGING TO CIVIL SOCIETY (NOTABLY THE LOCAL RED CROSS, DISPLACED PERSONS/REFUGEE COMMITTEES, NEIGHBOURHOOD OR DISTRICT COMMITTEES IF ANY), ETC. TIMELY INFORMATION MAY PREVENT FUTURE POSSIBLE OBSTACLES.

IN MOST CONTEXTS, IT IS BEST TO REMAIN VAGUE ABOUT THE REASON FOR THE SURVEY AND TO AVOID USING THE WORD "DISTRIBUTION"OR HINTING AT THE TYPE OF ITEMS THAT YOU INTEND TO DISTRIBUTE[29]. IN NO CASE SHOULD ANY PROMISES BE MADE TO LOCAL AUTHORITIES ABOUT WHAT THE SURVEY MAY LEAD TO OR ABOUT THE TYPES OF GOODS THAT MAY BE DISTRIBUTED.

Making contact with the local authorities also provides the opportunity to ensure that appropriate measures are in place for the safety of the population (the principle of "do no harm") and the response teams so that activities can be carried out in good conditions.

THE DISCUSSIONS WITH AUTHORITIES MAY BE SUPPLEMENTED BY FOCUS GROUPS OR INFORMAL DISCUSSIONS WITH THE POPULATION. IT IS ADVISABLE NOT TO RELY SOLELY ON THE AUTHORITIES, WHO MAY SOMETIMES PRESENT THE CONTEXT IN A CERTAIN LIGHT SO AS TO ATTRACT HUMANITARIAN INTEREST. ADDITIONALLY, DISCUSSIONS WITH THE POPULATION PROVIDE THE OPPORTUNITY TO DETERMINE THE "DEGREE OF LEGITIMACY" OF THEIR REPRESENTATIVES (AUTHORITIES ACCUSED OF CORRUPTION, ABUSE OF POWER, ETC.).

As indicated in Chapter 2, this protection check may lead to the decision to suspend or cancel the response activity.

NB: With regard to protection, each region must develop its own analysis tools. For example, the following tools are used in the Uélés region of the DRC, (Warning: do not use these tools, which are very broad and generic, as they are. You must ADAPT them to your context).

28. Informing the authorities of the planned activities also provides the opportunity to (i) link to the assessment team's work - for example, by explaining some of the conclusions of the assessment - and review their knowledge of SI: presentation, mandate, etc. and (ii) introduce the members of the SI response team.
28. However, you may indicate, as a "means of pressure", that if the survey does not go well, no other activities will be carried out by SI in that zone in the future.

Protection data collection tool (focus group discussions questionnaire) - Appendix 22

Locality evaluation protection tool - Appendix 23

Protection data analysis tool ("scoring" used by the response team to facilitate modelling the situation) - Appendix 24

E - COMMUNITY INVOLVEMENT

IT IS ESSENTIAL NOT ONLY TO INFORM THE COMMUNITY BUT ALSO TO INVOLVE IT - ESPECIALLY THROUGH ITS REPRESENTATIVES - IN THE WHOLE TARGETING PROCESS. THIS STEP WILL ENABLE YOU TO CHANGE OR VALIDATE YOUR ORIGINAL TARGETING PROTOCOL (SELECTION CRITERIA, METHOD, PLACE, DATES, ETC.) AND TO ENSURE THAT THE APPROACH YOU USE WILL BE ACCEPTED BY THE POPULATION.

Under no circumstances should you skip this step, even in acute emergency situations! Not involving the community in the activity may become an obstacle later on (no community participation, massive fraud, etc.) or endanger SI teams (threats to personnel, manipulating the non-targeted population, etc.).
Depending on the context, you may vary the length of the meetings, from two hours to several days of participatory discussions and consultations.

This step, which is essential to the smooth running of the survey, may be carried out by:

» Directly consulting the population on certain practical issues through focus groups[30] to determine the best date, location of the survey, etc.;

» Setting up a representative committee. This should include the various administrative and traditional authorities (but not military authorities) as well as representatives of civil society.

The main topics to discuss during this stage are:

» The selection criteria for beneficiary households, as well as any exclusion criteria (for example, households that have already been targeted by another organisation, etc.).

30. Who the participants are in the focus groups will depend on who represents the household (for example, if the women are to represent their households for the survey, priority should be given to consulting them).

WE RECOMMEND THAT YOU DO NOT IMPOSE YOUR "NGO CRITERIA", BUT RATHER DISCUSS THE APPROACH TO USE, AND LEAD THE DISCUSSION TOWARDS CERTAIN CRITERIA (DETERMINED DURING THE ASSESSMENT) IN ORDER TO VALIDATE THEM (OR NOT) AND HAVE THEM ACCEPTED AS JOINT INITIATIVES.

- The concept of a household: A household is often defined as "a group of individuals living under the same roof or on the same plot of land, taking their meals together or in small groups, pooling part or all of their income for the group's benefit, and generally depending on the same authority figure." This definition is difficult to apply in practice, for example, when households are polygamous, or living in separate groups at the time of the survey (for example, at harvest time children may remain in the villages while their parents are out working in the fields), etc.

GENERALLY SPEAKING, THE CONCEPT OF A HOUSEHOLD IS DIFFICULT FOR COMMUNITIES TO GRASP. THUS, IT IS MORE WORTHWHILE TO SPEND TIME DETERMINING WHO THE REPRESENTATIVE OF THE HOUSEHOLD WILL BE (SEE BELOW), AND WHO IS USUALLY EASIER TO IDENTIFY.

- The (primary) representative of the household: Depending on the context, the husband or wife will be chosen. The latter is generally preferable for polygamous households (in order to avoid some wives - and their children - being left out). In any case, do not forget to include special cases: the unmarried, widowers/widows, child heads of households, etc. Each representative will designate an alternate in case they themselves are not available on the day the distribution will be held.

THE CHOICE OF HOUSEHOLD REPRESENTATIVE SHOULD BE MADE IN A WAY THAT MINIMISES FRAUD (ONE SINGLE, EASILY IDENTIFIABLE REPRESENTATIVE PER HOUSEHOLD) AND EXCLUSION (SEE PREVIOUS PARAGRAPHS), BUT ESPECIALLY, IN A WAY THAT DOES NOT CREATE CONFLICTS OR TENSIONS WITHIN THE COMMUNITY. AN EMERGENCY DISTRIBUTION IS NOT THE APPROPRIATE TIME TO TRY TO CHANGE PEOPLE'S ATTITUDES!

- The survey method to be used and how it will be implemented.

- The involvement expected from the authorities or representatives of local organisations during the survey: drawing up lists, providing information on the beneficiary communities, being present at the survey site for X days, accompanying SI employees for X days, etc., as well as the terms of any compensation for their involvement.

UNLESS THE DISTRIBUTION IS TO BE A GENERAL ONE, IT IS COMMON FOR THE REPRESENTATIVES OF THE AUTHORITIES NOT TO MEET THE SELECTION CRITERIA FOR BENEFICIARY HOUSEHOLDS. IT IS DIFFICULT FOR THEM TO UNDERSTAND THAT THEY WILL NOT BE RECEIVING ANY GOODS AS "COMPENSATION" FOR THEIR INVOLVEMENT. WE STRONGLY ADVISE YOU NOT TO GIVE IN TO ANY PRESSURE (FEELING OF CORRUPTION, ETC.). A POSSIBLE ALTERNATIVE IS TO CONSIDER THE AUTHORITIES NOT AS "VOLUNTEERS"BUT AS DAY WORKERS FOR CERTAIN SPECIFIC, VERY TIME-CONSUMING ACTIVITIES, AND THUS TO PAY THEM AS SUCH. HOWEVER, THIS SOLUTION SHOULD NOT BE APPLIED AUTOMATICALLY AND THE UNPAID INVOLVEMENT OF THE COMMUNITY AND THE AUTHORITIES IS ALWAYS PREFERABLE.

- Involvement expected from the community during the survey: if the survey is to be carried out on site, the community could provide the site, fencing materials (wood, bamboo, etc.) for the site boundaries, tables and chairs for the survey workers, and prepare the site itself, etc.

- It may be possible to find out what the maximum number of beneficiary households to survey will be. If available, this information (see preliminary population estimate) may be useful in order to "apply pressure" on the authorities if necessary and thus minimise fraud[31].

REMINDER: If there are financial, logistical and/or contractual constraints, they must be taken into account by the SI team during the implementation of the survey, so that the maximum number of beneficiary households is not exceeded.
Depending on the context, SI might decide to be completely transparent with the authorities and indicate that at the moment, "It is not possible to help, and therefore to survey, more than XX beneficiary households. So, for SI activities to continue properly, the selection criteria need to be such that this particular figure is not exceeded. It would therefore be best to target the most vulnerable households."
WARNING: these logistical, financial or contractual constraints may be very poorly perceived and interpreted by the authorities or the community. Hence, this argument should be used very carefully and with finesse, especially if other distribution activities are planned for the region.

The discussion with the representatives of the community will also provide the opportunity to remind people of the humanitarian principles underlying the response (neutrality, impartiality, etc.) which in concrete terms means:

- No armed or uniformed men (including police officers) are allowed to be present on or around the survey site and there can be no armed escorts during door-to-door visits;

- Day workers are selected by SI and cannot be chosen or imposed by the authorities;

- The survey site is to be made available by the community at no charge (the owner will not receive any financial compensation from SI).

31. If the maximum number of beneficiary households has been agreed on, the authorities will not be able to accept too much fraud, as it might lead to some "genuine" beneficiary households not being surveyed and thus might be perceived badly by the public. Warning: applying "social pressure" should be done very carefully according to the context!

THESE DISCUSSIONS WITH THE REPRESENTATIVES OF THE VARIOUS STAKEHOLDERS IN THE ZONE[32] ARE ALSO AN OPPORTUNITY TO "TEST THE WATER" AND IDENTIFY THE PEOPLE WHOSE SUPPORT SI CAN COUNT ON IF ANY PROBLEMS ARISE (CONFLICT RESOLUTION, CROWD CONTROL, ETC.) AS WELL AS THOSE WHO ARE LIKELY TO DISRUPT SI ACTIVITIES.

F - SIGNING A MEMORANDUM OF AGREEMENT WITH THE AUTHORITIES AND/OR THE REPRESENTATIVE COMMITTEE

THIS STEP IS NOT MANDATORY, BUT IS STRONGLY RECOMMENDED. IT IS OFTEN USEFUL TO GO BEYOND AN IMPLICIT ORAL AGREEMENT BY FORMALISING AND RECAPITULATING THE CONCLUSIONS OF THE DISCUSSIONS WITH THE AUTHORITIES AND THE REPRESENTATIVE COMMITTEE IN A DOCUMENT CALLED A "MEMORANDUM OF AGREEMENT", SIGNED BY THE DIFFERENT PARTIES PRESENT (MAKE SEVERAL COPIES: AT LEAST ONE FOR THE COMMUNITY AND ONE FOR SI). THE MEMORANDUM OF AGREEMENT SHOULD INCLUDE MOST OF THE POINTS UPDATED FROM THE TARGETING PROTOCOL.

IF POSSIBLE, THE DOCUMENT SHOULD BE WRITTEN IN THE LOCAL LANGUAGE AND NOT ONLY IN FRENCH OR ENGLISH, SO THAT IT CAN BE EASILY UNDERSTOOD BY EVERYONE.

This step has the advantage of:

» Empowering the local stakeholders (especially the authorities);

» Ensuring that the authorities do not change their minds nor blame the NGO later on (especially if the population is unhappy);

» Increasing the NGO's transparency towards the community.

The memorandum of agreement should include all the elements indicated above (criteria, methodology, etc.). It should be drafted carefully and clearly but without going into too much detail (for example, do not indicate the location or the exact dates of the survey, so as to give you some flexibility in case of external constraints).

The memorandum should be signed by the key authorities and community representatives (of different "levels" and different "types", if possible) so as to ensure the broadest possible understanding and adherence.

If an authority refuses to sign the memorandum (refusing to commit to it despite their verbal agreement) or if they do not comply with its terms, SI should suspend its activities until a compromise can be reached.

32. Correlated to the focus groups and informal discussions with the population (see section on protection checks).

G - ORGANISING WORK IN THE FIELD

DEPENDING ON THE SURVEY METHOD TO BE USED, FOLLOWING THEIR DISCUSSIONS WITH THE AUTHORITIES AND THE POPULATION, THE SI TEAM SHOULD DETERMINE CERTAIN PRACTICAL ASPECTS:

The number of days needed to carry out the survey (depending on the method used, the team's experience, the size of the zone, etc. (see the indicative data in Chapter 3, paragraph G);

For on-site surveys: the number of sites necessary. This element should be determined by taking the following factors into account:

(i) How rapid the response needs to be: the more sites there are, the longer it will take to carry out the survey!

(ii) Respecting the dignity of the populations. We recommend that you do not choose a site located more than 5 km away from the furthest dwellings, so that beneficiary households can get there easily. In an emergency, a distance of 10 km (a total of 4 hours' walk there and back - Sphere Standard 2011) is acceptable. In all cases, the household representatives must be able to travel from their homes to the site and back within the day (including the time needed for the survey).

(iii) Risk of fraud: using many sites (especially if there are two survey sites operating at the same time) may lead to an increased risk of fraud. The same household could conceivably go to two different sites on the same day and thus obtain two different vouchers.

To minimise this risk, it is advisable to:
- Use a clearly defined geographical distribution (one site per district, for example) and adhere to it closely.
- Compare the names on the lists from the various sites to check for any duplicates, if possible.

- The exact survey dates

Survey dates should be chosen in such a way as to (i) cause as little interference as possible with daily activities and (ii) respect the community's customs and practices with the least possible disturbance.

We strongly recommend that you avoid carrying out the survey on: a religious or national holiday, the day of a local event (wedding or funeral), market day (if it is not permanent), etc.

Whilst Fridays (in Muslim zones) and Sundays (in Christian zones) should therefore be avoided, a survey can still be organised on those days as long as the time frame is adapted so that it does not disturb religious ceremonies.

IF THE SURVEY IS TO TAKE PLACE OVER SEVERAL DAYS IN THE SAME VILLAGE, IT IS ADVISABLE NOT TO SPLIT THE SURVEY PERIOD. THIS MEANS, FOR EXAMPLE, THAT IF THE SURVEY CANNOT BE CARRIED OUT ON A TUESDAY BECAUSE IT IS MARKET DAY, IT WOULD BE BETTER TO DO THE SURVEY ON WEDNESDAY AND THURSDAY RATHER THAN ON MONDAY AND WEDNESDAY, IN ORDER TO AVOID ANY TENSION (FOR EXAMPLE, RUMOURS THAT THE SURVEY HAS BEEN HALTED OR THAT SUCH-AND-SUCH DISTRICT WAS DELIBERATELY LEFT OUT OF THE SURVEY, ETC.).

The survey schedule (start and finish times) should be defined using the same criteria. In particular, be careful not to finish too late, so as to ensure that the household representatives have time to return home before nightfall, nor begin too early (as often happens), to give people time to carry out their daily tasks (fetching water, for example).

Surveys must never be conducted at night under any circumstances, even in an emergency, for obvious reasons of safety and respect for the dignity of the beneficiary communities.

- Organising the survey when it is to take place over several days or in several zones

Whether the survey is carried out on site or door-to-door, it is essential to decide what section of the population is to be surveyed each day, in order to (i) avoid having too many people on the site at the same time, and (ii) avoid communities wasting their time (waiting at home for the survey officer to come or waiting at the site). Therefore a survey schedule has to be set so as to determine that on Day 1, this particular group of households will be targeted, and on Day 2, that particular group of households, etc.

To minimize tensions, it is generally advisable to design the survey plan based on geographical criteria, (such as Day 1: village X, Day 2: district Y), rather than on social or status-based criteria (such as Days 1 & 2: refugees, Day 3: local population, etc.).

IF A RESPONSE IS TO BE CARRIED OUT OVER A BROAD ZONE, IT IS ADVISABLE TO CARRY OUT ALL THE SURVEYS FIRST AND THEN CARRY OUT THE DISTRIBUTION SECOND[33] (SO AS TO AVOID RUMOURS, GREED AND TENSIONS ONCE THE ITEMS HAVE BEEN "SEEN").
SIMILARLY, FOR BOTH SURVEYING AND DISTRIBUTION, IT IS MORE PRACTICAL TO START WITH THE MOST DISTANT/REMOTE AREAS AND FINISH WITH THE LARGEST VILLAGE/DISTRICT IN THE ZONE (TO AVOID GIVING RISE TO RUMOURS THAT MAY SPREAD QUICKLY, ETC.).

33. In practical terms, this means having a plan such as D1= survey village A, D2 = survey village B, D3 = survey village C, etc. and then D6 = distribution village A, D7 = distribution village B, etc. (rather than D1 = survey village A, D2 = distribution village A, D3 = survey village B, D4 = distribution village B, etc.)

- The exact location of the survey site(s) (if the survey is being carried out on site)

Choosing a survey site should be done carefully. In optimal conditions (sometimes only one site is available), the following criteria should be met:

» A central location close to the dwellings (see above, maximum distance from the furthest dwellings);

» In a safe area (no risk of attack) but far from any armed forces posts, for reasons of neutrality (no check points or military camps near the site);

» In an area that the population perceives as neutral. For example, depending on the context, care should be taken not to carry out the survey in the village chief's courtyard or in front of the administrative authority's office.

» In an area that does not disrupt daily activities. Because a survey usually attracts a large number of people, it can cause disturbances that may be more or less serious (crowds, noise, etc.), so to prevent disrupting their activities, you should avoid locating the sites near health facilities (health centres, hospitals, etc.), educational facilities (schools, universities, etc.) or economic facilities (open air markets, etc.).

» Easily accessible for the beneficiaries, including those with reduced mobility (especially following a disaster such as an earthquake). Locations requiring crossing a waterway in a canoe[34], going through a military checkpoint or climbing a very steep hill, for example, should be avoided. Areas situated close to a local transport stop, on the other hand, should be preferred (easier access). However, sites located near busy roads are to be avoided, in order to minimise the risk of accidents and of crowds disrupting traffic.

The Sphere Standards 2011 states that "Access to distribution is a common source of anxiety for marginalised and excluded populations in a disaster situation."

» Sufficiently safe for SI teams (can evacuate at any time): no dead end streets, access wide enough for the vehicles to leave quickly in an emergency, etc.

» The site needs to be big enough (half the size of a football field is usually a good size), as flat as possible and with shade available if feasible (depending on the local climate).

SPORTS FACILITIES (SUCH AS FOOTBALL FIELDS) OR RELIGIOUS COMPLEXES[35] (THE COURTYARD IN FRONT OF CHURCHES OR MOSQUES) ARE OFTEN IDEAL LOCATIONS FOR SURVEY SITES.

34. If this is the case, consider negotiating with the authorities to obtain free (or reduced price) transport for the beneficiary households.
35. However, as always, the context matters: if there are religious tensions, these sites should obviously be avoided!

Once the "best" site or sites have been identified, you need to:

- consult the owner(s) of the site, especially to ensure the site can be made available free of charge;
- inform neighbours of the scheduled dates of the survey and of any inconvenience that may be caused.

> Consider putting measures in place that will minimise inconvenience, depending on the location of the site: negotiate a traffic detour in urban contexts, set up a "human barrier" of day workers to prevent the courtyard of the neighbouring school from being overrun, etc.

H - COMMUNICATION TO THE PUBLIC

ONCE THE MEMORANDUM OF AGREEMENT HAS BEEN SIGNED WITH THE AUTHORITIES AND THE PRACTICAL ASPECTS OF THE SURVEY HAVE BEEN DETERMINED, THE POPULATION MUST BE INFORMED OF THE SURVEY (BY POPULATION WE MEAN THOSE HOUSEHOLDS LIKELY TO BE BENEFICIARIES AND NON-BENEFICIARIES).

Informing the public (sometimes called "awareness-raising") is designed to (i) ensure that the entire community has the same information, (ii) minimize the risks of exclusion, and (iii) avoid tensions (especially between beneficiary and non-beneficiary households).

THIS STEP IS MANDATORY, EVEN IN AN EMERGENCY! IT IS VITAL TO THE COMMUNITY'S UNDERSTANDING AND ACCEPTANCE OF THE RESPONSE ACTIVITY.

The information messages communicated to the population should include the following:

- Practical arrangements for the survey (Where? When? Who?)
  - » Location(s)
  - » Date(s), start time and "survey schedule" if applicable (days and targeted groups)
  - » Primary representative of the household[36]
- Survey criteria (detailed explanation)

If the team has chosen, because of the context, not to inform the public before the survey of the criteria used, it is very important to explain the selection system immediately afterwards (just after the survey, if possible), so as to give anyone who has "missed out" a second chance.

In the majority of situations, however, it is preferable to be transparent with the public.

REMINDER: INFORMATION TO THE PUBLIC SHOULD NOT SAY THAT A DISTRIBUTION WILL FOLLOW THE SURVEY, NOR SHOULD IT SAY WHAT ITEMS ARE TO BE DISTRIBUTED (SO AS TO AVOID TENSIONS, RUMOURS, ETC.).

Informing the public can be done in a variety of ways. In general, we advise combining several methods in order to ensure the widest possible coverage. These means of communication may be:

- SI employees convey the information to the public, which guarantees that the information is accurate, at key times and locations: at the market, at weekly religious ceremonies at the church or mosque, at health centres, etc.
- SI employees convey the information via informal group discussions. This method, based on the principle of "word of mouth", should be used especially to reach marginalised or at risk beneficiary groups (women without access to public places, isolated castes, etc.)
- Posters and displays in strategic places (the offices of the authorities, markets, schools, etc.)
- Broadcasting the message publicly via outreach workers.

This means travelling throughout the entire area (including the most remote zones) with a megaphone - provided by SI - to broadcast the message. The broadcasts are done by day workers[37] who have been chosen and trained by SI staff. The outreach workers are generally either local authorities (who participated in the initial discussions) or people experienced in awareness-raising (community liaisons, health outreach workers, etc.). Once they have been trained, the agents should be accompanied for one to two hours to ensure that the information is not altered or modified by repetition (which often happens when people are inexperienced).

Broadcasting should take place at key times in order to reach a maximum number of people. Depending on the context, this could mean, for instance, broadcasting early in the morning (before people have left their houses) and/or in the evening just before dark (when people have returned home).

36. Depending on the context, the information message may specify that children should NOT be sent to the survey site (unless the child is the head of household) for reasons of child protection.

37. It is often necessary to section the zone geographically so as to allocate the agents by district, village, etc.

Regardless of the means of communication used, the message should be conveyed in the local language(s). Because translations can sometimes be more complicated than they seem, do not hesitate to have the message translated by several people and to test it out to ensure that it is coherent!
Moreover, whatever the means used or the length of the information phase, the message should be verified (every day, if possible) with the public to ensure that it has been well conveyed and correctly understood[38]. It sometimes happens that an outreach worker is not qualified to carry out this activity or that the message is not adapted to the context. If so, do not hesitate to change workers or to modify/complete the message.
If the message has been widely misunderstood and the context is tense, it may be necessary to extend the information period and put off the survey to ensure that it will go well.

If SI or another agency has already carried out response activities in the zone, but using different methods or selection criteria, increased vigilance is required. The population's experience of previous interventions may create "precedents" in their eyes and lead to serious difficulties in understanding the new methods used[39]. For example, the switch from a general distribution with no selection criteria to a targeted one could be a source of conflict if the reasons for this change are not clearly explained to the communities.

The information stage is also the opportunity to inform the authorities that were not included in the participatory discussions (particularly the police and the military) directly and to review the principles of humanitarian response with them (in particular, no armed escorts or men in uniform or carrying weapons on site).

The SI team should prepare the survey at the same time as they are informing the population. To do so, SI selects and organises the team of day workers (depending on the survey method) and may prepare the site (see the two stages below).

During the preparation and information phases, it is also advisable to use the time available to locate a possible field warehouse[40], big enough to store the goods to be distributed. The warehouse should meet SI's current storage and security criteria[41].

38. This can be done by SI staff travelling around the zone in question for one or two hours and asking the public to repeat the message they heard to them. If the message cannot be repeated correctly, it has not been understood!
39. In certain cases, not using the same methods as the last organisation that worked in the area may even endanger the SI teams or beneficiary households (for example, if soldiers were served during the last distribution but the SI team refuses to do so this time).
40. Reminder: A field warehouse will be needed when the main SI warehouse is situated far from the distribution zone and it would be impossible for the goods to arrive on site on the distribution day.
41. If necessary it should be reinforced/improved/cleaned. In any case, to avoid theft you must use SI's padlocks and not the owner's.

The length of the information stage will vary depending on the context and the degree of urgency. It should however last as long as possible so as to ensure that the message has been broadcast widely and understood well (especially in remote zones where the message can take some time to arrive and/or during times when people are working in fields that are some distance away from their homes[42]. Experience has shown that the longer the information stage is and the more thorough it is (the full message broadcast AND explained), the better the response activity will go.

As a general rule, informing the communities can take from half a day in camp situations (emergencies) to 5 days in sparsely populated rural areas.

I - SELECTION AND TRAINING DAY WORKERS

- If the survey is to be done by verifying existing lists

No day workers are necessary as the verification must be carried out by SI staff only.

- If the survey is to be done door-to-door

Every SI staff member conducting the survey will be accompanied by one to three outside people. There are two possible options:

» The day workers may simply be there to show the SI staff member where the various households are (acting as "local guides") and to ensure the integrity of the survey (absence of fraud). In this case, the day workers will be chosen for their legitimacy: for example, a district chief + a member of the local Red Cross.

» In addition to the above agents, the SI staff member may also be accompanied by a day worker to assist them with the survey in order to expedite this step. This day survey worker will be selected and trained in the same way as on site survey workers (see below).

- If the survey is to be done on site

A large number of day workers is required. (i) Representatives of the authorities and civil society to carry out crowd management and to assist SI staff in screening entry onto the site, (ii) survey workers to carry out the survey, filling out lists and vouchers, (iii) security workers to carry out crowd management and ensure the integrity of the site.

The representatives of the authorities and civil society are usually the same people that were present during the participatory discussions and/or conveyed the information message to the population. 2 to 4 people are required per site.

42. The time it takes for the information to get to the people who are away working in the fields and for them to come back to their villages.

TO BE EFFECTIVE IN FILTERING ENTRY INTO THE SITE, THE REPRESENTATIVES SHOULD KNOW THEIR POPULATION WELL: IT IS GENERALLY ADVISABLE TO HAVE INDIVIDUALS FROM BOTH THE UPPER (FOR LEGITIMACY) AND LOWER LEVELS OF AUTHORITY. FOR EXAMPLE, THE CHIEF OF A GROUP OF VILLAGES + THE HEAD OF THE DISTRICT IN QUESTION + A LOCAL RED CROSS WORKER LIVING IN THE DISTRICT.

Survey workers should be literate people who can write quickly (and who can convert the information provided by representatives of beneficiary households into written English/French). A dozen survey workers are generally required per site.

Security workers do not need any special skills. A minimum of a dozen workers are required.

- Selecting day workers

In general we recommend selecting day workers from within the community. They may come from beneficiary or non-beneficiary households.

The authorities may be asked to suggest people that the community recognises as legitimate (particularly for security workers). Nevertheless, in all cases the final choice is to be made by SI staff. To avoid tensions, you must make sure to spread hiring equally across ethnic groups, castes, religions and geographical regions of origin (villages, districts), etc. It is also recommended to hire women, particularly if women are to be the representatives of the household (facilitates confidence on site, lessens some of the safety risks, etc.).

However, because surveying is a sensitive stage (with considerable risk of fraud), it may be decided that the survey workers - and only them - must come from outside the community. In this case, SI should have a pool of previously recruited and trained day workers[43] who can be called on for every response activity.

SURVEY WORKERS FROM OUTSIDE THE COMMUNITY (COMPARED TO WORKERS FROM WITHIN THE COMMUNITY)	
ADVANTAGES	DRAWBACKS
• Workers are already trained (saves time because there is no need for training in the field). • Greater efficiency (because they have participated in a number of response activities). • Better comprehension of methodology and the survey process (because they have had longer training and have participated in a number of response activities). • Less risk of fraud and pressure (because a priori they do not know anyone or have any vested interests at the local level).	• Lack of knowledge of the context and the inhabitants of the zone. • Risk of rejection by the population ('imported labour') which in turn may create difficulties in gaining acceptance of the response activity. • Cost of transport and lodging borne by SI.

43. Or better still, a partnership with a local NGO can be set up.

IF SI HAS A POOL OF PARTICULARLY COMPETENT DAY WORKERS, YOU MIGHT CONSIDER IN CERTAIN CONTEXTS HAVING THEM CARRY OUT THE DOOR-TO-DOOR SURVEY - IN ADDITION TO SI STAFF - SO AS TO ACCELERATE THE PROCESS (ESPECIALLY IF YOU ARE USING VARIANT 3.2, SEE CHAPTER 3, PARAGRAPH B).

In all cases, the principal criterion used in the selection of survey workers should be their level of education. If survey workers are selected from within the community, a short, quick test[44] can be conducted to select the most suitable,

- Training Day Workers

Once the day workers have been selected, they must be trained so that they know what to do on the day of the survey.

All workers should receive a short information session on the humanitarian principles (neutrality, dignity, fight against fraud, etc.). The reasons for the response activity and the selection criteria to be used during the survey will also be (re)explained in detail (plan for a question and answer session).

The security workers will be trained in organising the site, managing crowds, etc. This will be supplemented by an explanation of each one's positioning during the preparation of the site (posting - see next step).

The survey workers will be trained in filling in survey lists and beneficiary cards. Fake cards and lists, printed on ordinary white paper, should be used for this exercise. A fictional scenario (filling in a dozen vouchers and half a survey list per worker) will finish off the training session and give SI the opportunity, if necessary, to reject certain workers (incompetent or too slow).

Allow for about two hours to train security workers and half a day for survey workers.

Example of a sheet of 8 vouchers + a list for training purposes (two tabs in the document) - Appendix 25

- Payment of day workers

In most contexts where SI works, the communities are accustomed to day work being paid. If this is the case, day workers must be paid in cash, according to a set wage grid (see the administrative department) and NEVER in kind with items from the distribution. Compensating day workers in kind would completely distort the spirit and aims of the distribution (distribution based on vulnerability criteria, equity in the types and quantities of items distributed, etc.)

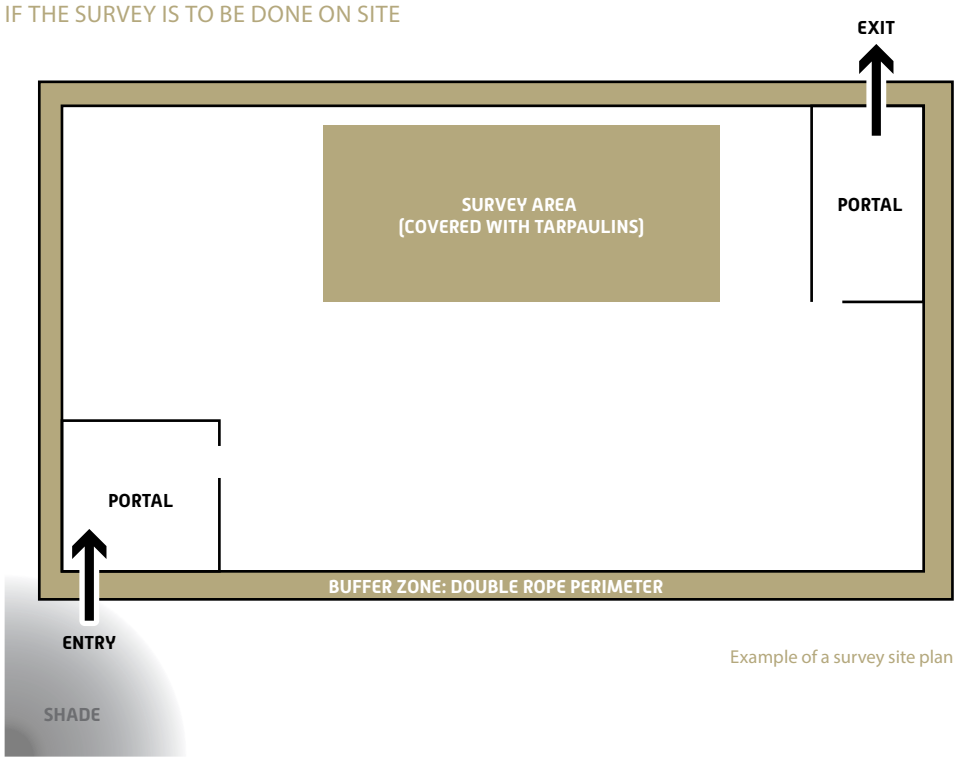
44. Comprising in particular of a dictation in the local language to be translated into English/French (to check their speed and their ability to transcribe the information on the vouchers and survey lists.

However, BEFORE you decide to pay day workers, you need to ensure that the local context does not favour voluntary community participation. The latter is always preferable, especially to prevent (i) disorganising traditional "self-help" mechanisms, and (ii) creating a precedent that may jeopardise future activities requiring significant community participation.

In all cases, every worker must be informed clearly on hiring of what the employment terms are (unpaid, with a salary of $X/day, etc.) for the sake of (i) transparency and (ii) avoiding complications at the end of the activity period.

J - PREPARING THE SURVEY SITE (DEPENDING ON THE METHOD)

IF THE SURVEY IS TO BE DONE ON SITE



Example of a survey site plan

The day before the survey at the very latest, the site must be cleaned and cleared of brush if necessary, and especially, marked off following the prepared ground plan (see example above). This means driving in stakes (provided by the community) for the ropes that will be put up the next day to cordon off the site.

This task will be done with the security workers so that everyone understands what their role and place will be the next day.

In keeping with the layout of the site, we advise you to:

- Locate the entrance near a shady area so that the people waiting their turn are protected from the sun;
- Locate the exit on the side opposite the entrance to avoid confusion in the waiting queues;
- Cover the survey section with tarpaulins to protect it from sun or rain;
- Create a "safety buffer zone" between the crowd and the site (in order to limit possible mobbing) by putting an outside and an inner rope perimeter in place;
- Put entry portals in place using ropes to separate the lines of beneficiaries and prevent the site from becoming unmanageable if there are delays.

You may also: (i) build temporary latrines (separated by gender) near the site - the pits should be dug and the shelters prepared beforehand, (ii) install temporary hand-washing stations, with soap, for the latrines, and (iii) put in water distribution stations for the beneficiary communities.

Make sure that on the day of the survey, the community brings enough tables and chairs for the survey workers (who will be working in the survey section).

K - CONDUCTING THE SURVEY

YOU HAVE REACHED AN AGREEMENT WITH THE REPRESENTATIVES OF THE COMMUNITY CONCERNING HOW THE SURVEY WILL BE CARRIED OUT, THE CONDITIONS FOR THE POPULATION PROTECTION HAVE BEEN MET, THE POPULATION HAS BEEN INFORMED, THE DAY WORKERS HAVE BEEN HIRED AND TRAINED, ETC. YOU AND YOUR SI TEAM ARE NOW READY TO CARRY OUT THE SURVEY!

- Surveying by verification of existing lists

1 Get the existing list(s) from the people who drew them up. Talk with those people to understand how the list(s) was designed, to ensure that it meets SI's requirements (exclusion criteria, definition of a household, etc.).

REMINDER: If the list does not meet SI requirements, do not use this survey method.

2 Conduct a few very quick focus group discussions with the population to ascertain whether the community feels that the people who drew up the survey lists are legitimate (have not been suspected of fraud, corruption, etc.) and that registration on the lists was completely free of charge.

REMINDER: If this is not the case, do not use this survey method.

3 Determine the number of households to verify via door-to-door visits: at least 10% of the total number of names.

4 Randomly select the names of the households to verify. To do so, define the "sampling interval", and then choose a number between 1 and 10 at random.

For example, to verify 50 households on a list of 500 lines, you will need to verify one name for every 10 households, since 500/50 = 10 (10 is thus the "sampling interval"). If the number chosen at random is 7, the first household that the survey workers will visit will be the 7th household on the list, then the 17th, (17=7+10), then the 27th, up to the 497th!

Consult SI's guide on sample methodologies and the calculation of a sample size

5 Locate and visit the randomly selected households, possibly with the help of a member of the community. Make sure that these households really exist, that they haven't been registered on the list twice, and that they do meet survey criteria. If any one of these requirements is not met, it counts as an "error". After finishing all of the visits, count the number of errors.

For example, with a team of 3 SI staff: each staff member is responsible for verifying 16-17 names (out of the total of 50 households). The team leader travels throughout the zone to check that the verification is going well for the three members of the team.

6 Calculate the "inclusion error rate" (number of households "in error" / number of households the team has visited).

▶ In emergency situations, the error rate must not exceed 0.1: the list must be 90% reliable. In less urgent situations, the maximum error rate is 0.05: the list must be 95% reliable. If the error rate exceeds these levels, the list must be rejected.

For example, if 7 of the 50 households visited were "errors", the "inclusion error rate" will be 7/50 = 0.14. The list must be rejected.
On the other hand, if only 2 of the 50 households are "errors", the "inclusion error rate" will be 2/50=0.04. The list is accepted.

Optional steps (7 and 8):

7 If possible, also include households that were not registered on the list provided in order to ensure that no one has been forgotten. To do this, choose 1 household out of 10 in the "streets" of the zone and check that it does not meet the selection criteria. If it does, verify that the name is in fact on the list.

If the household is not registered on the list, but should be, add the name to the list and count it as an "error".

Then calculate the "exclusion error rate" (number of households not on the list but that should be/number of households visited at random). For the list to be considered as reliable, the exclusion error rate must meet the same criteria as the inclusion error rate (see above).

8 If feasible, and depending on the context, organise a "double check". With at least two community focus groups, explain the selection criteria again and give the participants the list of names (or a part of the list). The focus group members can then approve or reject the list (to avoid creating tensions within the community, do not ask focus group members to reject specific names). This process may generate new suggestions for names. The SI team can then verify these households and add them to the list if necessary.

CAUTION: THE DOUBLE-CHECKING METHOD REQUIRES CAREFUL SELECTION OF FOCUS GROUP MEMBERS SO AS TO ENSURE THAT THEY ARE REPRESENTATIVE OF THE COMMUNITY AND ARE NOT BIASED[45]. IT SHOULD ONLY BE USED BY EXPERIENCED AND/OR WELL-TRAINED TEAMS.

▶ If the list is considered to be reliable and thus is validated, the SI team can then proceed to the next stage (survey results and outcomes). If not, another survey method must be used (door-to-door or on-site).

If the list is rejected, you may also ask the community to draw up the list again from the beginning, if the context and the reasons for the errors make this a feasible option. In this case, Variant 1.1 (see Chapter 3, paragraph B) should be used and the new list will be re-verified using the same procedure.

45. For example, the presence in the focus group of the son of the village chief, who registered his household four times on the list, may prevent the other people in the group from rejecting the list - the group is biased!

- Door-to-door Surveying

1 The day before the survey, organise the mobile survey teams and assign each to a precise area (according to the schedule that was given out to the community). Define a minimum target number of households to survey (minimum: 40 households per day per team).

ENSURE THAT THE GEOGRAPHIC "BORDERS" OF EACH AREA ARE QUITE CLEAR TO EVERYONE, AS IT IS ESSENTIAL TO AVOID REGISTERING THE SAME HOUSEHOLDS TWICE. CHOOSE BORDERS THAT ARE EASY TO IDENTIFY, SUCH AS STREAMS, AVENUES, ETC. IF NECESSARY, DON'T HESITATE TO TRAVEL AROUND THE ZONE WITH YOUR TEAMS SO THAT EVERYONE CAN AGREE ON WHERE THEIR OWN AREA BORDERS ARE.

2 Prior to the survey (preferably the day before), it is essential to number the survey lists themselves and the No. column (the furthest to the left) on each survey list[46]. On the morning of the survey, provide each team with X survey lists and X vouchers, based on the target number of households to be surveyed.

3 Each team is responsible for covering the entire area assigned to it and thus visits all of the households[47]. The households that meet the selection criteria receive a filled-in voucher and are registered on the list. The team should explain the selection criteria again to households that do not meet the selection criteria.

The SI team leader moves between teams and ensures that the survey is going well (monitoring that the lists are filled in properly, that the selection criteria are applied coherently, etc.). If problems or tensions arise, the team leader is responsible for finding solutions. If the survey is going smoothly, the team leader can help the team that is the furthest behind.

4 Every evening, each team reviews the day's work: it counts the number of names on its lists. The SI team leader collects the lists from the teams, compiles the data, and reviews the day's work with his or her colleagues (problems encountered during the day, progress/delays, changes to be made, etc.).

SO AS TO FACILITATE IDENTIFYING THE PHYSICALLY VULNERABLE PEOPLE ON DISTRIBUTION DAY (SEE CHAPTER 5) WE RECOMMEND REGISTERING THE NAMES OF THE HOUSEHOLD REPRESENTATIVES ON TWO TYPES OF LISTS. (I) ONE LIST WILL BE USED TO REGISTER ELDERLY REPRESENTATIVES, PREGNANT WOMEN, THE DISABLED, ETC., WHO SHOULD RECEIVE PRIORITY TREATMENT ON DISTRIBUTION DAY, WHILE (II) THE OTHER LIST WILL BE USED FOR ALL OTHER HOUSEHOLDS.
IDEALLY, THE TWO TYPES OF LISTS COULD BE PRINTED ON DIFFERENT COLOURED PAPER, BUT IN PRACTICE, LABELLING ONE LIST "PRIORITY HOUSEHOLDS" MAY BE SUFFICIENT.

▶ When the entire target zone has been covered, the survey is complete.

46. Numbering the survey lists and columns (i) facilitates counting later on, and (ii) enables cardholders to be identified (as this information is copied onto the card). It is thus essential that each list and each line in the same zone have a unique number (no duplication!).
For example: for 1000 households, the lists should be numbered from 1 to 50 and the lines from 1 to 1000.
47. The members of each team must stay together and not separate, and the SI staff member must visit each household in person.

- On-site surveying

1 Prior to the survey (preferably the day before), it is essential to number the survey lists (based on the approximate number of households to be surveyed) as well as the No. column on each survey list[48]. The role of each SI employee on the site must be clearly defined (see below).

ON THE DAY SCHEDULED FOR THE SURVEY, IF THE WEATHER IS VERY BAD OR THERE HAS BEEN A LOCAL CRISIS (SUCH AS THE DEATH OF THE VILLAGE CHIEF) AND IF THE CONTEXT WARRANTS (FOR EXAMPLE, IF THE INHABITANTS DO NOT USUALLY GO OUT WHEN IT RAINS), THE TEAM SHOULD CONSIDER POSTPONING THE SURVEY.

2 On the morning of the survey (1-2 hours before the scheduled starting time), set up the survey site: tie the ropes around the stakes set up the day before, put up tarpaulins over the survey section, put the tables and chairs in place for the survey workers, set up any water points and hand-washing stations, etc.

3 Ensure that all the expected day workers are present (do a roll call). You must provide them with visibility aids so that you can easily distinguish them from the beneficiaries: high visibility vests, (fluorescent stickers with SI and donor logos), an SI badge/sticker or a piece of SI scotch tape (attached to the sleeve of their T-shirts). SI staff will wear SI T-shirts that allow them to be easily recognised both by the team leader and members of the community.

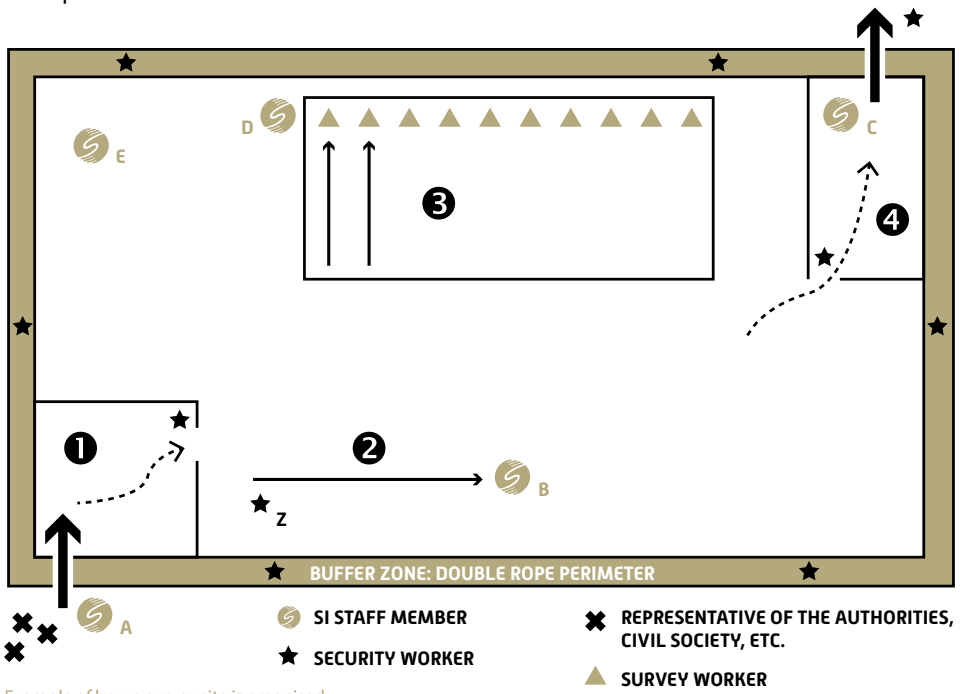
4 Position each day worker at their assigned post and ensure that they have fully understood their roles (see below). Give out pens and writing stands (if necessary) to verification workers.

5 Using a megaphone, the team leader, accompanied by representatives of the authorities (and by an interpreter if necessary) introduces the survey, reviews the selection criteria and explains how the site works[49].

The introduction may be repeated several times during the survey, as warranted by the arrival and flow of the crowds.

48. Idem penultimate footnote.
49. The representatives of the households are screened at the entrance. (2) Anyone allowed into the site should exit it with a filled-out card. (3) Any person who has received a filled-out card must keep it safe and be alert for new information campaigns. (4) Anyone committing fraud will be excluded, etc.

6 SI staff take up their positions and wait if necessary until the crowd present is relatively calm before they begin the survey. The survey takes place as follows:



Example of how a survey site is organised

1 SI staff member "A", with the support of representatives of the local authorities and civil society, screens entry into the site. The SI staff member and the authorities must ensure (i) that the person who wishes to enter the site is the correct representative of a household[50], (ii) that the household in question does in fact meet the selection criteria and is not from outside the target zone, (iii) that no other member of this household has already entered the site. To do this, the person wishing to enter the site should be questioned briefly and their answers validated by the representatives of the community.

This step is essential but complicated, so screening must be entrusted to an SI staff member who is experienced in distribution, skilled at handling crowds and used to detecting fraud.

50. For example, if it has been decided that wives are to represent their households, husbands will not be accepted! However, be aware of special cases (for example: the wife is ill, a man is a widower, or single, etc.) so as not to prejudice these households. At this stage, the role of the authorities is to validate that this man is in fact a widower and has not remarried, or that this man's wife really is ill and cannot come, etc. Special attention is also required to ensure that children do not represent their parents (only child heads of households are accepted).

The representatives of the authorities and civil society also help to organise the queue outside the site.

It is strongly recommended to prioritise screening the representatives of households for whom a long wait would be difficult: the disabled, the elderly, pregnant women or women with small children[51], etc. Specific survey lists are used for the physically vulnerable so as to facilitate calling them forward on the day of the distribution.

You may also set up a specific queue (step 3) for late-coming physically vulnerable people (so as to keep their waiting time to a minimum).

We also recommend that priority be given to the households living the farthest away (so that they have the time to return home).

2 The people who have gone through the verification screening wait in the entry portal area.

SI staff member "B", assisted by security workers, organises a queue of 20 households[52]. The SI staff member - and only the staff member[53] - gives out a single blank card to each household representative.

The queue of 20 households is then led to a survey worker in the survey area.

Security worker "Z" is present specifically to help the SI staff member do this, and to help household representatives who have difficulty moving around the site (the blind, for example).

3 When their turn comes, the representative of the beneficiary household gives their blank card to the survey worker. The survey worker then asks them questions and fills in the blank card and the survey list with the information provided. The survey worker then gives the filled in voucher to the representative of the beneficiary household.

51. Just the same, be careful of fraud: for example, it does happen that a woman will lend her baby to a number of other women so that they can move in front of the other people waiting to be surveyed.
52. 20 households corresponds to a full survey list (based on the format suggested above).
53. Because of the risk of fraud, this task cannot be entrusted to a day worker: one SI staff member keeps the supply of beneficiary cards and distributes them individually to the representatives of the beneficiary households.

During the information stage in certain politically calm contexts, you may request that the representatives of the households bring their identity or voter cards with them to facilitate filling in the lists.
While this would be ideal to help make the survey faster, in practice it may sometimes cause tensions, especially:

- if having an identity or voter card has political or ethnic connotations[54] (principles of neutrality and impartiality, and to prevent the risk of SI being associated with the government);
- if many people do not have these cards (communities feel excluded).

SI staff member "D" is present to verify that the survey is going well. At the beginning, survey workers generally make a lot of mistakes and need help. The SI staff member is also responsible for collecting the full survey lists and distributing blank lists to survey workers (to prevent fraud, each survey worker should only have one list at a time, if possible).

HOUSEHOLD REPRESENTATIVES MAY SIGN THE SURVEY LIST USING A FINGERPRINT, WHICH ENABLES HOUSEHOLDS THAT HAVE ALREADY SIGNED THE LIST TO BE IDENTIFIED QUICKLY (THANKS TO THE INK STAIN ON THE PERSON'S LITTLE FINGER).

4 Having obtained their card, the household representative goes to the site exit, where SI staff member "C" verifies that EVERY card is properly filled in (no omissions, no confusion, etc.). This verification is mandatory, and may ONLY be done by an SI staff member. As each beneficiary exits the site, they should be reminded to keep their vouchers safe.

The team leader (SI staff member "E") does not stay in a fixed location: the team leader is the only one who can and must move around the site. The team leader is responsible for verifying that every stage in the survey goes well. The team leader is also responsible for (i) maintaining the smooth flow of the survey process: if, for example, registration is falling behind, the team leader must go to the entrance to request that the entry rate be slowed; (ii) with the help of the security workers posted around the site, the team leader must ensure that the only people inside the site are survey workers and beneficiaries, and that no one comes into the site other than through the entrance, and (iii) that no armed or uniformed persons are in or near the site.

54. Either some sectors of the population do not have cards for political/ethnic reasons, or the card may contain ethnic, caste, religious, political or other sensitive information that may be prejudicial to the beneficiary households (when they are in front of the survey workers or representatives of the authorities).

The team leader is thus the "conductor of the orchestra" and ensures that the site does not become unmanageable. The team leader must also take care that queuing goes smoothly: if there is mobbing, the team leader should not hesitate, with the help of the authorities, to use the megaphone to calm the situation.

It is up to the team leader to decide to suspend the survey if necessary (if there is a risk of rioting, for example) and to make any decisions needed to ensure the safety of SI staff, day workers, and the communities present at the site. The team leader is also responsible for ending the survey at the scheduled time.

If, for any reason, no one on the survey site has the rank of team leader, one of the SI staff must be designated to act as "site leader" and will have the same prerogatives on-site as a team leader would. Without someone in charge of coordinating the different stages, a site can very quickly become unmanageable.

The configuration described above requires five SI staff members. If there are four staff members, positions "B" and "D" should be combined - the SI staff member will both distribute the blank vouchers and support the survey workers.
If there are three staff members (not recommended), the team leader will take on the combined "B/D" role and take occasional breaks to monitor the progress of the survey.
With fewer than three SI staff members, the site cannot be managed properly.

7 The survey is closed at the scheduled time, even if there are still households waiting to be surveyed. For reasons of security, the timetable must be complied with, both for the safety of the SI team and to enable people to return home before nightfall. If there are still households to register, the survey must continue the following day.

IF THE SURVEY HAS NOT BEEN COMPLETED, THE TEAM LEADER MUST EXPLAIN THIS AND, WITH THE SUPPORT OF THE AUTHORITIES, EMPHASISE THAT IT WILL CONTINUE THE FOLLOWING DAY. HOWEVER, COMMUNITIES OFTEN INTERPRET THE PROMISE THAT THE SURVEY WILL CARRY ON THE NEXT DAY AS BEING JUST ANOTHER "PHONY EXCUSE" AND THAT IN FACT THE SI TEAM HAS NO INTENTION OF EVER COMING BACK!

8 The site is then entirely dismantled and cleaned. To avoid theft, only the stakes are left in place. All items (pens, etc.) and forms (blank survey lists, etc.) are collected. Every evening, the day workers must hand in the visibility aids they were issued with, otherwise they will not be paid[55].

55. To prevent possible misuse of the SI logo: fake surveys, false information, etc.

9 Every evening, the team leader reviews the day with his colleagues: strengths, weaknesses, what needs to be improved the next day, etc. The lists are counted and the number of vouchers that were distributed is matched against the number of names on the lists.

Incomplete lists (which still have some blank lines) are finalised and closed by crossing out the empty fields so that no names can be added fraudulently afterwards (and lead to claims of "lost" vouchers on distribution day).

10 The survey is complete when all the households have been registered.

IN PRACTICE, IT IS USUALLY DIFFICULT TO CLOSE AN ON-SITE SURVEY: NEAR THE END, THERE ARE OFTEN MANY PEOPLE STILL LOITERING OUTSIDE THE SITE, CLAIMING TO BE THE REPRESENTATIVES OF HOUSEHOLDS. MOREOVER, OFTEN THE AUTHORITIES DO NOT SEEM TO HAVE A CLEAR-CUT OPINION CONCERNING THEM. IT CAN BE DIFFICULT FOR THE AUTHORITIES PRESENT DURING THE SURVEY TO GO AGAINST MEMBERS OF THEIR OWN COMMUNITIES AND CLEARLY DENOUNCE THEM AS "CHEATERS". THE SI TEAM LEADER MUST BE ABLE TO UNDERSTAND WHAT IS HAPPENING[56] SO THAT THEY CAN CLOSE THE SITE AND NOT WAIT FOR THE AUTHORITIES TO HALT THE SURVEY THEMSELVES.
FOR THESE REASONS (MANY PEOPLE PRESENT AROUND THE SITE, EVEN AFTER THE SURVEY HAS ENDED), THE ATMOSPHERE SURROUNDING THE DISMANTLING OF THE SITE MAY BE TENSE: THE TEAM LEADER MUST STAY ALERT AND PROTECT THE INTEGRITY OF THE SITE[57] UNTIL THE BOUNDARY ROPES HAVE BEEN TAKEN DOWN (WHICH IS DONE LAST).

Cross-checking (optional)

11 If, for any reason, the door to door or on-site survey could not be carried out 100% by SI staff[58], it is advisable to do a cross-check, using the procedures for surveying by verifying existing lists (see method above). This also applies when there are doubts about the SI team that was in charge of the survey (cross-checking to be done by an independent team).

REGARDLESS OF THE SURVEY METHOD USED, DON'T FORGET TO TAKE PHOTOS OF THE SURVEY ACTIVITIES FOR (I) REPORTS TO THE DONOR, (II) CORRESPONDENCE BETWEEN THE MISSION AND HEADQUARTERS, AND (III) SI MANAGEMENT.
TAKE PHOTOS THAT SHOW THE LOGOS OF SI AND THE DONOR(S): STAFF T-SHIRTS, DAY WORKERS' VESTS, ETC. IF THE SURVEY IS DONE ON-SITE, WE RECOMMEND PUTTING UP ONE OR MORE BANNERS WITH THE LOGOS OF SI AND THE DONOR(S) ON THEM.

56. Authorities may sometimes withdraw (for example, they may pretend to be tired or weary, and decide to go home).
57. This means that no one other than the clearly identifiable day workers and SI staff members is allowed to be inside the site.
58. For example, if the survey was carried out by a local partner NGO or by a pool of day workers with too few SI staff members present.

L - SURVEY RESULTS AND OUTCOMES

WHEN THE SURVEY HAS BEEN COMPLETED, REGARDLESS OF THE CONTEXT AND THE METHOD USED, IT IS MANDATORY TO PROVIDE THE COMMUNITY WITH THE RESULTS OF THE SURVEY, IN OTHER WORDS, WITH THE NUMBER OF HOUSEHOLDS THAT WERE SURVEYED. THIS IS AN IMPORTANT STEP, NOT ONLY TO ENSURE THE TRANSPARENCY AND COMMUNITY ACCEPTANCE OF THE RESPONSE ACTIVITY (IT WILL FACILITATE THE DISTRIBUTION) BUT ALSO OUT OF RESPECT FOR THE COMMUNITIES.

REMINDER: It is forbidden to give the survey lists to the community because in a conflict situation the lists may be used for non-humanitarian purposes.

The representatives of the authorities/civil society and SI formalise the results by signing the survey report(s)[59]. Just as for the memorandum of agreement, we recommend obtaining as many signatories as possible so as to ensure the local partners' adhesion to and validation of the process[60] (especially to limit any later claims or accusations).

THE SIGNING OF THE SURVEY REPORT SHOULD NOT BE SEEN AS A MERE ADMINISTRATIVE FORMALITY BUT AS A STEP CONCLUSIVELY DEMONSTRATING THE PARTICIPATION AND INVOLVEMENT OF THE COMMUNITY IN THE HUMANITARIAN ACTIVITY. IT IS THEREFORE OUT OF THE QUESTION, AS SOMETIMES HAPPENS, TO HAVE THE AUTHORITIES SIGN BLANK REPORTS OR TO MAKE CHANGES TO THE REPORTS AFTER THE AUTHORITIES HAVE SIGNED THEM.
MAKE SURE TOO THAT YOU HAVE MADE ENOUGH COPIES SO THAT EVERY MAIN SIGNATORY CAN BE GIVEN ONE.

We recommend that one survey report be drawn up per day per survey zone/site. However, it is also possible to draw up one overall report that covers the entire survey.

REMINDER: Remember to pay - or not (see Chapter 4, paragraph I) - the day workers hired for the survey: information officers, survey takers, security officers and local authorities acting as security officers/information officers. See management for information concerning payment methods and procedures.

As regards payment, we recommend (i) that only one SI staff member be responsible for paying day workers - usually the team leader; (ii) that there be only one rate for all day workers regardless of their role; (iii) and that for obvious reasons, payment be done discreetly (not directly at the survey site, for example!); and (iv) that the day workers be paid as soon as the survey has been completed - do not wait until after the distribution (so as not to raise expectations about the distribution phase).

59. If possible, and depending on the context, it should be drawn up in the vernacular language as well as in French and English so that everyone can understand it.
60. If possible, we recommend that you have the same signatories on both the memorandum of agreement and the survey reports.

After the survey has been completed, non-selected or late households often make appeals to the SI team. Without being too rigid, we recommend in most cases that no names be added once the survey has been completed and validated by the authorities, even if the appeals seem legitimate (particularly out of respect for the survey process, which was validated and closed in the presence of the local authorities).
If there are a large number of households concerned or if the authorities make a direct request to SI, then a "second chance" survey can be carried out. The decision as to whether or not to conduct a second-chance survey must be made in light of (i) the risk that it might jeopardise the credibility of the survey process by creating misunderstandings and jealousy, and (ii) logistical constraints if the supplies of goods needed have already been sized and are being procured (see paragraph below).
In any case, any additional survey must follow the same rules as a normal survey: in other words, it must be organised and prepared, and not done "on the sly".

Signing the survey report marks the end of phase 2.

Example of a survey report - Appendix 26

M - ADJUSTING LOGISTICAL SIZING

THE SURVEY PHASE AND THE LOGISTICAL PREPARATION PHASE CAN BE COORDINATED IN TWO WAYS:

- AT THE END OF THE SURVEY, EITHER THE GOODS WILL NOT YET HAVE BEEN DISPATCHED BECAUSE THE INTERVENTION ZONE IS LOCATED FAIRLY CLOSE TO THE MAIN SI OR A SUPPLIER'S WAREHOUSE (UP TO 3 DAYS OF TRANSPORT);
- OR, THE GOODS ARE ALREADY ON THEIR WAY (DUE TO LOGISTICAL CONSTRAINTS, ETC.).

In the first case, the total number of households surveyed must be communicated to SI management as soon as the survey has been completed so that the logistical sizing of the upcoming distribution can be adjusted - in other words, the quantities of items to be dispatched to the response zone will be calculated. To do this, (i) the SI manager will fill in a stock withdrawal (or stock requisition) form; and (ii) the logistics department will take the goods out of inventory and prepare transport to the distribution site (or to an intermediate field warehouse). This approach is the simplest and should be used whenever possible.

In the second case, the SI programme manager will already have requested stock withdrawal on the basis of the initial assessment and/or a prior demographic estimate (see Chapter 4, paragraph B). Then, you "just" have to ensure that the survey count does not exceed than the quantity of goods taken out of inventory. Should that happen, a decision must be made either to postpone the distribution or to carry it out in two stages (and make a request for an urgent shipment of additional goods). Fortunately, this rarely occurs in practice because the SI team is supposed to take the maximum number of beneficiary households into account when carrying out the survey (see the importance of developing a preliminary survey strategy - Chapter 4, paragraph A).

REGARDLESS OF HOW THE DISTRIBUTION IS TO TAKE PLACE, WE RECOMMEND THAT THE STOCK WITHDRAWAL FORM INCLUDES SOME ADDITIONAL ITEMS SO THAT THERE IS A SAFETY MARGIN IN CASE OF PROBLEMS WITH PACKAGING, QUANTITIES OR LOSS DURING TRANSPORT. HAVING A SAFETY MARGIN MEANS THAT YOU WILL NOT HAVE TO POSTPONE THE DISTRIBUTION BECAUSE YOU ARE MISSING 30 KG OF FOOD OR 3 JERRY CANS!
THE SAFETY MARGIN SHOULD BE CALCULATED IN KEEPING WITH THE CONTEXT[61], BUT MUST NOT BE TOO BIG OR THERE WILL BE OVERSTOCK, WHICH WOULD RESULT IN TOO MUCH HAVING TO BE TRANSPORTED BACK TO THE SI BASE/WAREHOUSE AFTER THE DISTRIBUTION. IN ADDITION TO BEING COSTLY, RETURNING A LARGE QUANTITY OF GOODS MIGHT BE DIFFICULT FOR THE POPULATION TO UNDERSTAND (PARTICULARLY IF THE DISTRIBUTION IS TARGETED AND DOES NOT CONCERN ALL HOUSEHOLDS) AND COULD THEREFORE ENDANGER BOTH THE PERSONNEL AND THE GOODS.

61. As a general rule, no more than 5% of the total quantity of items to be distributed (empirical figure). In the event of a food distribution by weighing or measuring (the scooping method - see Chapter 5, paragraph D), a wider margin may be necessary (up to 8 to 10% of the total).

RELATIONS BETWEEN THE LOGISTICS AND PROGRAMME DEPARTMENTS

Distribution activities can create tensions between the logistics and programme/operations departments:

- Lack of understanding regarding each other's constraints: purchasing time considered too long, failure to realise the impact an incorrect shipment will have on a distribution…
- Lack of accuracy on the part of both teams: stock requisition changing every two hours, dangerous loading done without any monitoring…

Successful distribution activities need very close cooperation between logistics and programme staff. This requires:

- Regular reviews of the situation (if possible face to face, or by telephone if necessary) so that each team understands the other team's challenges and issues and a common ground can be found;
- An unambiguous division of tasks and a clear view of the procurement process:
  - » The programme staff fill in precise, detailed POs in a timely manner,
  - » Logistics manages purchasing and delivery (if delays are expected, programme staff must be informed as soon as possible),
  - » Quality control is carried out only by programme staff (who validate the delivery bill or entry into inventory form),
  - » Logistics and programme staff share responsibility for inventory monitoring, which is done regularly,
  - » Programme staff fill in precise stock requisition/withdrawal forms,
  - » Logistics staff carry out the removal from inventory and organise transport, etc.

Both teams draft documents accurately and punctually (POs, waybills, stock withdrawal, etc.).

NOTES

DISTRIBUTION

A - BASIC PRINCIPLES OF DISTRIBUTION

THE DISTRIBUTION PHASE CONSISTS OF PROVIDING A SET/KIT/BASKET OF NFIS/FOOD/SEEDS, TO THE REPRESENTATIVE OF EVERY HOUSEHOLD IDENTIFIED DURING THE PREVIOUS SURVEY «PHASE».

The main difficulties encountered during this phase are:

- Ensuring that each representative of a targeted household receives a single complete kit safely;
- Managing the crowd during the distribution, both the targeted individuals as well as those who are dissatisfied.

Although managing a distribution activity can sometimes be a delicate matter, it is the SI staff's RESPONSIBILITY to ensure that it is carried out calmly, without endangering the participants (SI staff as well as the beneficiary communities).
Experience has shown that when targeting has gone smoothly (and was carefully prepared, explained and anticipated), the distribution phase is faster and easier. It is thus very important not to neglect the phase that precedes distribution - surveying the beneficiary households.
In order to keep complaints, tensions and card trafficking to a minimum, it is important that the lapse of time between the survey and the distribution phases be as short as possible, particularly if the context is unstable[52] (for example, if there is a steady influx of displaced or returning persons).
It is very important to set up a complaints desk next to the distribution site in order to handle dissatisfaction without disrupting the distribution itself.
It is also very important to define an evacuation plan beforehand for each distribution site, and make it known to all SI staff and employees at the site. The distribution manager is the only person with the authority to decide to evacuate the site.

In emergency situations, there is only one method of direct distribution: on-site distribution[53]. It is modelled on the on-site survey method (See Chapter 4).

THE IMPLEMENTATION OF THE DISTRIBUTION PHASE IS VERY SIMILAR TO THE SURVEY PROCESS AND THE TWO HAVE MANY POINTS IN COMMON. BELOW WE WILL BRIEFLY REVIEW SOME OF THESE POINTS AND THEN FOCUS ON THE SPECIFICS OF DISTRIBUTION. TO UNDERSTAND THIS CHAPTER FULLY, THE WHOLE SURVEY PHASE SHOULD BE READ BEFOREHAND (SEE CHAPTER 4). THANK YOU!

62. To prevent the survey from becoming outdated and invalid.
63. When a "micro-distribution" is to take place, the items may be delivered to the home of each household or given out on an ordinary public square (a location which does not necessarily meet the requirements of a «real» site). Experience has shown that a distribution site is necessary when there are at least 50 beneficiary households to be served in the same zone.

For distribution in refugee or displaced persons camps
The Camp Management Tool Kit (NRC 2008) - Chapter 13
Distribution of Food and Household Items, pages 402-409

B - DEFINING A DISTRIBUTION STRATEGY

THE SI TEAM MUST DEFINE THEIR DISTRIBUTION STRATEGY BY TAKING INTO ACCOUNT THE STRENGTHS AND ISSUES ENCOUNTERED DURING THE SURVEY.
IF THE CONTEXT HAS BEEN THOROUGHLY ANALYSED WHILE THE SURVEY WAS BEING PREPARED, THE DISTRIBUTION STRATEGY WILL BE RELATIVELY EASY TO DEFINE AND WILL REQUIRE LITTLE DISCUSSION WITH THE REPRESENTATIVES OF THE AUTHORITIES AND CIVIL SOCIETY (AND THUS FEW CHANGES).

Determining the distribution strategy is based on the answers to the following questions in particular:

- Which representatives of local authorities or organisations will be participating? Who should not be involved? If problems arise, who can we turn to for support?
- How will the community be involved?
- How many day workers will participate? Which ones? What are the terms and conditions for compensation?
- Where will the distribution site be located? What zones should be avoided?
- How will the site be laid out?
- How and when will the goods be transported to the distribution site?
- Organisation: How will the zone be divided geographically? If distribution takes place over several days, who will be served first? If the zone is extensive, which villages will be served first?
- When? What days should be avoided? What time should it start? What time should it finish?

C - COMMUNITY INVOLVEMENT AND SIGNING THE MEMORANDUM OF AGREEMENT

AS WITH TARGETING, IT IS IMPORTANT TO INVOLVE THE REPRESENTATIVES OF THE AUTHORITIES AND CIVIL SOCIETY (I) TO ENSURE THAT THE POPULATION ACCEPTS THE METHOD USED, (II) TO AVOID POSSIBLE OBSTACLES, AND (III) TO MAINTAIN THE SAFETY OF THE TEAMS AND GOODS.

Discussions should focus on the following elements:

- The involvement you expect from the authorities and representatives of the community: circulating information, being present at the distribution site, supporting the SI team in the event of tensions with the crowd, managing the queues, etc.

- The involvement you expect from the community: providing the distribution site at no charge, supplying stakes to mark off the site, tables/chairs for checking vouchers, assisting with site preparation, etc.

- Defining the main household representative on distribution day: usually the representative of the household is defined at the time of the survey and it is the same person (husband or wife) that fulfils the role for the distribution. If the representative of the household has not yet been defined (when surveying was done by verifying existing lists), see Chapter 4, Paragraph B.

For further details on these points, see the survey phase, Chapter 4.

Other elements to review during the discussions:

- The exact number of households to be served during the distribution (in other words, the number of targeted households);

- That serving non-targeted households during distribution is impossible, even if they meet the selection criteria: only households that were surveyed will be served. Follow-up will be done by SI so as to integrate these households into the project if necessary;

- The basic rules of the site: the site is made available without financial compensation, there are no men with weapons or in uniform, etc.

- As it was for the survey, involving the representatives of the community is mandatory.

To meet SI's aim of transparency and to empower the authorities, the conclusions of these discussions should be formalised if feasible in a memorandum of agreement, signed by as many stakeholders as possible (idem, Survey - see Chapter 4, paragraph F). Refusing to sign the memorandum of agreement or not complying with its terms will result in the suspension of SI activities.

Example of a simplified distribution memorandum of agreement - Appendix 27

If there are to be regular or repeated distribution activities in the same zone, it may be best to set up and train formal distribution committees so as to facilitate links between SI and the population.

D - DECIDING ON THE PRACTICAL ASPECTS

AS THEY DID DURING THE SURVEY, THE SI TEAM WILL CONSULT THE AUTHORITIES AND THE POPULATIONS, IF POSSIBLE, TO DETERMINE:

- The number of sites needed to implement the distribution, based on the size of the zone, the speed required or hoped for and the respect for the dignity of the populations.

REMINDER: The more sites there are, the more time will be needed to implement the distribution; the maximum travelling distance recommended between the most remote dwellings and the distribution site is 10 km in an emergency, 5 km in a "less urgent" situation (in all cases, households must be able to travel to the site and back home on the same day).

However, contrary to the survey, setting up a number of distribution sites does not necessarily lead to an increase in the risk of fraud, provided that (i) the card system is applied strictly and (ii) that a sufficient number of SI staff is present at each site. Furthermore, running several distribution sites at the same time means that fewer people come to each one, thus facilitating crowd management (smaller risk of rioting).

- The number of days required to carry out the entire distribution.

- Exact distribution dates and times.

REMINDER: Distribution days must cause as little interference as possible with daily activities (market days, fetching water, etc.) and must respect the communities' practices and customs (no distribution on the day of a religious or local holiday); distribution must not begin too early, so as to allow time for people to carry out to their daily activities and must not end too late, so as to enable them to return home before nightfall (distribution never takes place at night), etc.

DISTRIBUTION MUST NEVER TAKE PLACE AT NIGHT, UNDER ANY CIRCUMSTANCES OR FOR ANY REASON, NOT EVEN IN AN EMERGENCY, FOR OBVIOUS REASONS OF SAFETY AND RESPECT FOR THE DIGNITY OF THE BENEFICIARY COMMUNITIES.

- The way the distribution will be organised (if the distribution is to be spread over several days).

Reminder: Determine which households should come on Day 1, Day 2, etc., in order to avoid (i) having too many people at the site at the same time, (ii) beneficiary households travelling to the site for nothing, and (iii) causing conflict due to long waiting times. To do this, organise the distribution by geographical sector; begin by the most remote areas and finish in the main village or neighbourhood of the zone; make sure the distribution takes place on successive days, with no interruptions, so as to avoid tensions (rumours that the distribution has been halted, etc.), etc.

- Choosing one or more distribution sites

REMINDER: In optimal conditions (sometimes only one site is available): centrally located, far from any military or police camp or check-point, in a place the population perceives as neutral, where it will not disturb daily activities (not next to schools or health centres), easily accessible for the population, with shaded areas, large enough to accommodate the beneficiaries and to pile the items to be distributed, with a waiting area (outside the site) spacious enough to accommodate the crowd, and which the owner has agreed to make available free of charge, etc.

A distribution site must also be easy to access: close to the field warehouse and/or easy for lorries to access.

For further details on these points, see the survey phase, Chapter 4.

If the survey was carried out on site with no problems, we advise you to use the same location (which is already familiar to the population).

While it might be tempting to choose a distribution site in a location enclosed by walls (for example, the courtyard of an abandoned hospital, or a small square surrounded by buildings) especially in an urban area, as this would indeed eliminate the need to cordon off the area and enable maximum security (minimum risk of theft), if a riot broke out, or if the SI team had to evacuate for any other reason, this site layout could be dangerous. Because the SI staff would have to face the crowd in order to leave, it would be very difficult to evacuate the site and even more so to take away the undistributed goods. For these reasons, a partially open site (with several potential exits) is preferable!

- Escorting the most vulnerable

The beneficiaries of the distribution go home with items that may be heavy or awkward to carry, and thus difficult to transport by the elderly, the ill, or the disabled. These vulnerable individuals should be accompanied by a family member or friend to help them carry the items home, as well as to prevent them from being assaulted or robbed. If people are alone (without relatives or friends), it is advisable to set up an escort system for them with a recognised local NGO (the local Red Cross, for example).

- Distribution methods

There are two possible distribution methods:

» Either by providing an individual kit/basket of items to each household representative - a method sometimes called "scooping";

» Or by providing a single kit/basket of items to several household representatives (who then divide up the goods amongst themselves) - sometimes called "grouping".

The latter method is generally used when distributing food or seeds to a large number of beneficiary households, primarily for reasons of speed: when the goods are packaged in bulk, this method makes it unnecessary to unpack the goods and weigh them for each household[64]. A distribution by 'grouping' also enables you to (i) reduce the risk of fraud on the part of day workers responsible for weighing, (ii) reduce the risk of loss due to the increased handling of the commodities[65] and (iii) give the beneficiary households choices: for instance, if several kinds of seeds are distributed, they can be divided up on the basis of each individual's needs.

64. For example, instead of weighing out 10 kg of flour for each beneficiary household, one unopened 50 kg bag is given directly to the representatives of 5 households.
65. Experience has shown that through mishaps, such as bags being accidentally spilled on the ground, inaccurate weighing, etc., it is common to "lose" several dozen kilos of food or seeds per distribution day.

▶ "Grouping", while more practical for SI from a logistical point of view, is only to be used in calm zones, where there are no intra-community tensions (and where the beneficiary households can divide up the commodities smoothly without disadvantaging certain households).

When the "grouping" method is to be used for a distribution, the size of the "group of beneficiary households" must be determined in advance (generally from 2 to 8 households), based on the packaging constraints of the items to be distributed (so that the number of items to be unpacked is as small as possible).

Most often, the "groups of beneficiary households" will be made up by following the order on the survey list. If, because of the context, groups need to be made up according to more complex criteria, the method loses its main advantage - speed - and in that case, the scooping method would be preferable.

An area designated for the household representatives to divide up the goods amongst themselves may also be set up inside the distribution site, under the supervision of one or more SI workers, to verify that all households receive their fair share.

Unless the zone is extremely calm, we do not recommend having one individual represent the whole group of beneficiary households on distribution day (high risk of unequal apportioning, tensions, etc.).

- Measuring

When distributing food or seeds using the "scooping" method, the distribution workers must measure the quantities of goods distributed.

Measuring can be done:

» Either by weighing, using an electronic scale, balance, suspension scales, etc.

» Or by measuring volume, using calibrated (and possibly graduated) containers.

The second method is faster, but not as accurate.

Whichever method is chosen, the distribution workers will need to be trained in how to do it (see Chapter 4, paragraph I) and it should be explained to the beneficiary households on distribution day (see Chapter 5, paragraph F).

E - PREPARING THE DISTRIBUTION

- Safety surveillance

During the days leading up to the distribution and especially the day before, the SI team must be particularly vigilant with regard to protecting the population. The situation can and frequently does become tenser and may deteriorate during the period just before a distribution: rumours of attacks, threats from authorities, the unexpected arrival of populations from outside the zone, restless soldiers, repeated attacks on the surveyed households to steal their vouchers, etc.

The SI team leader must (i) exercise constant vigilance regarding security (through discussions with the population, the authorities, etc.) and (ii) keep in mind that the distribution may have to be suspended - or even cancelled - if the situation does not meet the necessary conditions for ensuring the protection of the population.

For further details concerning protection, see Chapter 2, paragraph D.

SOMETIMES THE LOCAL AUTHORITIES SUDDENLY BECOME THREATENING TOWARD SI STAFF SO AS TO OBTAIN GOODS THEMSELVES. DEPENDING ON THE CONTEXT, DO NOT HESITATE TO SUSPEND THE DISTRIBUTION AND TO EXPLAIN TO THE POPULATION WHY IT WAS SUSPENDED. UNDER PRESSURE FROM THE COMMUNITY, THE SITUATION USUALLY CALMS DOWN QUITE RAPIDLY AND THE DISTRIBUTION CAN THEN TAKE PLACE SMOOTHLY A FEW DAYS LATER. BE CAREFUL: USING SOCIAL PRESSURE ON THE AUTHORITIES SHOULD BE DONE VERY CAUTIOUSLY, BASED ON THE CONTEXT!

- Site evacuation plans

An evacuation plan must be devised for every identified distribution site: where the SI cars will be parked, what routes to take in the event of an evacuation, who will go in which car, etc.

All SI people present at the distribution must know the evacuation plan. The distribution manager is the only person with the authority to decide to evacuate.

THE SAFETY OF PEOPLE ALWAYS TAKES PRIORITY OVER THE SAFETY OF GOODS. THE EVACUATION PLAN MUST PROVIDE FOR LEAVING THE GOODS ON SITE IN ORDER TO GUARANTEE THE TEAMS' SAFETY.

- Receipt of goods

REMINDER: You should take receipt of the goods on site as close to the date of the distribution as possible.

The goods can be delivered to the intervention zone (i) either directly to the site on the morning of the distribution itself, if the main SI warehouse is located near the intervention zone, (ii) or from one day to a few days beforehand.

In certain contexts, it may be necessary to inform the administrative and military authorities that goods are being delivered. Particularly in conflict zones, the authorities may also ask to inspect the contents of the shipment. These issues - and whether you decide to comply with them or not, depending on the context - must be anticipated and thought out in advance so as to avoid administrative complications!

If the goods cannot be delivered to the distribution zone on the morning of the distribution itself, a "temporary field warehouse" will be necessary, so that the goods do not remain outside in lorries/on bikes/on planes[66] (to prevent rain damage and reduce the risk of theft) - see Chapter 3, paragraph D concerning warehousing.

IF SI HAS NO DIRECT LINK TO THE CARRIER AND/OR TO THE ORIGINATING WAREHOUSE (FOR EXAMPLE, WHEN TRANSPORT OR WAREHOUSING IS ENSURED BY A UN AGENCY), WE RECOMMEND THAT YOU USE A TEMPORARY STORAGE FACILITY IN THE DISTRIBUTION ZONE AND PROVIDE FOR A SAFETY MARGIN. WHEN SI DOES NOT CONTROL THE SUPPLY AND LOGISTICS CHAIN, IT OFTEN HAPPENS THAT THE LORRIES DO NOT ARRIVE ON TIME AND/OR THAT THE SHIPMENTS DO NOT MATCH THE SUPPLIES REQUESTED, WITHOUT SI HAVING BEEN INFORMED.

SI example During a distribution of food in a country in Sub-Saharan Africa, the lorries arrived on the morning of the first day of the distribution with corn meal as the only grain product, and on the second day, they brought only sorghum. This situation, in which the goods distributed were inconsistent, led to a great deal of frustration among the populations that received either corn meal or sorghum as their grain product (the two items do not have the same economic value). Their frustration nearly degenerated into looting on the second day, when the households present saw that they were not receiving the same thing as the households that had been served the day before. If a temporary on-site warehouse had been used before the distribution, the difference in the shipments would have been noticed and it would have been possible to change the contents of the food packages to be distributed (50% sorghum, 50% corn).

In all cases, immediately upon receiving the shipment, the SI team must ensure that the goods received are consistent with the waybill or delivery slip from the carrier in quantity (no goods missing) and quality (goods not broken, bundles not opened, etc.). If necessary, any remarks must made in writing on the carrier's waybill/delivery slip before it is signed (mandatory), so that the team's responsibility is not engaged (see Chapter 3, paragraph E).

The SI team must also verify, of course, that the goods received correspond to the needs of the distribution (in quality and quantity).

66. In exceptional circumstances, in remote zones where there is no suitable hard-shell structure, the goods may be kept in the lorries, which are then be guarded like a "normal" storage facility.

Do not send the lorry back immediately after receiving the goods (but have it remain near the site/warehouse). The lorry may prove useful for bringing back undistributed goods if some of the beneficiary households are absent or in the event that your safety margin was too wide.

To enable monitoring and accurate tracking, only one SI employee should be responsible for the on-site warehouse: he or she will be the only person to have the keys to the building, will carry out inventory management and monitoring, and must be present for all entries and withdrawals from inventory. This responsibility should be formalised in a written contract.

INVENTORY RECORD-KEEPING (MONITORING BOTH WITHDRAWALS AND ENTRIES) IS MANDATORY, EVEN FOR FIELD WAREHOUSES WHERE THERE ARE NO LOGISTICS PERSONNEL. MONITORING THE INVENTORY MAY BE DONE ON A SPECIFIC FORM OR EVEN IN A SIMPLE NOTEBOOK.

Example of a simplified NFI inventory monitoring form (the form used by programme staff in the field to facilitate counting) - Appendix 28

NB: This form is obviously NOT meant to replace the inventory monitoring records and forms used in the main SI warehouses (mandatory SI form are available on the Intranet). The form suggested here is simply intended to facilitate the task of monitoring a limited number of types of goods in a TEMPORARY field warehouse.

- Transporting goods between the intermediary field warehouse and the distribution site

The means that will be used to transport the goods between the field warehouse and the distribution site must be determined before the distribution: by lorry, by car, on motorcycles, by human porters (hiring day workers), in carts or wheelbarrows, etc. The safety of the transport route must be verified, particularly if the transport is to be carried out by day workers who are liable to be robbed.

A transportation schedule must be drawn up if the distribution is to take place over several days or if the site is to be supplied on a continuous basis so that on distribution day, the SI team knows what needs to be brought on the first trip, the second trip, etc. It is vital to plan the schedule in advance so as (i) to prevent a break in the distribution chain of one or more items[67], (ii) to avoid having to slow down the distribution process and (iii) to prevent tensions that might arise if the distribution has to be suspended because of a lack of goods.

67. Which happens relatively often when no schedule has been prepared in advance, despite past experiences…

Ideally, the transport schedule between the intermediary field warehouse and the distribution site should try to achieve a "balanced flow system" with the idea in mind of avoiding both stock shortages and over-stocking the distribution site. Over-stocking would not only be (i) a source of greed and temptation, but also (ii) a major obstacle if the SI team has to evacuate (as it would be impossible to repack everything).

IN ALL CASES, WAYBILLS MUST BE DRAWN UP FOR EACH TRANSPORT TRIP, INCLUDING TRIPS BETWEEN THE TEMPORARY FIELD WAREHOUSE AND THE DISTRIBUTION SITE.

Example of a simplified waybill for transport between the field warehouse and the distribution site (to be printed on A5 paper in triplicate: one copy for the recipient, one for the sender, one for the carrier) - Appendix 29

Example of a simplified field contract for vehicle rental
CAUTION: To be used only for rentals in the field; example to be adapted to the context - Appendix 30

- Awareness raising

A distribution is an ideal opportunity to convey awareness/information messages to the population. It has the advantage of bringing together a large number of people who are relatively open to receiving awareness messages.

▶ Depending on the context, the distribution site may be the place to raise awareness of best hygiene practices, how to use mosquito nets, etc.

Awareness messages may be communicated by banners, messages broadcast by megaphone, theatre scenes at certain times of the day (before the distribution begins, during breaks), songs, pictures on the distribution bags, pictures on the back of the cards, etc.

A well-designed awareness-raising programme (theatre or songs, for example) also gives the crowd something to do while they are waiting outside the distribution site, and helps to curb the impatience of the people awaiting their turns.

A reminder: if you are distributing any items that do not correspond to local practices, or correspond only partially, you must allow ample time before and during distribution to raise awareness as to how to use them properly. This is particularly true when distributing unknown foodstuffs[68], water treatment products (such as Aquatabs or chlorine), treated mosquito nets, etc.

Similarly, during an epidemic, when hygiene kits (soap, jerry cans, etc.) are distributed, it is essential to hold awareness sessions regarding hand washing, water purification, etc., which should be carried out in partnership with the WASH teams.

If items of an intimate personal nature are distributed (for example, personal hygiene kits for women), specific awareness sessions should be organised, discreetly and tactfully, for the targeted groups. Preferably, these sessions should take place (i) before and after the distribution, outside the site and (ii) in small groups or through education and awareness outreach workers, in order to avoid stigmatising the people receiving this specific aid.

Finally, if seeds are distributed[69], training/awareness sessions on best agricultural practices must be organised before and after the distribution. Crop demonstration plots may also be set up during the distribution.

Because the methods and contents of awareness-raising/training activities are specific to each humanitarian response sector (WASH for hygiene, Food Security for seeds, etc.), they will not be covered in this handbook. Please refer to each sector relevant to you.
It is nevertheless important to include awareness-raising/training in the distribution process, based on the items that are being distributed, and to train the distribution staff on these topics (or bring in specialised personnel).

For more content, tools and supporting materials, see SI's hygiene promotion site. The login and password are the same than those used for the Intranet.

- Complaints and appeals

We strongly recommend that, during distribution, both beneficiary AND non-beneficiary households be given the opportunity to lodge complaints and appeals. The aim of such a system is (i) to respect the beneficiary communities by taking their comments and suggestions into consideration, and (ii) gather information regarding any possible abuses on the part of the local authorities or SI employees.

68. To be avoided as far as possible, however.
69. Avoid distributing seeds in emergency situations. However, if it is considered relevant, be careful to focus on familiar varieties (amaranth and other indigenous African vegetables) and local varieties.

In practice, a complaints desk can be set up near the distribution site, but outside its boundaries[70]. The complaints desk can be manned by someone from the MEAL teams, a representative of the local authorities and/or of civil society. A padlocked box (like a letterbox), or a basket if a box in not available, can also be provided to receive the population's complaints. Paper, pencils, and sealable envelopes should also be made available (while taking care that they are not stolen). If the population is illiterate, a trustworthy "public writer" may also be recruited to write down the population's complaints and appeals.

The complaints should be recorded in a notebook and dealt with either on the spot or after the distribution.

Setting up a complaints system is obviously not a substitute for post-distribution monitoring.

- Selection and training of day workers

Like on-site surveying, a large number of day workers is required.

» First of all, the presence of representatives of the local authorities and of civil society is necessary to ensure crowd management, contribute to the legitimacy of the response process and facilitate verifying the identity of the beneficiaries at the entrance to the site. Three to four people are required per site. If the survey went well, we recommend that the same representatives be present during the distribution.

» Day workers employed as "verifiers" are necessary in order to check that the information on the cards matches the survey lists and to record each representative's signature or fingerprint. If possible, they should be the same workers that were employed as survey workers during the survey (and in any case should be literate). From six to ten workers are needed per site[71].

» A sufficient number of security workers must be present in order to ensure the integrity of the site and to manage the flow of beneficiaries. Depending on the layout of the site, 10 to 15 people may be necessary.

» Distribution workers in charge of giving each representative of a beneficiary household the items they are entitled to. One distribution worker is needed per stand for each type of item. For heavy goods (such as pre-packaged NFI kits), it is advisable to have two workers per stand. Employ women as much as possible for certain sensitive items (clothing, personal hygiene kits, etc.). Two to five workers should also be designated to assist physically vulnerable individuals in transporting their goods within the distribution site. It is also advisable to assign one or two distribution workers to the repacking area (see paragraph below) in order to help any people in difficulty there.

70. So as to be accessible to non-beneficiary households and to avoid disturbing the distribution.
71. If the survey was done on site, fewer verifiers will generally be needed for the distribution than were needed for the survey.

» Awareness workers are needed if you have planned to carry out any awareness-raising activities during the distribution (actors for plays on hygiene practices, people to do cooking demonstrations, etc.).

» If there is a field warehouse, guards will also be necessary: depending on the context, you will generally need one guard per entry during the day, and two guards per entry at night.

» Finally, freight handlers may be required to facilitate the loading/unloading of the lorries at the field warehouse and/or to transport goods between the field warehouse and the distribution site if needed, and/or to repackage bulk goods into kits if needed (from five to ten workers, approximately). At the distribution site, the distribution workers and some of the security workers can unload the lorries directly (additional freight handlers are not usually needed).

The selection criteria for day workers are the same as for survey workers: hiring equitably across ethnic groups, castes, religions and geographical regions of origin, gender, etc. See Chapter 4, paragraph I for further details.

The rules for compensating or remunerating day workers are the same as for the survey.

Any day workers who have never worked for SI before must receive training (based on the model for training survey workers - see Chapter 4, paragraph I). If most of the day workers were already employed for the survey, a refresher training session may be held while the site is being prepared and/or on the morning before the distribution begins.

If foodstuffs or seeds are to be weighed or measured, the distribution workers must be given a short training session on the methods to be followed: using the scales and graduated containers (level or rounded measurement), etc.

You will need to plan for longer specific training and rehearsal time for day workers employed for awareness-raising activities (for example, actors in a play on using mosquito nets, singers for performing songs, etc.).

F - INFORMING THE POPULATION

USING A MODEL SIMILAR TO THE COMMUNITY INFORMATION PHASE OF THE SURVEY, YOU MUST INFORM THE POPULATIONS OF THE DISTRIBUTION.

The information message should contain the following elements (where, when, who, and how?):

- How the distribution will take place:
  - » Location(s)
  - » Date(s), starting time, and specific days per target group if needed (by geographical sector)
  - » A reminder of who the primary household representative is.
  - » The representative must bring the voucher (no distribution without a voucher)
- Only targeted individuals should come to the distribution site: non-targeted people should not come to the site, as they will not be served;
- Physically vulnerable individuals must, if possible, plan to be accompanied by a friend or relative to facilitate their return home (transporting distributed goods);
- Children must not represent their parents (unless the children are heads of household);
- Specify if people have to bring something along with them (a bag, a basin, etc.) to carry their items home.

TO AVOID ATTRACTING TOO MANY PEOPLE TO THE DISTRIBUTION SITE, IT IS ADVISABLE NOT TO TELL PEOPLE AT THIS POINT WHAT THE SPECIFIC CONTENTS OF THE DISTRIBUTION WILL BE, BUT TO LIMIT THE INFORMATION TO GENERIC DESCRIPTIONS SUCH AS "FOOD", "HOUSEHOLD GOODS", "SEEDS", ETC.

If there were no problems during the survey, informing the population should be done by the same people, using the same methods, as the survey: broadcasting the message publicly by outreach workers, posters and displays, broadcasting the message at strategic times and places, word of mouth, etc. The population's understanding of the information message should be verified (see Chapter 4, paragraph H). Do not forget to inform the military and/or police authorities if necessary.

Unlike the survey however, the information period may be much shorter, as the communities will be expecting a follow-up to the survey. One half-day to three days is usually sufficient, depending on how large the zone is.

G - PREPARING THE DISTRIBUTION SITE

IN ORDER FOR THE DISTRIBUTION TO RUN AS SMOOTHLY AS POSSIBLE, THE LAYOUT OF THE SITE MUST BE WELL-DESIGNED AND ADAPTED TO FACILITATE THE FLOW OF THE BENEFICIARIES.

Depending on the shape of the site, we recommend that you:

- Locate the entrance near a shaded area (or cover the entry area with tarpaulins) so that the people awaiting their turns are not exposed to the sun or rain. The waiting area, located outside the site, must be large enough to accommodate the crowd;
- Locate the exit on the side opposite the entrance to avoid confusion in the waiting queues;
- Cover the verification area with tarpaulins to protect it from the sun and rain;
- Create a "safety buffer zone" between the crowd and the site (in order to limit possible mobbing) by putting up an outer and an inner rope perimeter;

> A distribution site must always be secure - in other words, at the very least cordoned off with ropes (and with security workers in position on the day of the distribution).

- Put entry portals in place using ropes to separate the lines of beneficiaries and prevent the site from becoming unmanageable if there are delays in one section.
- Carry out the distribution itself along a "line" (rather than in a corner of the site), called a "distribution ramp", so as to (i) facilitate monitoring - the whole process is visible at a glance, (ii) maintain a smooth flow of people, and prevent the beneficiaries from turning around and going back;
- The distribution ramp must be wide enough for the goods to be kept away from the boundaries of the site and thus from the crowd, to avoid theft during any mobbing that might occur;
- It is absolutely essential that there be an area where the beneficiaries can pack up their items before they leave the site, to enable them to gather their items together calmly and safely and thus be able to carry them home more easily (and discreetly[72]). If distribution is carried out by "grouping", the packing zone can also be used as the place where the members of the group divide up the goods;
- Remember to define an awareness-raising area if relevant: this could be inside the site - opposite to where people are waiting - or outside the site. Ideally, the awareness-raising programme should take place on a stage with its own separate sound system;

72. Beneficiaries often prefer to wrap up their items in a traditional length of cloth (such as a pagne or sarong), which is far less conspicuous than a distribution bag with the logos of the NGO and the donor on it. This helps them in particular to avoid being attacked or robbed.

- Remember to set up a complaints and appeals desk in the shade, close to but not inside the site;

- Provide for access routes to the site for lorries/day workers transporting goods: set aside a specific entrance or corridor for them, etc.;

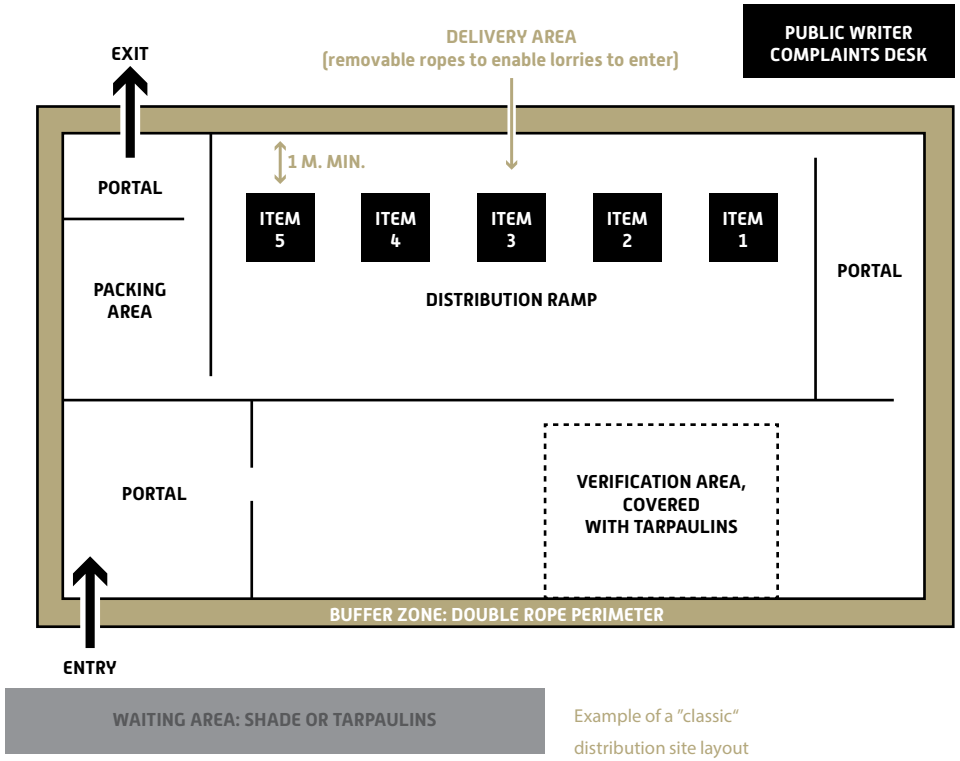
- Plan for building temporary latrines (by gender), hand-washing stations, and drinking water distribution stations, if relevant;

- You may also set up zig-zag queues at key waiting points to regulate the flow of people;

- Make sure too that on the day of the distribution, the community brings enough tables and chairs for the verifiers.

The day before the survey at the very latest, the site must be cleaned and cleared of brush if necessary, and especially, marked off following the ground plan you have prepared (see examples below). This means driving in stakes (provided by the community) for the ropes that will be put up the next day to cordon off the site[73].

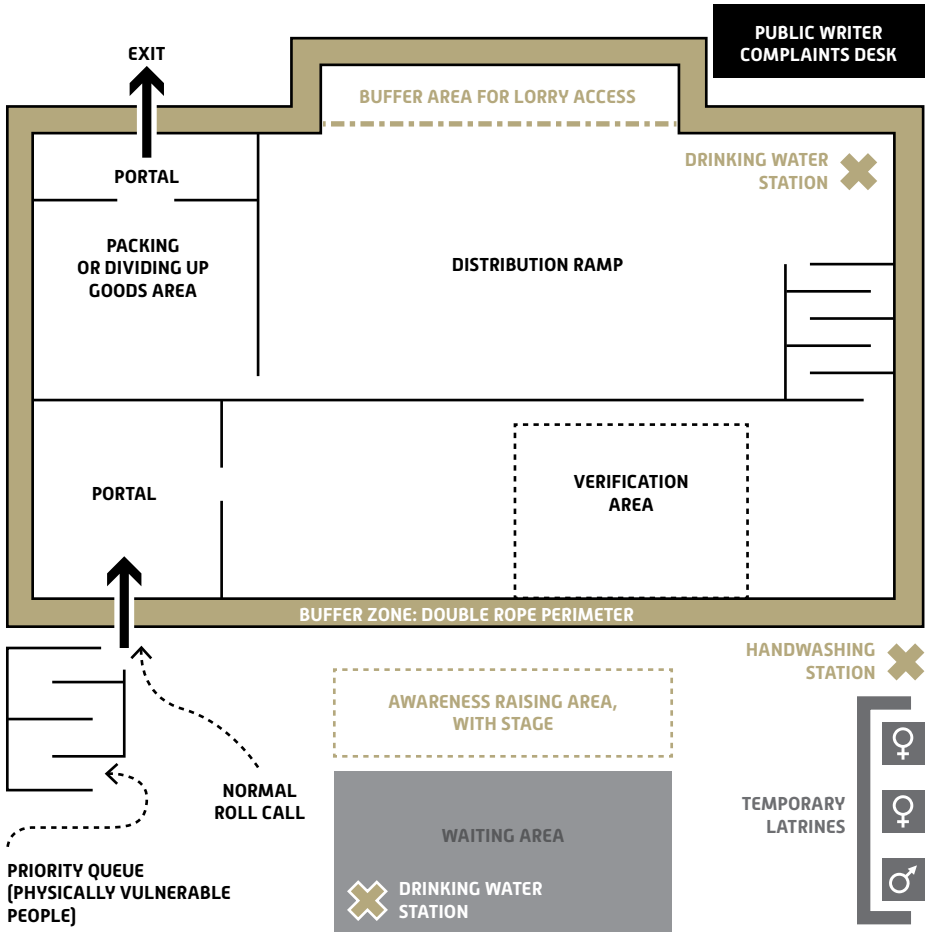
This task will be done with the security workers so that everyone can clearly visualise what their role and place will be the next day.



Example of a "classic" distribution site layout

73. We do not advise trying to save time by putting up the site boundary ropes or installing any other material the day before, as they may be stolen.

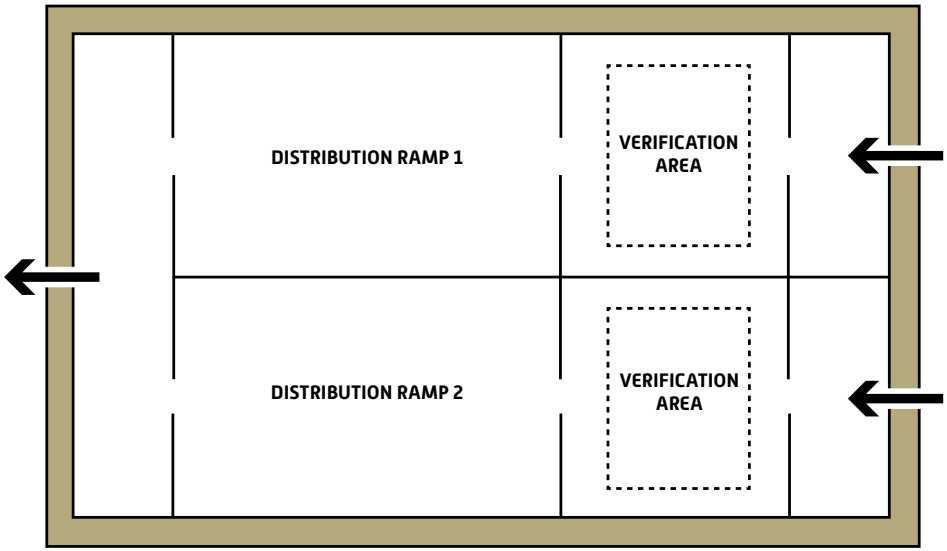
- Think about the order in which the various items will be distributed: for example, if a bag or sack (for people to pack their items in) is to be distributed, it should be given out first to facilitate carrying the next items;
- Think about how to organise any weighing or measuring of food or seeds;
- Remember to bring tools (scissors, box cutters, knives, machetes, etc.) to unpack any bales, boxes, etc. Be careful to give this equipment to a trustworthy person only, so that it is not used for any other purpose.
- If a sealed, pre-packaged kit is distributed along with loose items, remember to have a cutting tool on hand so that the beneficiaries can open the kit bag and put their loose items into it[74].



Example of an "ideal" distribution site layout

74. This cutting tool should be located in the packing area and only used by a security worker.

Chapter 5



Simplified example of the layout of a distribution site with two distribution ramps
(to expedite distribution or if two kits/baskets of different goods are being distributed)

To avoid confusion if kits/baskets with different goods are to be distributed to different beneficiary household profiles, we strongly recommend designing the site with at least two distribution ramps, and if feasible, setting up two different sites.

H - CONDUCTING THE DISTRIBUTION

THE HOUSEHOLDS HAVE BEEN SURVEYED, THE DETAILS OF THE DISTRIBUTION HAVE BEEN DISCUSSED WITH THE AUTHORITIES AND THEN FINALISED, A MEMORANDUM OF AGREEMENT HAS BEEN SIGNED, THE DAY WORKERS HAVE BEEN HIRED AND TRAINED, THE DISTRIBUTION SITE HAS BEEN PREPARED... YOU AND YOUR SI TEAM ARE NOW READY TO CARRY OUT THE DISTRIBUTION!

1 By the day before the distribution at the latest, the SI team leader should have determined:

- The roles and responsibilities of every SI employee[75] on the site (see details below), including staffing requirements at the intermediary warehouse (presence of an SI employee for all inventory entries/withdrawals) if relevant;
- The number of target households to be served ;
- The transport schedule - in other words, which supplies are to be delivered to the site, and at what time.

ON THE DAY SCHEDULED FOR THE DISTRIBUTION, IF THE WEATHER IS VERY BAD OR THERE HAS BEEN A LOCAL CRISIS (SUCH AS THE DEATH OF THE VILLAGE CHIEF) AND IF THE CONTEXT WARRANTS (FOR EXAMPLE, IF THE INHABITANTS DO NOT USUALLY GO OUT WHEN IT RAINS), THE TEAM SHOULD CONSIDER POSTPONING THE DISTRIBUTION.

2 On the morning of the distribution (1-2 hours before the scheduled starting time), set up the distribution site: tie the ropes around the stakes set up the day before, do not forget to provide access for the lorries, put tarpaulins up over the verification section, and set up the tables and chairs for the verifiers. Any temporary latrines, hand-washing stations and water supply points will have been installed in the days preceding the distribution.

3 Ensure that all expected day workers are present (do a roll call). You must provide them with visibility aids so that you can easily distinguish them from the beneficiaries: high visibility vests, (fluorescent stickers with SI and donor logos), an SI badge/sticker or a piece of SI scotch tape (attached to the sleeve of their T-shirts). SI staff will wear SI T-shirts that enable them to be easily recognised both by the team leader and members of the community.

4 Position each day worker at their assigned post and ensure that they have understood their roles fully (see below). Distribute pens, highlighters, ink pads for fingerprinting, and writing stands, if necessary, to the verifier workers.

75. To facilitate the distribution, it is important for every SI employee to stay in position and maintain their assigned roles throughout the whole day so that (i) everyone's responsibilities are clear and (ii) there is no disruption and confusion.

5 Take delivery of all or part of the goods. Ensure that the goods correspond in quantity and quality to the waybills (or delivery notes) as well as to the transport schedule. Write any remarks on the waybill or delivery note, and sign it.

The goods must be properly stocked on the site:

» Bales, boxes and large sacks should be correctly stacked (and not left in a heap on the ground) so that you can count them easily and immediately note (visually) if anything has been stolen.

» When single items are unpacked, they are to be put on a clean tarpaulin behind each distribution worker.

» Tarpaulins (or other protective materials) should be made available to cover the goods in the event of rain or sand/dust storms.

» A specific day worker must be in charge of helping to unwrap bales, open boxes etc., since this step can easily slow the distribution down.

» Bulk sacks of foodstuffs or seeds are only to be opened once the distribution has started (under the supervision of an SI staff member so as to prevent fraud) and only as required (to avoid goods being lost, spilt on the ground, etc.).

» If food is to be handled (weighing/measuring), it must be done - whenever possible - wearing hygiene gloves (of the white latex type).

» If goods are delivered in bulk, you may also prepack them into kits on site, before starting the distribution. However, we rarely recommend doing so because it takes up a lot of space, unless there are many "small" articles to be distributed (toothbrushes, sanitary towels, etc.).

Do not take delivery of any goods on site unless the site is ready and secure: ropes tied in place and security workers in position around the site, etc.
Never distribute "off the back of the lorry" so as to avoid mobbing and disruption. The lorry arrives on site, the shipment is unloaded, the site manager signs the carrier's waybill, the lorry leaves the site or is parked in a corner: then and only then can the distribution begin or be continued.
If there is to be a continuous delivery of goods to the site: distribution must be suspended every time the lorry manoeuvres to (i) prevent accidents and (ii) facilitate counting.
Finally, in contexts where there is a high risk that the SI team may have to evacuate during the distribution (riots, violent mobbing, etc.), we advise you to unload the lorries gradually so that you can evacuate the site with as much of the undistributed goods as possible[76]. In practical terms, this means unloading the items needed for 100 or 200 households, distributing them, and then unloading the items for the next 100 or 200 households, and so on.

76. Remember that this may put the carrier and his team at risk.

6 Using a megaphone, the team leader, accompanied by representatives of the authorities (and by an interpreter if necessary) introduces the distribution, and reviews/explains the instructions:

» The order in which the beneficiaries will be called and/or the distribution schedule, if the distribution is to take place over several days (so that the people not scheduled that day can return home);

» Only those people with a valid card are allowed to enter the site;

» Physically vulnerable people have priority, while the others must wait to be called;

» To receive their goods, the household representatives must first sign the survey list with their signature or fingerprint;

» Turning around and going back is not allowed inside the site (compliance with the distribution sequence);

» Complaints and appeals can be lodged at one place or dictated to someone;

» Any failure to observe the rules or any attempt to commit fraud will be sanctioned by permanent exclusion from the distribution;

» Everyone who has a valid card will be served, so the crowd should stay calm and wait patiently;

» If mobbing occurs, the distribution will be suspended or even cancelled;

» Beneficiary households must keep their cards safe even after the distribution is over, in case another organisation has arranged to use the SI lists for its own distribution or SI carries out a repeat distribution in future. However, the card will be punched or marked to confirm that the kit has been received.

IT IS IMPORTANT FOR SI STAFF TO REMAIN CALM, FRIENDLY AND RESPECTFUL DURING DISTRIBUTION. THE RULES MUST THEREFORE BE VERY CLEAR AND DETAILED FROM THE VERY START OF THE ACTIVITY, SO AS TO AVOID ANY MISUNDERSTANDINGS.

» The exact contents of the distribution: X kg of a particular type of flour, X measures of a particular variety of beans, X packets of a particular type of seeds, X blankets - so that people can check that they have in fact received all the items they are entitled to.

Stating clearly what is going to be distributed generally helps to reduce restlessness in the crowd (minimising stress, curiosity, etc.).
If there have been any problems with the packaging of the goods (for example, the contents of the cooking kits are not consistent), you should not go into too much detail when you describe the items that will be distributed. For example, it is better to say "a cooking kit with pots, cups, plates, etc." rather than "X pots, X cups, etc."

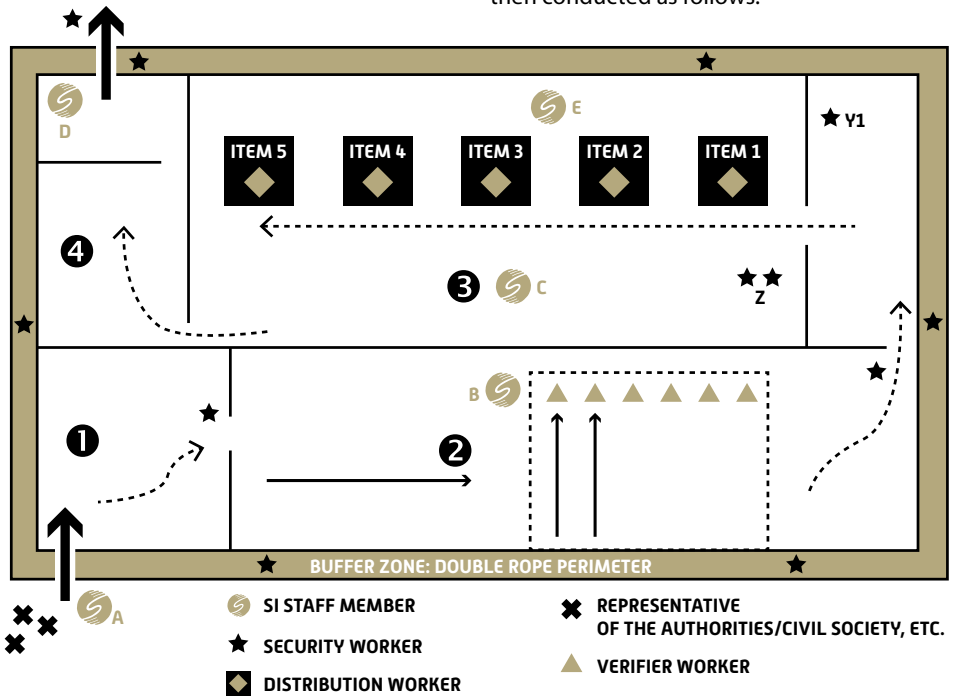
We would also advise putting up one or more information boards with pictures of the items that will be distributed (types of items and quantity), so that everyone can access this information at any time. These information boards can be set up in the waiting area outside the site as well as at the start of the distribution ramp.

The introduction may be repeated several times during the distribution, as warranted by the arrival and flow of the crowds.

7 If awareness-raising activities have been planned, they should be carried out at the very least before the distribution starts (while the people present are calm, not overly tense because the distribution has started, and are thus still receptive).

IDEALLY, THE AWARENESS-RAISING ACTIVITIES SHOULD BE REPEATED AT SEVERAL DIFFERENT TIMES OF THE DAY OR THROUGHOUT THE DAY, ESPECIALLY TO KEEP THE CROWD WAITING TO ENTER THE SITE BUSY (SO AS TO MINIMISE THE RISK OF PEOPLE LOSING PATIENCE).

8 The SI staff take up their positions and wait if necessary until the crowd present is relatively calm before they begin the distribution, which is then conducted as follows:



Example of how a distribution site is organised

1 SI staff member "A" has all the survey lists in hand at the start of the verification process. If possible, they should be sorted so that the lists of priority recipients (pregnant women, the elderly) are first, along with the lists of the beneficiary households that live the farthest away. The lists of the other households are placed in a second pile.

SI staff member "A" takes the first list and, using a megaphone (or any other public address system), calls out the first name.

IF THE SI STAFF MEMBER DOES NOT COME FROM THE RESPONSE ZONE, WE ADVISE YOU TO ASK A LOCAL AUTHORITY TO CALL THE NAMES BY MEGAPHONE SO AS TO AVOID ANY ACCENT PROBLEMS, MISREADING NAMES, ETC.

The first person called shows their card at the entrance to the site. The SI staff member (i) verifies that it is an authentic SI card - the numbers, paper quality, type of printing, etc. match the cards given out during the targeting phase, and (ii) by asking a few quick questions (address, name of spouse, place of origin, etc.) also verifies that the person carrying the card matches the information given on the list. The local authorities are there to invalidate/confirm the person's identity and to provide additional information if problems arise. If everything is in order, the person comes into the site, keeping their card with them, and waits in the entry portal.

All the names on the first list are called and the identities of the people carrying the cards are verified one by one in the same way.

Once the 20 people[77] on the first list are in the entry portal, SI staff member "A" gives the list to colleague "B" preferably (if not, then to one of the security workers), and then begins calling the second list, etc.

The representatives of the authorities and civil society also help to organise the queue outside the site.

WE ADVISE YOU TO PROCEED BY FIRST CALLING THE PRIORITY BENEFICIARIES FOR WHOM WAITING IS DIFFICULT AND THEN THE PEOPLE WHO LIVE THE FARTHEST AWAY SO AS TO MAKE IT EASIER FOR THEM TO GO BACK HOME.
PEOPLE FOR WHOM WAITING IS DIFFICULT WHO ARRIVE AFTER THE DISTRIBUTION HAS BEGUN STILL HAVE PRIORITY, AND MUST BE ABLE TO JOIN A QUEUE RESERVED FOR THEM, OR MUST BE IDENTIFIED BY SI WORKERS AND BOUGHT TO THE FRONT OF THE QUEUE.
IF NOT ALL THE PEOPLE ON A GIVEN LIST COME FORWARD WHEN THEIR NAMES ARE CALLED AT THE ENTRANCE (TWO ARE ABSENT, FOR EXAMPLE), THE 18 WHO ARE PRESENT WILL BE ADMITTED TO THE SITE NONETHELESS. THE LIST THAT IS STILL INCOMPLETE (IN THIS CASE, TWO PEOPLE ARE MISSING) WILL BE SENT BACK TO SI STAFF MEMBER "A" ONCE IT HAS BEEN USED IN THE VERIFICATION AREA, SO THAT THE TWO PEOPLE WHO WERE LATE CAN BE CALLED AGAIN (USUALLY AT THE END OF THE DISTRIBUTION).
PROBLEMATIC CASES (CARDS LOST OR STOLEN, INCONSISTENCIES BETWEEN THE CARD AND THE LIST, ETC.) MUST BE REFERRED TO THE COMPLAINTS DESK AND WILL USUALLY BE SERVED LAST SO AS TO AVOID LATER PROBLEMS AND INCONSISTENCIES.

77. Here, 20 people correspond to one list (using the sample list format given above).

2 SI staff member "B" asks the 20 people waiting in the entry portal to form a queue and takes them to a verifier, to whom "B" gives the survey list. The day worker must verify that the card number on the list matches the number on the card brought by the person (and vice versa).

Once the link between the card and a line in the list has been confirmed, the verifier highlights the whole line on the list and puts a clearly visible mark, using a highlighter or felt pen, on the back of the card[78] ("OK", for example).

The day worker then asks the representative of the beneficiary household to sign the list in the space provided. If the representative is unable to sign, their fingerprint will be recorded instead.

> Although recording the beneficiaries' signatures or fingerprints is of little practical value in terms of the distribution (the differences between fingerprints or scribbled signatures are not discernible to the naked eye) and even tends to delay the process, it is nevertheless mandatory because it is required by most of our donors (ECHO, OFDA/USAID etc.), who need to have proof that the distribution took place.
> NB: This practice has the advantage of empowering the beneficiary households, who certify in this way that they have received the goods distributed.

The representative of the beneficiary household then waits in the second portal, keeping their card in their possession.

Should a problem arise, the day worker calls SI staff member "B" who is responsible for ensuring that the verification process proceeds smoothly. SI staff member "B" is also responsible for collecting the processed survey lists: lists that are entirely highlighted and signed are kept, while those that are only partially highlighted (there are latecomers) are given back to SI staff member "A".

3 SI staff member "C", assisted by day worker "Y", is in charge of supervising the distribution ramp. The distribution ramp is one of the critical points in the distribution process: it is easy for a distribution worker there to give a relative or close friend two items instead of only one, or for a beneficiary to help themselves when the ramp is congested. Therefore it is important that:

- The flow of people along the distribution ramp be as smooth as possible: no waiting, no crowding. Ideally, there should be only one beneficiary at a time at a distribution stand
- .Beneficiaries NEVER help themselves: they are served by a distribution worker who carries out the weighing or measuring and checks the size of the household (on the card) to determine the number of items to give them, etc.
- Day worker "Y" carefully monitors the exit from the waiting area so that there are never too many people on the ramp.
- Two security workers "Z" are there to help people who have difficulty transporting their goods so as to avoid congestion along the distribution ramp.
- The distribution ramp must be "clean" so that the SI staff member always has a clear view of all the goods and distribution workers: packaging materials and other waste must be cleared away or piled up as you go along.

THE DISTRIBUTION RAMP IS USUALLY THE POINT WHERE THE DISTRIBUTION PROCESS SLOWS DOWN. AS SOON AS YOU RUN OUT OF AN ITEM, OR A BALE IS NOT OPENED IN TIME, ETC., THE DISTRIBUTION SLOWS DOWN.

4 After receiving the goods, the representatives of the beneficiary households go into the repacking area. Here they can take the time to pack all their items into a bag or other container. One or two day workers are also there to help them.

Once they are in this area, however, the beneficiaries cannot turn around and go back for any reason whatsoever.

In order to leave the site, a beneficiary must show their card to SI staff member "D" (a position which must be held by an SI staff member so as to curb fraud). The latter checks that "OK" is marked on the back of the voucher and then punches it.

> The "OK" noted on the back of the voucher + the punch mark on the voucher + highlighting the person's name on the list enables you to TRIPLE check that the representative of the beneficiary household has gone through the distribution. If the person comes forward again at the entrance to the site, their card will be rejected if any one of these three signs are there[79] (even if the person has tried to "skip a step").

SI staff member "D" is also responsible for ensuring that physically vulnerable people have someone to help them return home. If this is not the case, and you have been able to organise an escort system, SI staff member "D" will ask a member of the local NGO responsible for assisting unaccompanied vulnerable people to look after the person.

78. We do not advise stamping the vouchers because this would require giving stamps and ink pads to the day workers (risk of loss, fraud, etc.). A simple mark using a highlighter or felt pen is sufficient.

79. Be aware though that highlighting the names on the list (a task carried out by day workers) is sometimes done incorrectly in the rush (the wrong names are highlighted).

When foodstuffs or seeds are weighed or measured out by distribution workers, random quantity checks must be carried out at the exit (to ensure that the correct quantities are being distributed and to replace any distribution worker who has been committing fraud). In the same way, if the quantities of certain items are to be proportionate to the size of the beneficiary household, a random check must be carried out at the exit to ensure that the size of the household as noted on the card matches the quantities received.

IF GROUPING HAS BEEN CHOSEN AS THE METHOD OF DISTRIBUTION, THE DISTRIBUTION WILL BE CARRIED OUT ACCORDING TO THE SAME PRINCIPLES AS DESCRIBED ABOVE (ENTRY TO THE SITE, VERIFICATION, EXIT...) - THERE ARE CHANGES ONLY TO STAGE ❸. INSTEAD OF PEOPLE MOVING ALONG THE DISTRIBUTION RAMP ONE BY ONE, A GROUP OF REPRESENTATIVES OF BENEFICIARY HOUSEHOLDS COMES TO EACH DISTRIBUTION STAND TO RECEIVE THEIR GOODS.

As was the case during the survey, the team leader (SI staff member "E") does not stay in a fixed location: the team leader is the only one who can and must move around the site, and "conduct the orchestra". The team leader is responsible for verifying that every stage in the distribution runs well and that the site functions smoothly: no one other than day workers and beneficiaries may enter the site; goods are delivered properly and on time; no men in uniform or carrying weapons are present on the site or in the vicinity; the distribution ends on schedule, etc. The team leader may also go outside the site to improve crowd management (if the waiting queues are poorly organised) or to speak to the beneficiary communities directly if people are becoming impatient (to restore calm).

Should it be necessary, it is the team leader's responsibility to decide to suspend the distribution (when there is a risk of looting, for example), to evacuate the area if the team is in danger, and to make any decision necessary to ensure the safety of all the people present on the site.

IF, FOR ANY REASON, NO ONE ON THE SURVEY SITE HAS THE RANK OF TEAM LEADER, ONE OF THE SI STAFF MUST BE DESIGNATED TO ACT AS "SITE LEADER" AND WILL HAVE THE SAME PREROGATIVES ON-SITE AS A TEAM LEADER WOULD. WITHOUT SOMEONE IN CHARGE OF COORDINATING THE DIFFERENT STAGES, A SITE CAN VERY QUICKLY BECOME UNMANAGEABLE.

If no cards were distributed during the survey (as in the case of surveying by means of verifying existing lists, with no variant), stage 2 is omitted. Staff member "A" highlights the representative's name on the list and asks them for their signature.

The configuration described above requires five or six SI staff members - five on site + one in the field warehouse (an SI staff member must be present each time inventory is withdrawn or entered).
When food to be distributed must be weighed or measured, it is advisable to position an additional SI staff member along the distribution ramp to facilitate and increase monitoring there.
If there are four staff members, posts "A" and "B" will be combined. If there are three staff members (not recommended), team leader "E" will take the place of "C" and suspend operations on the distribution ramp from time to time to observe the other stages of the distribution. With fewer than three SI staff members, the site cannot be managed properly.
In a tense context or when there are few staff members, we advise you to use radio handsets to facilitate coordinating the various stages: the SI staff member on the distribution ramp could then, for example, ask the colleague at the entrance to the site to slow down because the other stages are not keeping up, order goods from the field warehouse, or call for help if the situation is becoming difficult to manage, etc., all without leaving their post and supervisory role.

9 The distribution is closed at the scheduled time, even if there are still households to be served (for reasons of security and to enable the beneficiary communities to return home before nightfall).

IF THE DISTRIBUTION HAS NOT BEEN COMPLETED, THE TEAM LEADER MUST EXPLAIN THIS AND EMPHASISE THAT IT WILL CONTINUE THE FOLLOWING DAY (IDEM FOR SURVEY SITES, SEE CHAPTER 4, PARAGRAPH 4).

10 The site is then entirely dismantled and cleaned[80]. To avoid theft, only the stakes are left in place. All items (pens, etc.) and forms (survey lists, etc.) are collected up. Every evening, the day workers must hand in the visibility aids they were issued with, otherwise they will not be paid[81].

All remaining goods (undistributed) are counted, repackaged and returned to the SI warehouse (with a waybill). To avoid any tension or conflict, no surplus goods are to be distributed in an unauthorised manner.

The community's complaints and appeals are collected together.

80. Particularly as a sign of respect, as the site was made available at no charge.
81. To prevent possible misuse of the SI logo: fake surveys, false information, etc.

11 Every evening, the SI team leader reviews the day's work with the team: strengths, weaknesses, what needs to be improved the following day, etc. When all non-distributed goods have been returned, the warehouse inventory must be compared with the number of households that received aid (that is, the number of households highlighted on the survey lists) so as to ensure that (i) there has been no theft or misappropriation, and (ii) the distribution can continue smoothly (with no items running out).

12 The distribution is finished when all the households on the survey lists have been called. Depending on the situation, you may notify the local authorities that "latecomers", that is, the people registered on the survey lists who were absent on the distribution day, can be served at the SI office.

In practice, it is often difficult to close a distribution: there are usually many people around the site asking to be added to the list, begging for one or two undistributed items, etc. It is important not to start handing out "leftover" items or the situation is liable to degenerate.

What to do with "leftover" goods:

- Preferably, they should be returned to the main SI warehouse. Remember to plan for transporting goods back, especially when (i) the "safety margin" included in the quantities ordered was too wide, or (ii) certain beneficiary households were absent on the day of the distribution.
- Exceptionally, and with the approval of the authorities, they may be given to people clearly identified as "exclusion errors". However, it often happens that (i) these people are attacked/robbed out of jealousy, and that (ii) this type of distribution to people that were not registered during the survey creates a vortex that is very difficult to manage (and puts the safety of the teams at risk). In any case, these households must be added to the survey list like any other beneficiary household.
- Exceptionally, leftover goods may also be given to a local NGO to distribute to the latecomers or the most vulnerable a few days later (in which case a donation certificate will have to be signed). Because of the risk of misappropriation it entails, this last option should not normally be chosen.

Generally speaking, you need to remember that distribution day is never the appropriate time to update the survey lists (lack of time, other problems to solve, risk of having to deal with a huge number of requests, etc.). Moreover, it has to be accepted that a survey can never be "perfect", especially in an emergency situation.
To prevent a situation where there are too many exclusion errors, the process must be designed from its earliest stages so as to (i) inform the population about the survey as well in advance as possible in order to avoid absences, and (ii) keep the lapse of time between the distribution and the survey as short as possible.

FOR THESE SAME REASONS (MANY PEOPLE PRESENT AROUND THE SITE), THE ATMOSPHERE SURROUNDING THE DISMANTLING OF THE SITE IS OFTEN TENSE: THE TEAM LEADER MUST STAY ALERT AND PROTECT THE INTEGRITY OF THE SITE UNTIL THE BOUNDARY ROPES HAVE BEEN TAKEN DOWN (WHICH IS DONE LAST).

DURING THE DISTRIBUTION, DO NOT FORGET TO TAKE PHOTOS OF THE ACTIVITIES FOR (I) REPORTS TO THE DONOR, (II) CORRESPONDENCE BETWEEN THE MISSION AND HEADQUARTERS, AND (III) SO THAT SI MANAGEMENT MAY SEE THE ACTIVITIES (MANAGING AT A DISTANCE - SEE CHAPTER 4, PARAGRAPH K). DO NOT FORGET TO TAKE PHOTOS SHOWING THE LOGOS OF SI AND THE DONOR(S): STAFF T-SHIRTS, DAY WORKERS' VESTS, ETC. WE RECOMMEND PUTTING UP ONE OR MORE BANNERS ON THE DISTRIBUTION SITE WITH THE LOGOS OF SI AND THE DONOR(S) ON THEM.

I - PRESENTATION OF THE DISTRIBUTION OUTCOMES

ONCE THE DISTRIBUTION IS FINISHED, REGARDLESS OF THE CONTEXT, IT IS MANDATORY TO PROVIDE THE COMMUNITY WITH THE RESULTS OF THE DISTRIBUTION, IN OTHER WORDS, WITH THE NUMBER OF HOUSEHOLDS THAT WERE ACTUALLY SERVED.
THIS IS AN IMPORTANT STAGE, NOT ONLY TO ENSURE THE TRANSPARENCY AND COMMUNITY ACCEPTANCE OF THE RESPONSE ACTIVITY (IT MAY FACILITATE OTHER SI ACTIVITIES IN THE ZONE) BUT ALSO OUT OF RESPECT FOR THE COMMUNITIES.

The representatives of the authorities/civil society and SI formalise the results by signing the distribution report(s)[82]. Just as for the memorandum of agreement, we recommend obtaining as many signatories as possible so as to ensure the local partners' validation of the process[83].

THE SIGNING OF THE DISTRIBUTION REPORT SHOULD NOT BE SEEN AS A MERE ADMINISTRATIVE FORMALITY, BUT AS A STAGE CONCLUSIVELY DEMONSTRATING THE PARTICIPATION AND INVOLVEMENT OF THE COMMUNITY IN THE HUMANITARIAN ACTIVITY. IT IS THEREFORE OUT OF THE QUESTION, AS SOMETIMES HAPPENS, TO HAVE THE AUTHORITIES SIGN BLANK REPORTS.

82. If possible, and depending on the context, it should be drawn up in the local language(s) as well as in French and English so that everyone can understand it.
83. If possible, we recommend that you have the same signatories on the survey memorandum of agreement, the survey report, the distribution memorandum of agreement, and the distribution report.

We recommend that that one distribution report be drawn up per survey zone/site.

SIGNATORIES MAY ASK FOR A COPY OF THE DISTRIBUTION REPORT(S) THAT THEY SIGNED. THIS IS A LEGITIMATE REQUEST AND MUST BE RESPECTED... SO MAKE SURE YOU HAVE MADE ENOUGH COPIES!

If they wish, the authorities may also write a letter (thanking the teams or indicating any problems) which will be given to SI management and appended to the distribution file.

▶ Signing the distribution report marks the end of SI's distribution response.

REMINDER: Remember to pay - or not - the day workers hired for the distribution (see Chapter 4, paragraph I for further information).

Example of an end of distribution report - Appendix 31

NOTES

ARCHIVING AND REPORTING

A - DEBRIEFING

ON RETURNING TO THE SI OFFICE AFTER THE DISTRIBUTION, THE FIELD TEAM MANAGER MUST HOLD A DEBRIEFING SESSION WITH THE ENTIRE TEAM.

The SI supervisor will conduct:

- A debriefing with the team leader regarding how the response was implemented;
- An additional debriefing with the whole team;
- If problems have arisen (suspicion of fraud, abuse of power, tensions among members of the team, etc.), individual debriefings may also be organised with the various members of the team.

The information gathered during these debriefing sessions should be used to improve SI's future distribution implementation strategies

B - ARCHIVING THE RESPONSE FILE

THE RESPONSE TEAM MUST ALSO ARCHIVE THE DOCUMENTS USED DURING THE SURVEY AND DISTRIBUTION ACTIVITIES. CORRECT ARCHIVING IS IMPORTANT SO THAT SI MANAGEMENT CAN MONITOR HOW THE DISTRIBUTION WAS CARRIED OUT. IT IS ALSO MANDATORY FROM A CONTRACTUAL POINT OF VIEW (THE DONOR MAY REQUEST THE DOCUMENTS IN THE EVENT OF A FIELD AND/OR HEADQUARTERS AUDIT).

Whoever the donor, SI must be able to provide them with proof that the distribution was implemented properly (and thus show that the aid financed by the donor was not misappropriated).

For each response activity, the following documents must be archived together in the same file folder or box:

- » The distribution team's copy of the waybills (or delivery notes)[84];
- » The memoranda of understanding and agreement with the community;
- » The survey lists signed by the representatives of the beneficiary households;
- » Cancelled vouchers and cards;
- » The survey and distribution reports;
- » Complaints, appeals and letters from members of the community;
- » Field warehouse management documents;

- Any incident reports;

Together, these documents constitute the response file.

The contracts for purchases, rentals, transport etc. must be retained by the support departments (administration and logistics).

All of the above documents must be carefully kept throughout the duration of the project as they may be requested at any time during a field audit or a visit by donor representatives.

If the project has been funded by a UN agency (UNICEF, WFP, FAO, OCHA, HCR, etc.) or by any other donor that carries out field audits, all the documents must be retained by the mission (and especially not thrown out) until the contract has been closed and any audit done.

If the project has been funded by ECHO, OFDA/USAID, EuropeAid or any other donor that carries out their audit at SI headquarters, evidence of distribution must be sent to Paris at the end of the contract: for example, survey and distribution reports + the survey lists signed by the beneficiary households + samples or cards (filled in and used during the distribution process) accompanied by the distribution report with photos (see below).

NB: If in doubt, please consult your coordinator and/or headquarters, to find out which documents must be sent to Paris for audits.

84. The logistics department may in turn keep the copy of the waybill submitted by the carrier for payment.

C - MONITORING THE RESPONSE FILE

EVEN IF THEY WERE PRESENT ON THE TERRAIN, SI STAFF MUST MONITOR THE COHERENCE AND CONSISTENCY OF ALL DOCUMENTS TO ENSURE THAT THERE HAS BEEN NO "VISIBLE" FRAUD.

This includes:

- Monitoring the coherence and consistency of the survey reports, survey lists, waybills, and beneficiary cards as well as crossed out and returned cards, in order to ensure that the number of households surveyed is consistent with the number of cards given out (no misappropriation of beneficiary cards);
- Monitoring the coherence and consistency of the waybills, stock management documents and distribution reports (and the highlighting on the survey lists) to ensure that the quantity of goods that were distributed matches the number of beneficiaries that were surveyed (no misappropriation of goods);
- Reading the complaints, appeals and letters from the community and ensuring that the issues raised have been addressed and a response has been given to the complainants;
- Viewing the photos taken by the team and checking that they are consistent with the written description of the response activity (for example, whether the description of the distribution site matches the photos!).

THIS MUST BE DONE IN addition TO MONITORING THE CASH ADVANCE THAT WAS PROVIDED TO THE RESPONSE TEAM: CHECKING INVOICES, CONTRACTS, LISTS OF DAY WORKERS AND THEIR CONTRACTS[85], ETC.

Any inconsistency in the response file (loss of goods, for example) must be reported by the response team in the form of a written incident report to both the coordinator and headquarters.

Distribution files may contain information that is sensitive in certain contexts. In the event that the base has to be evacuated, you must be careful to take with you (or destroy if necessary) any survey lists that could be used for other purposes by thieves or looters.

85. Be particularly careful that you did not hire "too many" day workers.

D - REPORTING

DEPENDING ON THE TIME AVAILABLE, THE RESPONSE TEAM MAY BE ASKED TO DRAFT AN INTERVENTION REPORT FOR INTERNAL OR EXTERNAL USE. THIS DOCUMENT WILL BE PARTICULARLY USEFUL FOR THE TEAM RESPONSIBLE FOR FOLLOW UP (SO THEY WILL KNOW WHAT WAS DONE AND HOW).

In some zones, a written intervention report may be strongly advised or even mandatory because one or more authorities (provincial administration, Prefect, etc.) require it within the framework of NGO and local or national government cooperation. Find out! And do not hesitate if necessary to produce two versions of the report: one internal and one external.

The report may also contain a statistical analysis of the information gathered through the survey lists (average household size, zone of origin, etc.), especially if the data enables a better understanding of the response zone (and its humanitarian importance).

This report, accompanied by a number of photos, can serve to draft the final report and to provide additional evidence during donor audits (the photos constitute proof of the distribution process). It can then be added to the response file as an appendix.

WRITING THE REPORT ALSO ENABLES THE RESPONSE TEAM TO DO SOMETHING OTHER THAN FIELD WORK AND MAKE PROGRESS IN THE ACQUISITION OF REPORTING SKILLS (CAPACITY BUILDING OBJECTIVE).

Example of an NFI response file used in DRC - Appendix 32

Security incident report template - Appendix 33

Example of a response summary report (for internal use only) - Appendix 34

Although the distribution activity itself ends here, it is vital to remember to follow up both the response activity (monitoring the process) and the beneficiary households post-distribution (monitoring the impact), depending on the type of items distributed.
For food or NFIs, PDM (post distribution monitoring) should usually be carried out two to three weeks after delivery, so as to monitor whether the beneficiary households received the correct quality and quantity of goods, how they are being used, and whether some of the items have been sold/stolen/lost and why, etc. Follow up may also focus specifically on the most vulnerable beneficiaries to ensure that they have not been put at a disadvantage by the distribution.

Finally, do not forget to develop an exit strategy (if this was not done during the assessment phase).

NOTES

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