

“An operational tool to estimate how much refugee households require to meet their basic needs – on a regular, seasonal and one-off basis – to inform humanitarian cash and voucher assistance in Uganda”

# Minimum Expenditure Basket Harmonization Guidance

Cash Based Interventions National  
Technical Working Group Refugee  
Response

With technical support from CashCap

CWG is Co-chaired by



With the technical support of



## Contributions and Acknowledgements

This Guidance was written by Jimena Peroni, Cash & Market Advisor deployed by CashCap to support the National Technical Cash Working Group for the Refugee Response in Uganda, with active involvement and inputs from the conformed MEB Task force and Sectors Working Groups.

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## Consultation Process

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*March 27<sup>th</sup>, 2019.*

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*Thanks for sending questions, inputs & feedback to [cwg.uganda.kampala@gmail.com](mailto:cwg.uganda.kampala@gmail.com)*

# Minimum Expenditure Basket Harmonization Guidance

## Executive Summary

The present Minimum Expenditure Guidance is an operational tool for the Refugee Response to inform humanitarian multi sector and/or multipurpose cash assistance to meet food needs and a broader set of essential needs of refugees in Uganda<sup>1</sup>.

The guidance seeks to answer the question of what is the minimum amount that a *median* refugee household requires to meet basic needs that could be covered entirely or partly through the market <sup>2</sup>. The CWG built this guidance document, based on desk review, consultation to multiple stakeholders at national coordination platforms and analysis of current data available<sup>3</sup>. However, District level and refugee's consultation was limited, but it is anticipated in the roll out phase to localize the reference MEB to the different geographical areas. The guidance provides a set of tools to support operational partners to have a better understanding of women and men refugee's point of view when quantifying unmet needs, their priorities and how they would like to be assisted, enabling households to decide how to prioritize their expenditures.<sup>4</sup>

The harmonization guidance proposes a *reference average value of UGX 72,321 per person per month* to meet essential needs<sup>5</sup>. This value should be used as a reference and by no means should be taken as a prescriptive value to apply without due diligence vulnerability and market assessments at settlement level and involvement of refugees in the process of program design<sup>6</sup>. The reference MEB, mainly, builds on a right based approach identifying what unmet basic needs are due to a lack of income and household resources. It combines an expenditure lens, ensuring that it is consistent with demand behaviour and aligned with the host population. The document brings sectoral expertise, fostering greater involvement of sector working groups in multipurpose cash grant interventions, along with other activities to best reach intended sectoral outcomes that can contribute to protection and self-reliance. The MEB value is a critical factor when determining transfer values; however, transfer values are closely reliant on of the capacity of the households to cater for their own essential needs with their own resources and abilities, other assistance received, market capacity and what the program aims to

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<sup>1</sup> Please refer to Cash and Voucher Glossary CaLP ([link](#))

<sup>2</sup> It does not take account specific individual needs, which might need a top up; based on the objective of the program and gap analysis of the targeted population.

<sup>3</sup> The Cash Working Group co-chaired by WFP and UNHCR formed the MEB Taskforce, facilitated by CashCap technical support.

<sup>4</sup> Toolkit ([link](#)). Focus Group Discussion template, Calculator excel sheet, [Participatory Video methodology](#) and key resources. In-coming vulnerability essential need assessments (VENA) will review the constructed MEB against an analysis of the essential needs expressed by the refugees, market capacities and expenditure patterns to assess economic vulnerability. In this line, the VENA will suggest inputs for an improved version of the reference MEB values, which will need to be included in an updated version of the Harmonization Reference Guidance 2019/2020, developed by the Cash Working Group. This process will be key to ensure that the MEB Harmonization Guidance keeps the response partners updated with localized and accurate data for an informed and evidence based decision making process when designing MPC transfer values. It is important to highlight that the CWG should be a key member of the Vulnerability Essential Need Analysis Group, to ensure the consistency and alignment of this process at all stages.

<sup>5</sup> This number does not include livelihood one-off and seasonal targeted support but a monthly minimum component. This number does not account for adjustment at household size beyond 5 members.

<sup>6</sup> Protection and gender analysis is paramount for all modalities of implementation at settlement level. For Different needs different type of assistance, European Union ([link](#))

achieve<sup>7</sup>. Evidence indicates that cash is not the only form of assistance needed. Support for protection and sector-specific programming will remain vital for the supply of quality services and goods to refugees and for the technical knowledge, training and behaviour change needed to achieve outcomes. Investment in livelihood opportunities can increase refugee's capacity to meet more of their needs and preferences and reduce dependence on assistance.

Briefly, the document provides recommendations on how to monitor and update the MEB and which markets to explore. It is paramount to ensure accuracy and comprehensiveness of data collected by Sectors related to expenditures, priority items from refugees and local prices to inform Sector -specific cash transfer programming and MEB monitoring (*work in progress*). It suggests continuing generation of evidence and learnings from multipurpose cash grant implementation to cover basic needs and achieving a greater understanding of the multi-dimensional aspects of vulnerability at household and individual level, integrating an analysis of financial barriers and socio-economic factors in future targeting efforts.

Hence, it is recommended that an inclusive inter-agency effort is undertaken to define basic needs involving refugees; determine the degree to which basic needs are unmet; to outline population profiles describing different types and levels of needs; and explore avenues for aligning the provision of assistance to the level and type of need in households and individuals.

“Access to income support and [incrementing purchasing power through cash and voucher assistance] should not be understood as incompatible with self-reliance”<sup>8</sup>. There is significant experience and research showing that well-designed income support such as multipurpose cash grant (MPC) and market based solutions can boost livelihood programming<sup>9</sup>, unlocking refugee's potential<sup>10</sup> and increasing annual real income in the Ugandan economy<sup>11</sup>. The benefit to the settlement economy generated by an additional refugee household is higher for cash than in-kind food assistance<sup>12</sup>. Refugee and host-country households and businesses create income spill over effects when they spend their cash on goods and services that are supplied within the local economy.<sup>13</sup> There is much room for exploring social protection as an opportunity for an integrated approach in humanitarian cash and voucher assistance and supporting the development of key markets needed to support refugee and host community livelihoods over the coming years. Finally, it is suggested that the upcoming Joint Assessment Mission (JAM) makes clear recommendations and decisions about the provision of assistance through a basic needs lens, including the opportunities of the increased role of cash transfers in the response.

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<sup>7</sup> Including gender dynamics. Timing and frequency of the transfer are key design features influencing potential impact.

<sup>8</sup> Vulnerability Study, Development Pathways, 2018

<sup>9</sup> MPC and Sectoral outcomes, UNHCR, p. 9

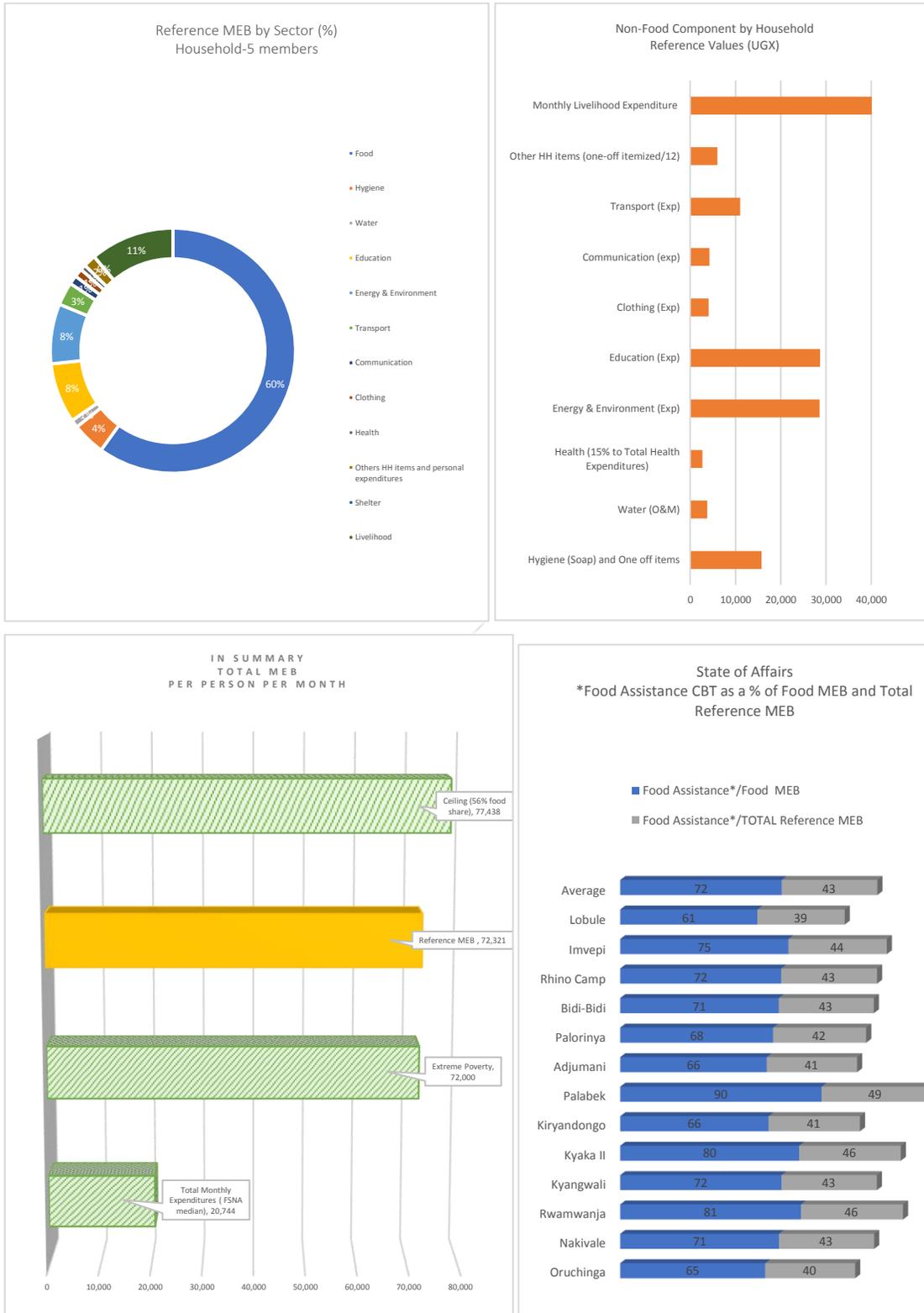
<sup>10</sup> Why a Market Based Approach is key for unlocking refugees potential ([link](#)); Refugee Economies, Rethinking Popular Assumptions, Oxford University Refugee Study Centre, Humanitarian Innovation project

<sup>11</sup> Economic Impact of Refugee Settlements in Uganda, 2016, University of California and WFP ([link](#)),

<sup>12</sup> The benefit for local economy that refugees generate above and beyond the cost of food aid is called an “income spill over”. WFP, *Ibid*.

<sup>13</sup> Most of the income spill over effects from refugees accrue to host-country households and businesses, because they usually have more productive assets and are in a better position to increase their supply of goods and services as the local demand rises. Refugees also create income spill over for the rest of Uganda, when households and businesses buy goods and services outside the local economy (that is, beyond the 15-km radius around each settlement) University of California; *Ibid*.

## Key Figures.



## Programming with a Basic Need Lens- Guide for Practitioners in Uganda

1. What are the refugees' basic needs and how do people meet them?
2. Which basic needs are unmet?
3. Where are the refugees' that are unable to meet these basic needs?
4. How many are they?
5. Who are the refugees requiring assistance to meet basic needs?
6. Why is a population unable to meet basic needs? Is lack of purchasing power one of (among others) barriers to access the good and services, and cover the unmet needs? Which ones? How to monitor the economic capacity to meet basic needs?
7. How can households/individuals be assisted to meet these needs?
8. How to leverage the power of markets to support self- reliance of refugees and host community?
9. Is cash assistance appropriate and feasible to address economic barriers to cover basic needs? Which needs? What about Sector -specific needs? How market and cash programming contribute to strengthening the resilience of livelihoods, a sustainable environment and achieve Sector outcomes, specially protection outcomes.
10. How to put refugees at the center of assistance design, encouraging sectors to combine their efforts into one coordinated and standardized package of multipurpose cash grant complemented by sector specific assistance and access to services with referrals to appropriate service providers (Basic needs approach-UNHCR Refugee Coordination Model)
11. How to ensure the delivery of cash assistance for basic needs is timely and efficient? How to move towards common delivery platforms initiatives? How to promote access to financial inclusion?
12. How to ensure all CTP activities are in line with the Comprehensive Refugee Response Framework (CRRF)? How to ensure market based approaches that promote social cohesion?

Enabling the ability of household to prioritize their expenditures.

1. How have you considered that cash and voucher will ensure access to items (good and services identified) according to Humanitarian Standards such as Sphere, enabling the ability of household to prioritize their expenditures?
2. How have you considered that households will spend in identified good and services, according to their priorities and unmet needs?
3. How have you considered gender aspects, environmental sustainability and protections risks in the items identified considering the way people spend and prioritize their expenditure to cover basic needs?
4. How have you considered markets will be able to react to the demand for these goods and services identified? How are you making sure you are strengthening markets?

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## I. Introduction

1. Over one million refugees have fled to Uganda in the last two and a half years, making the Pearl of Africa the third largest refugee-hosting country in the world after Turkey and Pakistan<sup>14</sup>, with 1,190,922 refugees by December 2018<sup>15</sup>. Wars, violence and persecution in the Horn of Africa and Great Lakes Region were the main drivers of forced displacement into Uganda, led by South Sudan's conflict, insecurity and ethnic violence in the Democratic Republic of the Congo (DRC) and political instability and human rights violations in Burundi<sup>16</sup>.
2. Uganda's favourable protection environment for refugees is grounded in the 2006 Refugee Act and the 2010 Refugee Regulations. These legislations allow refugees freedom of movement, the right to work, establish a business, own property and access national services, including primary and secondary education and health care
3. In recent years, the humanitarian system has embraced the use of cash and vouchers as a modality of assistance – along with in-kind and service delivery – where appropriate and according to context. In 2016, \$2.8bn<sup>17</sup> in humanitarian assistance was disbursed through cash and vouchers, up 40% on 2015 and around 100% higher than 2014.<sup>18</sup> In Uganda, to support refugees, the humanitarian community is increasingly turning to cash-based assistance. Such assistance reaches USD 2.5 million each month<sup>19</sup>. As of June 2018, 9 organisations reported ongoing cash activities in 11 Settlements, reaching to 319,412 refugees, being 81% for food assistance<sup>20</sup>.
4. In 2017, the Food Security and Nutrition Assessment (UNHCR, GoU, WFP, UNICEF), already recommended expanding cash transfer for food and basic needs, with the view to diversify livelihood opportunities and self-reliance. In fact, it suggested, to conduct a Joint Assessment mission in the refugee settlements so to make critical decisions and recommendations on in-kind food distributions, cash transfer for food, cash based interventions for other basic needs and services in the settlements.
5. In this line, there is a growing consensus that needs cannot be analysed and addressed independently from each other<sup>21</sup> and experience in many countries suggest there is a clear need for sector specialists to be more adequately represented in multi-sectoral assessments, design, implementation and monitoring of multi-purpose cash<sup>22</sup>.
6. In 2017, the CWG aiming at having a more holistic and people centered reflection of needs and implement multipurpose cash grant, decided to move forward and develop a Minimum Expenditure Basket. The cash community lacked tools that support the harmonization in transfer values calculation for the refugee response and to inform multipurpose cash grants operationalization. In September 2018 a CashCap support to the CWG, building upon existent initiatives by INGOs and UN Agencies, facilitated a task force with multiple organizations and working groups consultation, to come up with the current version of a harmonization guidance for a Minimum Expenditure Basket for the Refugee Response. This guidance will be reviewed by the end of 2019.
7. The present document is structured in four sections:
  - i. The first section contains key background information. This section describes the significant level of deprivation that refugee-host communities experience, Social Protection schemes and briefly, introduces to the Uganda Country Refugee Response.

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<sup>14</sup> UNHCR, 2017 Global Trends Report: <http://www.unhcr.org/5b27be547>

<sup>15</sup> Last updated 31 Dec 2018 <https://data2.unhcr.org/en/country/uga>

<sup>16</sup> Uganda Refugee Response Plan

<sup>17</sup> 'The State of the World's Cash Report: Cash Transfer Programming in Humanitarian Aid', CaLP, 2018, p.3. Available at: <http://www.cashlearning.org/downloads/calp-sowc-report-web.pdf>

<sup>18</sup> Compared with the best available estimate of \$1.2–1.5bn in 2014, in 'Doing Cash Differently: How cash transfers can transform humanitarian aid – Report of the High-Level Panel on Cash Transfers', Overseas Development Institute (ODI), 2015. Available at: <https://www.odi.org/publications/9876-doing-cash-differently-how-cash-transfers-can-transform-humanitarian-aid>

<sup>19</sup> Sossouvi, 2018, Cash Working Group (2018)

<sup>20</sup> CWG, 2018. Out of this, \$1.9 million of Cash for food being Distributed per Month in Uganda across 7 Settlements by WFP

<sup>21</sup> WFP, Essential Needs, 2018

<sup>22</sup> UNHCR, MPC and Sectorial outcomes, 2018 , p.3

Furthermore, this section depicts the “state of affairs” of the Cash and Voucher Assistance in the Refugee Response.

- ii. The second chapter delineates the scope of the MEB Harmonization Guidance. It defines the MEB and set up the objectives and the rationale behind its development. It explains the process and principles this document was built upon.
- iii. The third chapter explains in detail the rationale used to have a better understanding of the financial barriers that refugee households face to cover basic needs from a Sector perspective. It focuses on how refugees would spend if they could afford it, and relies on Sector’s expertise and recommendations when available to achieve a final value. This would inform sector specific cash assistance, to contribute to achieve Sectoral outcomes. It also presents reality checks, cross referencing the suggested MEB with an expenditure lens. Looking at how much people spend, also will support on understanding better actual demand and purchase behaviour to inform better programming. In addition, it considers a normative share, aiming that the Food MEB equals 56% of total household expenditure <sup>23</sup>.
- iv. The fourth section presents lessons learnt, recommendations and next steps to engage in meaningful multi sector programming while building the foundation for a basic need approach.
- v. Finally, the guidance includes in Annex (accessible on-line in CWG-drive) different tools, such as excel calculator, FGD template, CWG registry and key references.

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<sup>23</sup> This indicator is based on the premise that the greater the importance of food within a household’s overall budget (relative to other consumed items and services) the more economically vulnerable the household is. The median share for refugees receiving assistance is 58%, aiming to reach the level of non-refugees in host communities (56%), FSNA 2017

Figure 1. Refugee Settlements<sup>24</sup>.



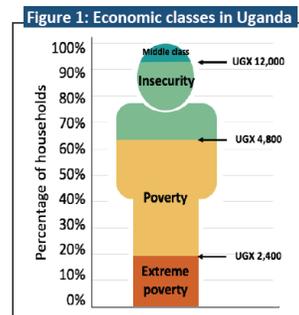
<sup>24</sup> Uganda Refugee Plan, 2019-2020

## II. Background Information

### A. Understanding poverty and social safety nets in Uganda

Host communities experience a significant level of deprivation and are under enormous pressure leading to environmental degradation and reduced groundwater recharge and supply.

1. According to the 2016 Poverty Assessment, Uganda has reduced monetary poverty at a very rapid rate. The proportion of the Ugandan population living below the national poverty line declined from 31.1% in 2006 to 19.7% in 2013. Similarly, the country was one of the fastest in Sub-Saharan Africa to reduce the share of its population living on \$1.90 PPP per day or less, from 53.2% in 2006 to 34.6% in 2013. Nonetheless, the country is lagging behind in several important non-monetary areas, notably improved sanitation, access to electricity, education (completion and progression), and child malnutrition.<sup>25</sup>



2. Twelve of Uganda's 121 districts host the overwhelming majority of refugees. About 92 percent live in settlements alongside the local communities, mainly in northern Uganda or West Nile (Adjumani, Arua, Koboko, Moyo, Lamwo and Yumbe) with smaller numbers in central Uganda or Mid-West (Kiryandongo and Hoima) and southern Uganda or South West (Kyegegwa, Kamwenge and Isingiro). Urban centers are home to eight percent of the refugee population, especially Kampala<sup>26</sup>.
3. This has put refugee-hosting areas, most of which are extremely poor and lack the economic resources and technical capacity to support the increasing numbers of refugees, under enormous pressure<sup>27</sup>. 74% of household in hosting areas can't afford a nutritious diet<sup>28</sup>. Humanitarian efforts have contributed significantly in responding to the emergency but little has been achieved in building resilience and livelihoods of both refugee and host communities<sup>29</sup>. While the number of refugees per 1,000 inhabitants has tripled to 35 since 2016 –putting a huge pressure on local resources and services, external aid has been progressively dwindling over the years, causing major gaps in the refugee response. Refugee Response Partners (RRP) partners continued to face enormous challenges in stabilizing existing programmes and often meeting the minimum standards of service provision, let alone investing in long-term and more sustainable interventions.<sup>30</sup>
4. According, to "Child Poverty and Deprivation in Refugee-Hosting Areas" study, overall, both refugee and host communities experience a significant level of deprivation, given that the main refugee-hosting areas are among the poorest and least developed in the country. For selected basic indicators in water, sanitation and shelter, basic needs deprivation among hosts remains high – in some cases higher than among refugees (e.g. water and shelter deprivation in West Nile). Such situations represent important social challenges in terms of growing resentment and potential conflict between host and refugee communities. Deliberate and targeted efforts to

<sup>25</sup> World Bank, 2016 ([link](#)). Figure1: Economic poverty in Uganda Source: ESP II (2016)

<sup>26</sup> Uganda Refugee Response Plan (RRP), 2019-2020

<sup>27</sup> UNICEF, Child Poverty and Deprivation in Refugee-Hosting Areas Evidence from Uganda, 2018, p. 13

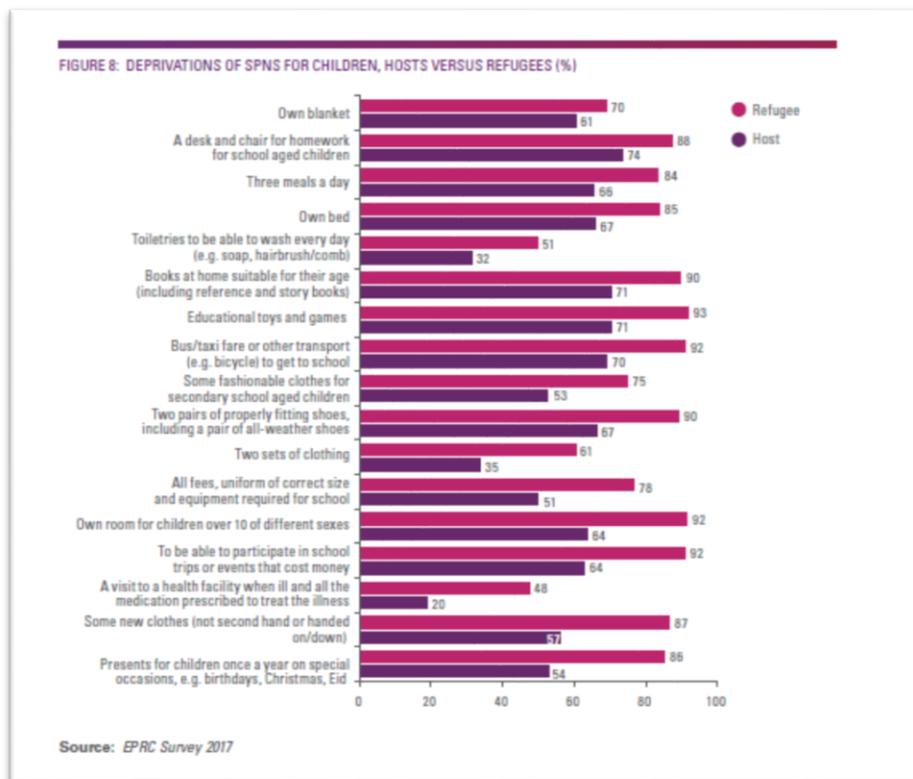
<sup>28</sup> Fill the Nutrient Gap, WFP, 2018. Ankole 57%, Tooro 85%, Bunyoro 81%, Tooro 85%, Acholi 86%, West Nile 55%

<sup>29</sup> High level of depending rate on humanitarian assistance (JMSNA, 2018), refugees are less resilient than host communities according to FAO's Resilience Index Measurement Analysis (RIMA) due to low education levels, poor diversification of income sources, limited number of crops cultivated and productive assets.<sup>29</sup> Moreover, the recent vulnerability study found that the time refugees have spent in Uganda is not closely correlated with levels of vulnerability. WFP, UNHCR and OPM. Analysis of Refugee Vulnerability in Uganda, (2017), pg. 14.

<sup>30</sup> RRP, 2019-2020

improve service delivery and the livelihoods of the host community should be explored as a measure to foster long-term peaceful coexistence<sup>31</sup>.

Figure 2. Deprivations of socially perceived essential necessities for children<sup>32</sup>



5. However, refugees are much more likely to be living in poverty than the host populations, even though they are receiving food assistance. Overall, close to 70 per cent of refugees are living with less than the national poverty standard, while less than a fifth of rural Ugandans consume less than the poverty line (about 20 per cent). There are large variations in poverty levels across the three regions ranging from 59 per cent in the Mid-West to 74 per cent in the West Nile. Meanwhile about 24 per cent of Ugandans in the West Nile, 12 per cent in the Mid-West and 12 per cent in the South Western were living under than the poverty line in 2016/17.<sup>33</sup> Nonetheless, the vast majority of Ugandans are still poor or vulnerable with average per capita expenditure at less than UGX3,300 per day. This is particularly the case in West Nile, where the average per capita expenditure is around UGX2,200 per day. Even in the Mid-West and South Western, the aggregate numbers are likely to hide significant differences between districts and sub-counties, with lower expenditure levels in remote rural areas.<sup>34</sup>

### Social protection Snapshot in Uganda

6. Recognising that providing assistance to vulnerable people is critical for achieving national development goals, the Government of Uganda (GoU) implements various social protection interventions through the Ministry of Gender, Labour and Social Development (MGLSD). Social protection, in Uganda, is defined as “public and private interventions to address risks and

<sup>31</sup> UNICEF, p.14

<sup>32</sup> UNICEF, p.20

<sup>33</sup> This calculation compares the Uganda National Household Survey 2016/17 within the same districts that are surveyed for the refugee survey

<sup>34</sup> Development Pathways, Analysis of Refugee Vulnerability in Uganda and Recommendations for Improved Targeting of Food Assistance, 2018, p.18

vulnerabilities that expose individuals to income insecurity and social deprivation, leading to undignified lives”<sup>35</sup>.

7. Recently the Government has shown a firm commitment to social protection, and a stronger policy framework has been developed with the launch of the National Protection Policy in 2016. However, the sector as a whole remains underdeveloped and underfunded. The main initiatives, mainly focused on direct income support, via social transfers and labour-intensive public works programmes, social insurance and social care<sup>36</sup>.
8. The largest social protection programme implemented by the government of Uganda is the Social Assistance Grants for Empowerment (SAGE). During 2010-2015, GoU, with support from DFID/UKAID, Irish Aid and UNICEF piloted the Expanding Social Protection (ESP) Programme. The ESP I had two objectives; (i) to develop the National Social Protection Policy and, (ii) the pilot the Social Assistance Grants for Empowerment (SAGE) under which the Senior Citizens Grant was implemented. Following the successful completion of the pilot in 2015, GoU rolled out the Senior Citizens Grants to an additional 40 districts over 5 years; starting with 20 in Financial Year 2015/16, thereafter to 5 districts every year, till 2019/20. In Financial Year 2017/18, The Programme reached beneficiaries in 47 districts<sup>37</sup>.
9. **SAGE** delivers cash transfers to recipients through cash distributions organized by Post Bank, a wholly owned GoU financial institution, established in 1926 as a department in the Post Office, incorporated in 1998, and supervised by the Central Bank, the Bank of Uganda, classified as a “Tier II” Institution (Non-Bank Credit Institution). The stipend provided is of UGX 25,000 (~USD 7) per month to elderly citizens above the age of 60. This amount was calculated based on the estimated cost of living per individual in rural areas where the majority of SAGE recipients reside. Payments are made every two or three months depending on the district. To move to universal coverage, a new age targeting criterion of 80 in new areas and above will be applied and reduced down to 60 over the years<sup>38</sup>.
10. **NUSAF 3**. The development objective of the Third Northern Uganda Social Action Fund Project for Uganda is to provide effective income support to and build the resilience of poor and vulnerable households in Northern Uganda. The project comprises of four components. The first component, labor-intensive public works (LIPW) and disaster risk financing will provide beneficiaries from poor and vulnerable households with a seasonal transfer for multiple years in return for their participation in LIPW. The second component, livelihood investment support will support the government’s aim to extend livelihood support to poor and vulnerable households and, by doing so, increase their productive assets and incomes. It consists of following two sub-components: (i) improved household income support program; and (ii) sustainable livelihoods pilot. The third component on strengthening transparency, accountability, and anti-corruption. The fourth component, safety net mechanisms and project management consists of following two sub-components: (i) safety net mechanisms; and (ii) project management. The transfer per household per month is UGX 118, 250 according to Fill the Nutrient Gap research, 2018.
11. While the agenda around building national social protection systems is largely driven by government with development partner assistance, the humanitarian community can play an important role in aligning with and complementing these efforts where appropriate and consistent with humanitarian principles and ensuring that social protection investments are risk informed. It can also share lessons learned from programming for the refugee response, as a contribution to strengthening elements of the social protection system that serve similar functions<sup>39</sup>

## B. Uganda Country Refugee Response

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<sup>35</sup> Social Transfers & Humanitarian Payments in Uganda, Kokoévi Sossouvi , commissioned by WFP, November 2018

<sup>36</sup> Sossouvi,2018.

<sup>37</sup> Ibid.

<sup>38</sup> Ibid.

<sup>39</sup> Ibid.

12. Under the leadership and coordination of the Government, **the Uganda 2019-2020 RRP aims at achieving the following objectives:** **1.** Through to 2020, Uganda’s asylum space is maintained, equal and unhindered access to territory is preserved; **2.** The Government of Uganda owns protection processes that promote the full enjoyment of rights, and international protection standards; **3.** By 2020, the refugee response paradigm in Uganda has progressively shifted from care and maintenance to inclusion and self-reliance; **4.** By 2020, refugees progressively benefit from provision of inclusive basic social services; **5.** By 2020, refugees are well on their path to access durable solutions.
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- Many international agencies such as UNHCR and the World Bank have lauded Uganda’s refugee policy as one of the most progressive in the world (World Bank, 2016) and the 2016 New York Summit on Refugees declared Uganda’s refugee policy a model.*
- 
13. **CRRF and Uganda’s refugee policy.** The Comprehensive Refugee Response Framework (CRRF), formally launched in March 2017, embraces existing initiatives, mechanisms and policies seeking to address the needs of refugee and host communities in Uganda. Uganda’s favourable protection environment for refugees is grounded in the 2006 Refugee Act and the 2010 Refugee Regulations. These legislations allow refugees freedom of movement, the right to work, establish a business, own property and access national services, including primary and secondary education and health care. South Sudanese and Congolese asylum seekers are granted refugee status on a prima facie basis, while refugees from other nationalities undergo Refugee Status Determination (RSD) interviews with the Refugee Eligibility Committee, an inter-ministerial body. Prima facie refugee status determination for Burundian was revoked in May 2017 and entered into force on 1 June 2017. Through its Settlement Transformative Agenda (STA), Uganda pursues a non-encampment policy to refugee protection and assistance. Refugees are provided with a plot of land for housing and cultivation and can settle alongside their host communities.

## Cash and Voucher Assistance (CVA) in Uganda Refugee Response

**There is scope to scale up cash and voucher assistance for refugees and host communities due to an enabling environment and commitment to enhance collaboration and common approaches.**

14. To support refugees, the humanitarian community is increasingly turning to cash-based assistance. Such assistance reaches USD 2.5 million each month<sup>40</sup>. As of June 2018, 9 organisations reported ongoing cash activities in 11 Settlements, reaching to 319,412 refugees<sup>41</sup>, 81% for food assistance.<sup>42</sup>
15. There is a commitment in the Refugee Response Plan to increase cash-based interventions subject to market opportunities and financial services landscape in Uganda. “The injection of cash, through unconditional multi-purpose, and conditional cash-based interventions will have multiplier effects on food security, social cohesion, reduction of aid dependency, and productive engagement of the youth, among others”<sup>43</sup>.
16. Uganda has been home of plenty innovative research in financial landscape, ecosystem and regulatory environment<sup>44</sup>. Efforts on financial literacy and affordable connectivity and an in - lessons learnt on the mission on Mitigating risks of abuse of power in cash assistance have the potential to set new grounds in CVA<sup>45</sup>; and multiple learnings from deepening partnerships with the private sector such as Danish Church Aid with Airtel.<sup>46</sup>

<sup>40</sup> Sossouvi, 2018, Cash Working Group (2018)

<sup>41</sup> CWG, 2018

<sup>42</sup> Out of this, \$1.9 million of Cash for food being Distributed per Month in Uganda across 7 Settlements by WFP, CWG December 2018

<sup>43</sup> RRP, 2019-2020

<sup>44</sup> Refer to Digital Financial Services Ecosystem in Bidibid Settlement, DCA, UNCDF, 2017

<sup>45</sup> UNHCR-WFP Mitigating risk of abuse of power in cash assistance, Workshop ([link](#))

<sup>46</sup> High Tech ([link](#))

## SPHERE STANDARDS 2018. CASH & MARKET ASSISTANCE

If designed well, cash assistance puts agency into the hands of crisis-affected people, allowing people to make their own choices and support their own recovery. Working through markets, whether by stimulating the demand-side (through cash) or supporting supply chains, is instrumental to supporting local recovery, and enhancing local ownership of response and recovery.

The new section on delivering assistance through markets and cash-based assistance places market analysis at the centre of response analysis, taking users through the steps needed to translate market analysis information into market-based programming. The weaving of markets and cash-based assistance throughout the handbook has also raised the bar for the technical standards, by encouraging all practitioners to consider different forms of assistance, and to think through a multi-sectoral lens. "Standards on cash and markets: time to raise the bar" *Isabelle Pelly and Stefan Bumbacher* ([link](#))

You can find the new Sphere Handbook in ([link](#))

17. Learnings from development partners is promoted, such as the DFID and CRRF Learning and Exchange Lab. Give Directly shared lessons from large Cash Transfer for refugees, equivalent to a year's worth of WFP rations for an average family; delivered through mobile money provider MTN and PostBank. Mercy Corps shared their experience in consortium with Palladium and DanChurchAid establishing market linkages between farmers in Northern Uganda (refugees and non-refugees) and agribusinesses.

18. The level of acceptance and knowledge of cash assistance for refugees is increasing. During 2018, Regional CALP office has supported with many capacity building activities such CaLP's Core Cash Transfer Programming (CTP) Skills for Programme Staff five-day<sup>47</sup>, reaching 25 practitioners, 12% were from the government from the Government of Uganda, UN agencies, donors, Red Cross of supporting the Uganda Red Cross and INGOs and CWG Coordination Learning Workshop<sup>48</sup>. Oxfam through the Multi Stakeholder's Learning and Sharing Event also reaching 24 practitioners across the response, many of them from the private sector.

19. The support and involvement to the current MEB process, contributed highly to establish the debate of moving forward on basic needs initiatives, such as multipurpose cash grants, multi sector market assessment and essential needs assessments.

20. The CWG is co-chaired by UNHCR and WFP, with both CBT officers facilitating the group in Kampala, and DCA/UNHCR/GoU facilitating meetings in West Nile<sup>49</sup>. Since September 2018 a CashCap deployment is supporting technically the CWG until end of March. The CWG has secured in-country funding (ECHO) for a full time Interagency Coordinator and inter agency Technical Cash and Market Adviser<sup>50</sup>.

21. In line with the UNHCR, UNICEF and OCHA and WFP Global Joint Cash Statement<sup>51</sup>, there is a commitment by UNHCR and WFP to pursue the establishment of a common delivery platform.

22. The Common Delivery Platform (CCD)- DCA, MC, DRC, SC, Oxfam, WV, LWF, and RI-; the Innovation Lab led by Save the Children and the in-coming Basic Need Consortium (DRC, ACF, LWF) also show the driving force of collaboration in cash transfer programming in Uganda.

**There is room for boosting the CWG as a strong coordination platform among government, local and grass root NGO, private sector, INGOs, Red Cross movement and UN agencies.**

23. A number of laws, regulations and guidelines impact SIM card registration and mobile money usage in Uganda. These laws have evolved and been enforced differently over time, sometimes disrupting mobile money usage, as well as shift in regulation or application in KYC laws, impacting on humanitarian

<sup>47</sup> October 29<sup>th</sup>, supported by WFP

<sup>48</sup> WFP and UNHCR Co-chair attended.

<sup>49</sup> <https://ugandarefugees.org/en/working-group/152?sv=0&geo=220>

<sup>50</sup> Through CashCap

<sup>51</sup> <https://reliefweb.int/report/world/statement-principals-ocha-unhcr-wfp-and-unicef-cash-assistance>

programming and support to refugees.<sup>52</sup> The CWG can home systematic learning and evidence based follow up of policy and regulations for cash and voucher assistance and work close to the Connectivity Technical Working Group co-chaired by UN High Commissioner for Refugees, UN Capital Development Fund and Uganda Communications Commission TWG to engage the private sector.

24. Many stakeholders shared their feedback<sup>53</sup> asking for much more space in the CWG to engage companies such as mobile operators in the discussions, local partners and stakeholders at settlement level. In addition, they suggested more participation of social protection stakeholders, and coordination with livelihood initiatives. They felt somehow a delink of CWG at National level and ground coordination at district or settlement level as well as the need to go beyond the refugee response and involve stakeholders from other geographical areas and development actors. Furthermore, host community discussions should also be discussed at CWG to ensure a coherent response in line with RRP. The Inter Agency CWG Coordinator will be able to support stakeholders promoting frequent communication and feedback among the different sub groups and National CWG.
25. There is scope for the CWG to develop more number of joint response documents, such as Standard Operating Plans, common monitoring frameworks, and common information sharing mechanisms; establishing high-level reviews analysis of and action taken in response to joint aggregated data.
26. There is a momentum for launching more basic needs initiatives, as well as exploring further on market based solutions with the Sectors Working Groups, such as Energy and Environment, WASH and Shelter. The Interagency Technical support position will work closely to Sector Working Groups for Sector specific cash assistance.
27. There is room for exploring social protection as an opportunity for an integrated approach in humanitarian cash and voucher assistance. It is suggested to Livelihood Working Group co-chaired by FAO, UNDP and World Vision; CWG co-chaired by UNCHR and WFP, and Social Protection Working Group co-chaired by WFP and World bank to work together, to identify points of entry and opportunities for design and operations (targeting, objectives, common delivery mechanism, etc.) such as child sensitive social protection for Education and Health (i.e. Child Grant).

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<sup>52</sup> Know Your Customer-Case Studies, Uganda, E-LAN

<sup>53</sup> Meetings in Learning and Sharing Event organized by OXFAM; Innovation Lab task team and bilateral meetings.



### III. Scope of the Minimum Expenditure Basket (MEB) Harmonization Guidance

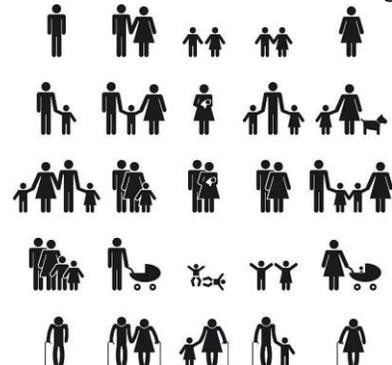
#### A. What is a MEB?

##### Useful concepts.

1. An MEB is an average cost of what a household requires in order to meet basic needs – on a regular or seasonal basis – that could be covered entirely or partly through the market <sup>54</sup>.
  - i. Essential/basic needs are defined as essential goods, utilities and services required by households to ensure survival and minimum living standards<sup>55</sup>.
  - ii. UNHCR defines the basic needs approach as a way to enable refugees to meet their basic needs and achieve longer-term well-being through means to survive and services based on their socio-economic vulnerabilities and capacities<sup>56</sup>.
  - iii. Basic Need programming puts vulnerable refugees at the center of assistance. It is a holistic, people centred approach that spans across sectors and is based on (multi) sectorial assessments, complemented by knowledge of local context. It is crucial to have refugees’ point of view when quantifying unmet needs, their priorities and how they would like to be assisted, enabling households to decide how to prioritize their expenditures.<sup>57</sup>.

##### 2. Key nuances on a MEB<sup>58</sup>:

- iv. **MEB does not equate to all the essential needs of a household.** It is only supposed to capture needs that the household could cover entirely or partly through the market and limited to what household can purchase.
- v. **An MEB is not equivalent to a transfer value** – although a MEB is a critical factor when determining transfer values, transfer values are closely dependent of the capacity of the households to cater for their own essential needs with their own resources, other assistance received as well as what the program aims to achieve.
- vi. **There is no such thing as an “average” household in the reality<sup>59</sup>.** The MEB captures minimum expenditures for an average household, while acknowledging (but not capturing) the additional requirements of distinct groups such as pregnant and lactating women, infants, young children, adolescents, the



<sup>54</sup> Adapted from Operational guidance and toolkit for Multipurpose Cash Grants, ERC, UNHCR and partners, 2015 and WFP, 2018, Minimum Expenditure Interim Guidance, p.5 The costs of basic needs approach, or establishing a MEB, is fairly new in humanitarian contexts; however, it has long been the most common way to construct national poverty lines. Hence, there is often national experience to draw on as well as from the food security sector which is used to measure food expenditures.

<sup>55</sup> CaLP / DRC/ Mercy Corps / Save the Children / OCHA (2018). Guidance and Toolbox for Basic Needs Assessment. Available at ([link](#))

<sup>56</sup> Basic Need Approach, UNHCR, 2018

<sup>57</sup> UNHCR, 2018 Basic Need approach, Multipurpose Cash Grant (ERC CONSORTIUM).

<sup>58</sup> For more detailed information on MEB concepts refer to key references and country experiences on MEB (CWG-internal drive)

<sup>59</sup> According to JMSNA, the average household size was higher among the host community (7.3 people) at the national level as compared with refugees (6.9). For host community households, the average household size in the Northwest was significantly higher than other regions at 8.3 members per household. The largest average household size for refugees by region was highest in the Midwest region at 7.8 members, where the majority of refugees are Congolese. Host community members in Yumbe (10) and refugees in Kiryandongo (9.3) in particular reported above average household sizes. The JMSNA data found the average household size of both population groups to be considerably larger than other assessments. For example, a recent study on refugee vulnerability published in April 2018 found the average household size for refugees to be four and for host communities to be 4.7.<sup>56</sup> The difference in findings on

- vii. elderly, people living with disabilities, and people with chronic diseases<sup>60</sup>. An MEB **captures recurrent need of households**, while acknowledging that emergency situations presents dynamics and ad hoc needs.
- viii. **Due diligence feasibility assessments for cash and voucher assistance are still required.** Assessing at settlement level on how feasible and appropriate cash and market interventions are to achieve desired outcomes is a paramount step of good programming.<sup>61</sup>

## B. Why a MEB?

3. **The MEB opens up possibilities for enhanced collaboration among technical sectors and between cash and sector experts.** There is a need to better understand and respond to refugees in a more holistic and coherent way, going beyond sectors to bring the emphasis back to how people live and perceive and prioritize their needs<sup>62</sup>.
4. An MEB is useful in a variety of operations, but particularly when humanitarian organizations respond with cash and voucher assistance to meet food needs and/or a broader set of essential needs through multi sector and/or **multipurpose cash assistance**<sup>63</sup>.
5. **There is a growing consensus that needs cannot be analysed and addressed independently from each other**<sup>64</sup>. Refugees need to address multiple needs beyond food. At least 80 percent of refugees in Uganda live below the international poverty line of US\$ 1.9 per day.<sup>65</sup> According to the 2018 JMSNA, 26 percent of refugee households reported relying on humanitarian aid as a coping strategy to support family members. The importance of addressing these needs is seen in the extensive sale of food rations – for 25 per cent of refugee households it is their main source of income – which enables them to purchase other goods (including more nutritious food and covers the cost of milling grains received from WFP). Among refugees in Uganda for less than 2 years and receiving full rations – yet with few options for alternative income – around 34 per cent of total expenditure is on non-food items, indicating again the potential high level of sale of food<sup>66</sup>. In addition, a great proportion of the food assistance cash based transfer, is used for covering other needs, as well as reasons for contracting new debt<sup>67</sup>. Not addressing these additional needs among refugees reduces the capacity of food assistance transfers to offer food security since the effective food value of the transfers is reduced. Therefore, even if the full food assistance provided were sufficient for food security, in reality, they cannot currently offer food security due to these additional, necessary expenditures<sup>68</sup>. Looking at food security through an essential needs lens enables to analyse food security in conjunction with other basic needs, providing a more comprehensive analysis of the food insecurity situation and its linkages with other vulnerability factors<sup>69</sup>
6. Learning from other countries, suggest there is a clear need for sector specialists to be more adequately represented in multi-sectoral assessments, design, implementation and monitoring

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household size could be attributed to how the survey defined household: the JMSNA defined a household as a group of members who regularly share resources, such as water, food, and living space. The definition of household used in the vulnerability study could not be identified, JMSNA, p. 33 Based on FSNA, 5.34 is an average household.

<sup>60</sup> The qualitative research showed that the additional costs of caregiving, healthcare and transport should be taken into consideration in the assessment of food insecurity of households with persons with disability. Even in the presence of healthy adults, caregiving responsibilities takes away time that could have been spent of productive activities and, therefore, the household's potential for securing food and income. For more detail on individual characteristics, refer to Development Pathways, 2018.

<sup>61</sup> For Guidance on feasibility assessments, refer to Programme Quality Toolbox, CaLP ([link](#))

<sup>62</sup> UNHCR, Multipurpose Cash Grant and Sectorial Outcomes, 2018

<sup>63</sup> WFP, 2018, Minimum Expenditure Interim Guidance, p.5

<sup>64</sup> WFP, Essential Needs, 2018

<sup>65</sup> FAO and OPM. Food Security, Resilience and Well-being Analysis of Refugees and Host Communities in Northern Uganda. (2018) Rome. (Available at: <http://www.fao.org/resilience/resources/resources-detail/en/c/1143820/>), pg. 15.

<sup>66</sup> Development Pathways, Analysis of Refugee Vulnerability in Uganda and Recommendations for Improved Targeting of Food Assistance, 2018

<sup>67</sup> FSNA, 2017 and PDMS reports, WFP.

<sup>68</sup> Development pathways, 2018

<sup>69</sup> WFP, Essential Needs, 2018

of multi-purpose cash<sup>70</sup>. Engaging in the calculation of the MEB, is a first step to support on how sectoral interventions should include multi-purpose cash along with other activities to best reach intended sectoral outcomes that contribute to protection.

7. **How far multi-purpose cash contributes to sectoral outcomes** in health, WASH, shelter, food security and nutrition, education, livelihoods, energy and environment programming will depend on several factors such as transfer amount, size, duration as well as complementary programming.
8. As with any sectoral programme, the level of expenditure on specific commodities and services with a cash transfer, or the extent of 'reselling' vouchers or in-kind assistance, will depend on the total income a family has at their disposal to meet their various needs. **This illustrates the importance of considering needs holistically rather than sectorally.** Evidence suggests that, in contexts where refugees meet a multitude of recurrent basic needs through the market, then giving cash assistance without restrictions can allow recipients to make their own decisions according to their needs and that they will focus on needs that are essential for survival. The extent to which "Sector specific" expenditures are prioritised by households will depend on the needs of households, [habits and consumptions behaviour], the value of assistance provided and which of these needs have been factored into the grant calculation.<sup>71</sup>
9. **Cash alone is not enough.** Though, this document focuses on cash and voucher assistance, it highlights that Protection and sector-specific programming remains essential. The evidence overwhelmingly indicates that cash is not the only form of assistance needed. Support for protection and sector-specific programming will remain vital for the supply of quality services and goods to refugees and for the technical knowledge, training and behaviour change needed to achieve outcomes<sup>72</sup>.
10. **Investment in livelihood opportunities** can increase refugee's capacity to meet more of their needs and preferences and reduce dependence on assistance.

### C. Objectives

11. The Technical Cash Working Group set up the following **objectives for the MEB**: (i) To support decisions on transfer value amount for food and non-food items; (ii) To support multi sector coordination and sector harmonization. Through these two objectives, the MEB will inform decision on which food and services to assess in multi sector assessments and establish a baseline against which to monitor market prices and the cost of living for refugees and host communities<sup>73</sup>.
12. The MEB will ultimately support maximizing cost efficiency and cost effectiveness of the refugee response and pave the way for coherent and meaningful multipurpose cash programming and delivery.<sup>74</sup> The MEB harmonization guidance, aims to contribute to support humanitarian organizations in Uganda,
  - i. by having a holistic and people centered reflection of need as perceived by crisis affected populations, understanding better refugee's economic capacity, consumption and expenditures to inform cash-based assistance (as well as identifying information and capacity gaps)
  - ii. by providing a reference on how to estimate what households require to meet their basic needs – on a regular or seasonal basis – and its average cost.
  - iii. by proposing which markets for goods and services should be included in Multi-Sector market assessments and monitoring.
  - iv. by influencing the design of multipurpose cash assistance, provided the objectives of the programme, the vulnerability of the target group and gap analysis at settlement level.

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<sup>70</sup> UNHCR, MPC and Sectorial outcomes, 2018 , p.3

<sup>71</sup> Adapted from *UNHCR Cash-Based Interventions for WASH Programmes in Refugee Settings* p.14

<sup>72</sup> UNHCR, MPC and Sectorial outcomes, 2018, p.4

<sup>73</sup> It is suggested that for cost of living for host communities, refer to national statistics and CPI <https://www.ubos.org/consumer-price-index-november-2018/>

<sup>74</sup> Refugee Country Plan, 2017-2018

- v. by facilitating a consensus around what constitutes the items of the MEB and triggering a foundation for cash & markets sector-specific interventions.
- vi. By establishing a monetary threshold to identify households whose expenditures fall below, contributing to categorise households who cannot meet their essential needs.

## D. MEB harmonization guidance: An operational tool

13. The MEB harmonization guidance was established based on a premise that this version is an operational tool, to inform humanitarian programming and encourage harmonization of cash-based assistance. The following principles guided the process.
- i. **Timeliness:** Timeframe was also key; “the lack of an MEB is hampering the quality of cash responses”<sup>75</sup>, hence, the task force had the first meeting in October 18<sup>th</sup> and set up the due date of the first draft in 3 months. It agreed that further revisions and updates can improve new versions during 2019, once field assessment take place at settlement level to inform the second version, 2019-2020.
  - ii. **Operational/easy to use/useful:** The task force did not engage in a comprehensive need assessment but built upon existent information and Sectors working group consultations. The document aims at supporting field programme officers, providing a guiding document and tools to be able to validate information at settlement level and inform programming.
  - iii. **Inclusive/Consultative/Ownership:** The CWG conformed a task force to develop the MEB, that met monthly; facilitated by CashCap technical support. The consultation took place with several stakeholders at the different coordination platforms<sup>76</sup>. It learnt from past experience and MEBs at settlement level. Feedback and suggestions were captured, monitored and shared in a tracking matrix. Decision making was on consensus basis.
  - iv. **Evidence based:** The MEB draws conclusions based on information available and triangulation of multiple data. A CWG assessment registry was built (Annex), to review existent information and identify gaps. An analytical workstream (WFP, REACH, FAO) supported actively the task force on exhausting all information available to inform expenditure analysis.
  - v. **Solid rationale/Sector perspective:** It is really important that the rationale behind “make sense” to inform programming at sector level. The MEB aggregates sector perspective and promotes active involvement of Sector Working Groups in cash and market discussions. Judgment calls are explained in the document, when information was not available. This rationale, could be challenged with learnings from a solid monitoring framework for multipurpose cash grant and cash sector specific assistance along 2019.
  - vi. **Market lens:** Items are based on grounded evidence that needs can be covered through the market (when available) and costed at actual local prices. Limited information on market on non-food items was found. Most of market based information is linked to food commodities and (though more incipient) the energy sector.
  - vii. **Linkage with safety nets:** Synergies with safety nets should be exploited. Learnings from SAGE and NUSAF III should inform humanitarian assistance and vice versa. CWG and Sector Working Group, should invite actively social protection stakeholders and work collaboratively; especially in cash discussions in sectors such as Education and Health.
  - viii. **Meaningful engagement of refugees**<sup>77</sup>: Based on need assessments such as JMSNA,2018 and PDMs desk review, the document captures the perspective of refugees, though much more can be done on this regard at settlement level for a bottom up approach to inform basic needs<sup>78</sup>. A FGD template was developed and tested in Nakivale by REACH, so humanitarian organizations can adjust based on the realities and priorities of the refugees at settlement level. A Communication with Communities project adds up to this process (CashCap, CwC NORCAP, UNWomen).

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<sup>75</sup> CWG (September 2018)

<sup>76</sup> Refer to Consultation process above

<sup>77</sup> For capturing a truly refugee perspective into the MEB, a basic needs assessment module is suggested. A simplified version, with a FGD template is annexed in the current version to use it at settlement level (REACH)

<sup>78</sup> Refer to recommendation for informing basic needs and cash programming.

- ix. **Cross cutting:** Gender, protection and environment. Cash programming must be grounded in common protection, gender and environmental analysis that identifies and prioritizes common risks and threats. Additionally, this guidance promotes the use of protection risks and benefits analysis to inform cash-based intervention decisions with the aim of ascertaining whether identified protection risks are specific to cash programming or otherwise, and, ultimately, which response option to use.<sup>79</sup> Gender dynamics related to household decision making and expenditures, specific requirements gender informed market analysis and utilization of assistance is key for program design.<sup>80</sup> In addition, any modality of response is environmentally neutral, having an environmental lens to design cash programming<sup>81</sup>.

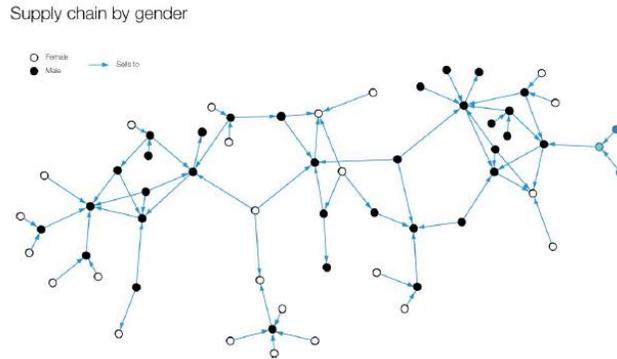


Figure 3: Examples of mapping supply chains by role and by gender using Social Network Analysis (SNA).

## Step by Step

14. **An MEB Right based approach** is understood to imply access to full rights as defined by international humanitarian law. International Humanitarian and Human Rights Law protects the right of crisis-affected persons to food, drinking water, soap, clothing, shelter and life-saving medical care. Humanitarian Sphere Standards builds on this definition, adding basic sanitation, contagious disease prevention and education<sup>82</sup>.
15. **An Expenditure Based Approach** focus on effective demand, widely used for national poverty lines, based on monthly household expenditures. The MEB describes real costs based on consumption patterns.

Figure 4. MEB harmonization guidance approach

<sup>79</sup> See, for instance, the UNHCR 'Protection Risks and Benefits Analysis Tool'. Available at: [http://www.globalprotectioncluster.org/assets/files/tools\\_and\\_guidance/cash-based-interventions/erc-protection-risks-and-benefits-analysis-tool-web\\_en.pdf](http://www.globalprotectioncluster.org/assets/files/tools_and_guidance/cash-based-interventions/erc-protection-risks-and-benefits-analysis-tool-web_en.pdf)

<sup>80</sup> Reviewing the linkages between gender, market assessments and market-based interventions Desiree Zwanck Lwambo and Simon Renk Vulnerability Analysis and Mapping (VAM) Unit's Gender and Markets Initiative, WFP West Africa. For more information on gender and CTP, refer to <http://www.cashlearning.org/thematic-area/gender-and-ctp>

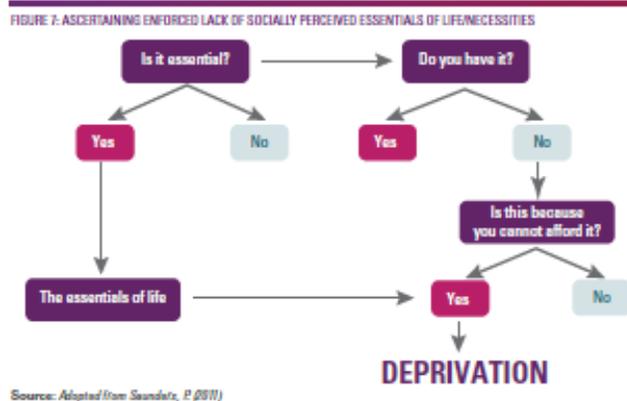
<sup>81</sup> Refer to study commissioned by UN Environment/OCHA Joint Unit <https://www.sheltercluster.org/shelter-and-cash-working-group/library/cash-and-environment>

<sup>82</sup> Operational guidance and toolkit for Multipurpose Cash Grants, ERC, UNHCR and partners, 2015.



16. The MEB is mainly constructed on a right based approach, building upon humanitarian standards. Firstly, the exercise includes good and services based on humanitarian standard, in line with assessed and priority needs from the refugees. It identifies if lack of income is one of the main barrier to access them; in other words, “they are essential but they can’t afford them”.

Figure 5. Consensual Approach to Basic Needs<sup>83</sup>



<sup>83</sup> For more information of the Consensual Approach, please refer to UNICEF (2018) that “it represents the first application of a consensual approach to measuring poverty and deprivation in emergency situations.” [https://www.unicef.org/uganda/media\\_21619.html](https://www.unicef.org/uganda/media_21619.html)

17. Secondly, to inform operations, the MEB process in addition proposed to combine an expenditure based analysis. This approach, though subject to existent expenditure data available, ensures the MEB is consistent with demand behaviour<sup>84</sup>. In addition, a criterion of alignment and cross reference with host community/national data was used to ensure harmonization<sup>85</sup>.

## Understanding refugee perspectives

18. It is crucial to have refugees' point of view when quantifying unmet needs, their priorities and how they would like to be assisted, enabling households to decide how to prioritize their expenditures.<sup>86</sup> It is suggested to:
  - i. Set up Focus Group Discussions (FGD) to better understand household's essential needs, expenditure patterns, and access to markets. With the support from REACH<sup>87</sup>, a FGD template takes part of the Guidance toolkit ([link](#)). This tool was tested and improved in the field. Two FGDs were conducted in Nakivale – one with women and one with men from the refugee community. Both groups comprised of six participants with representation from DRC, Rwanda, Somalia and Burundi<sup>88</sup>. To encourage harmonization, improvements to the tool should be systematized and shared through the CWG.
  - ii. Systematically document needs, priorities, expenditures and preferred modalities of assistance, their interactions with markets and trading with host communities. Understanding their own plans to achieve self-reliance in Uganda or assisting community problem-mapping and solutions discussions. When people are given the opportunity to voice their opinions and provide feedback, this enhances their sense of wellbeing, helps them to overcome the challenges they face, and better enables them to take an active role in their own recovery. It is suggested to build capacity on cash practitioners in Uganda in mainstreaming Communication with Communities tools into Cash transfer programming such as communication to accompany the move from blanket to targeted aid, the move from in-kind aid to cash, the move from food assistance to multipurpose cash grants to meet basic needs<sup>89</sup>.

## Market across settlements

19. **Access to markets.** Overall, a higher percentage of refugees reported access to a market within walking distance (79%) compared to host community respondents (67%). For host communities, Adjumani (41%) and Moyo (40%) had the lowest percentages of households within walking distance of a market, while Hoima (54%) and Lamwo (57%) had the lowest for refugees.

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<sup>84</sup> WFP, MEB, 2018

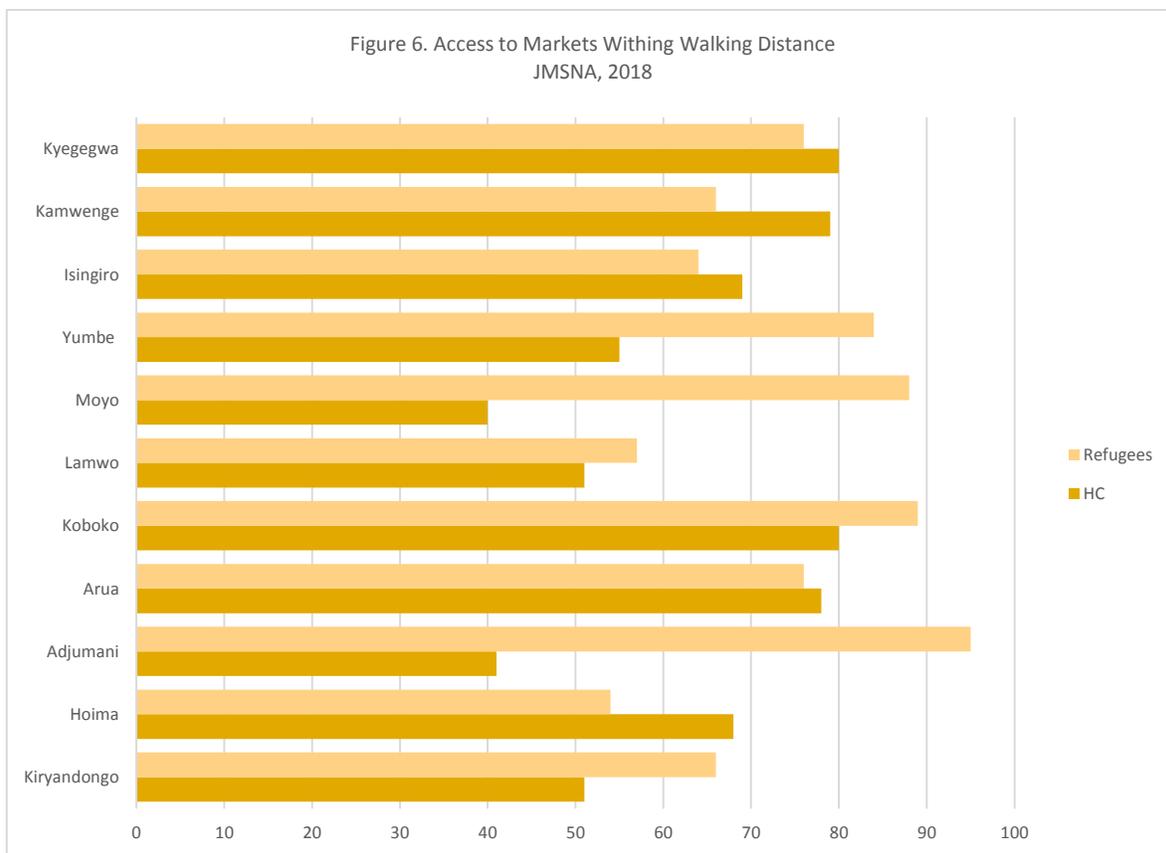
<sup>85</sup> For statistics analysis and data accuracy refer to FSNA (WFP, UNHCR, UNICEF, GOU 2016/ 2017); RIMA (FAO, 2018); Development Pathways (2018); JMSNA (REACH, UNHCR 2018); HH National Survey (UBOS 2016/17); UGANDA Poverty assessments report (DFID, 2016); Poverty Status report (2014); Child Poverty and Deprivation in Refugee-Hosting Areas (2018).

<sup>86</sup> UNHCR, 2018 Basic Need approach, Multipurpose Cash Grant (ERC CONSORTIUM), Basic Need assessments toolkit.

<sup>87</sup> Based on learning from ERC Basic Need toolkit and LCC Consortium MEB-review

<sup>88</sup> Participants were identified through the Refugee Welfare Committee. The discussions were conducted in Swahili and English and facilitated by one REACH Field Officer who provided translation with two staff as note takers

<sup>89</sup> Key references: Shongjog /ACF, Toolkit for mainstreaming Communicating with Communities (CwC): A toolkit that aims to guide policy actors and practitioners to adapt CwC through the programme cycle and for policy and practice; CDAC Network, Communication and Community Engagement Technical Training Guide: A training toolkit on communication and community engagement with guidance notes and course materials for facilitators (2018); Participatory Video (PV), By Fernanda Baumhardt, NORCAP PV Expert; Filmmaking for social cohesion: a participatory video initiative fostered by the Global Migration Film Festival.



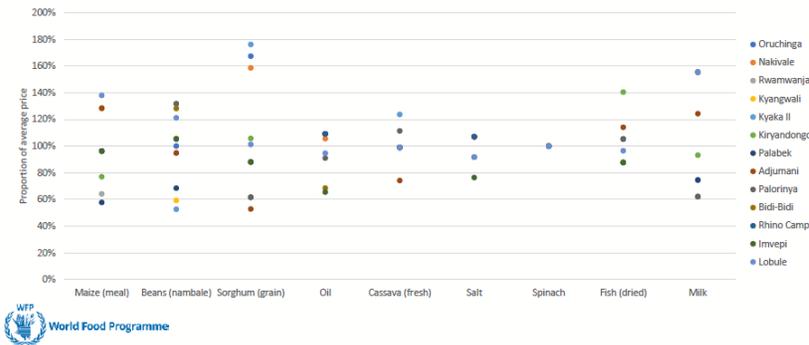
20. **Food markets.** Overall, market purchase with cash was the most important source of food among households in settlements across the operation. Though Palabek (58.1%) had the lowest proportions of households, reporting their main source of food was market purchase with cash. For the rest of the settlements it was recorded high at 74.3% in Adjumani to 97.0% in Kampala. The introduction and expansion of the cash transfer by World Food Programme and introduction of cash transfer for other basic needs by partners such as Dan Church Aid, LWF and DRC in some settlements has increased the reliance of markets as one of main source of food.<sup>90</sup>
21. Food markets are monitored by WFP ([link](#)) and other food security partners. However, there are mostly focused on the items of the food ration based on maize Grain/Flour, Beans, Millet Flour, Vegetable Oil, Salt. Limited information exists on the availability, seasonality and price of nutritious foods in refugee settlements, but what does, suggests that there is great variability between the settlements with animal products being the least available and most expensive<sup>91</sup>. The reported accessibility of vegetables and tomatoes is also highly variable. It is recommended to extend the list of commodities, in line with the food basket, to monitor nutritious food markets.

Figure 7. Food Prices

<sup>90</sup> FSNA, 2017, p.88

<sup>91</sup> FNG, 2018

## Explaining differences in the price of MEB across settlements



Source: 2018. Field data collection, WFP.

22. **Non-Food Markets.** Out of 14 market reports, only 4 included non-food markets and all of them were rapid market assessment at settlement level. You can find good practices such as monthly monitoring in Kyakka II by DRC NFI such as Soap, Detergent, Sanitary pads, Toothpaste, Baby diapers, Toilet paper, Sandles, Jelly, Shavers, Knickers/pants. The Energy Sector has explored firewood and charcoal markets. It is paramount to prioritize a multi sector market assessments for non-food commodities and extend systematic market monitoring of non-food commodities such as soap, (reusable) sanitary pads, jerry cans, buckets, kitchen utensils and bedding items (blankets, mattresses), firewood, charcoal, solar lanterns, torches, clothes (including underwear) and footwear. Items required for People with Specific Needs (PSN), can be added.<sup>92</sup>

23. **Monitoring market services.** Assessing and monitoring key services such as transport, airtime, internet data plans is suggested. For Water, Education and Health, refer to Section III.

Checklist for practitioners when using the MEB: Enabling the ability of household to prioritize their expenditures.

- How have you considered that cash and voucher will ensure access to items (good and services identified) according to Humanitarian Standards such as Sphere, enabling the ability of household to prioritize their expenditures?
- How have you considered that households will spend in identified good and services, according to their priorities and unmet needs?
- How have you considered gender aspects, environmental sustainability and protections risks in the items identified considering the way people spend and prioritize their expenditure to cover basic needs?
- How have you considered markets will be able to react to the demand for these goods and services identified? How are you making sure you are strengthening markets?

<sup>92</sup> It is recommended to standardize List of commodities and services to monitor based on future Multipurpose Cash Grants -Standard Operating Plans. Refer to Annex.

Figure 8. Market Snapshot<sup>93</sup>

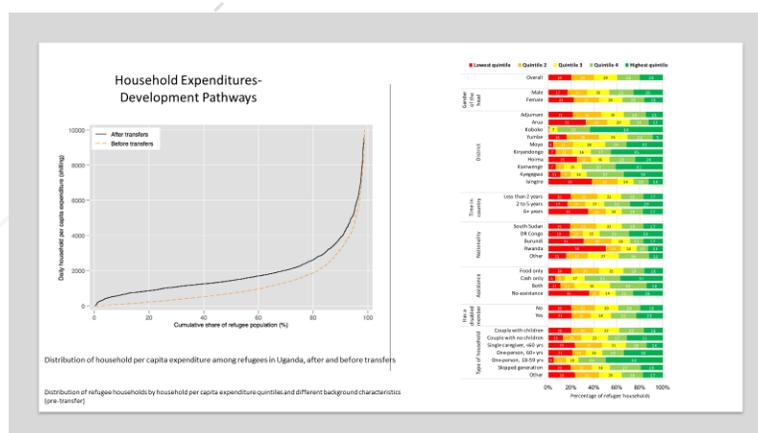
Nakivale	Oruchinga	Kyaka II	Rwamwanja	Kiryandongo	Adjumani
<ul style="list-style-type: none"> <li>Well-established network of markets within and outside the settlement where refugees can buy all they need.</li> <li>There is a market at Base Camp II, small trading centers with shops across the settlement and Kityaza that has a weekly market that operates every Tuesday.</li> <li>The main trading centers around Nakivale settlement include; Sangano, Kigali 2, New Congo, Somalie, Kabazana and Nyarugugu.</li> <li>The markets outside the settlement accessed by refugees include, Kabingo, Rugaga and Mbarara.</li> <li>The whole settlement has about 528 traders and 50% indicated that they serve about 50 customers a week while the other half can serve over 100 customers.</li> <li>Food commodities are available reasonable quantities in all markets</li> </ul>	<ul style="list-style-type: none"> <li>There are two main markets that are accessed by refugees and nationals in Oruchinga settlement i.e. Kajaho and Kalerema (Dubai).</li> <li>Kajaho is located along the main road with accessibility to bigger towns like Mbarara and the Tanzania border</li> <li>Majority of the over 100 traders interviewed (56%) serve between 50-100 customers a week. Therefore, Kajaho trading center alone with about 100 shops can serve between 5,000 – 10,000 people a week.</li> <li>Food commodities available reasonable quantities all markets to support needs</li> </ul>	<ul style="list-style-type: none"> <li>There are two major markets (Bukere and Byabakora) with shops, daily market stalls and weekly markets that can avail food in the settlement.</li> <li>No restrictions to market entry.</li> <li>Almost half (49%) of the traders have storage space ranging from 100Kgs to more than 2.5MT.</li> <li>Bukere has stores and wholesale shops that can store between 20-30MT of maize and beans</li> <li>Commodities mainly bought by refugees include, rice, cooking oil, maize meal, tomatoes, meat and fish.</li> <li>Cash transfers have attracted traders from Kyegegwa, Mubende and as far as Kampala.</li> <li>However, there is need to link local traders to financial institutions and bigger suppliers who can offer them goods on credit</li> </ul>	<ul style="list-style-type: none"> <li>Enough traders to cater for need: Current supply outweighs demand.</li> <li>Kataryeba trading center has permanent structures with currently over 200 shops</li> <li>The center has over 50 wholesalers and big trucks now deliver goods from Mubende, Fort Portal, Ibanda, Mityana and Mbarara direct to traders in the settlement</li> <li>Bisozi trading center has about 20 shops that operate on a daily basis. The market day operates every Tuesday and over 100 traders come to the market.</li> <li>Some traders access loans through SACCOS, Centenary bank and Stanbic bank.</li> </ul>	<ul style="list-style-type: none"> <li>Two main markets in Kiryandongo settlement: Bweyale and Mulokoni markets.</li> <li>Bweyale being the main market with 66 stalls and over 600 traders operating including refugees.</li> <li>On average Bweyale serves approximately 60,000 customers a week.</li> <li>Traders around Bweyale market have storage facilities and 54% reported having capacity to respond within a month in case demand doubled.</li> <li>Food commodities available in reasonable quantities</li> </ul>	<ul style="list-style-type: none"> <li>Over 100 established traders/businesses in each market and operational on a daily basis.</li> <li>In Nyumanzi, more than 2,000 customers access the market daily.</li> <li>Majority of the traders in all markets around Adjumani/Pakelle settlement indicated that they have storage facilities (over 2.5MT) and capacity to respond in case demand doubled within 1 week.</li> <li>Food commodities available in reasonable quantities</li> </ul>

<sup>93</sup> WFP, 2018. Source: VAM reports

## Looking through an expenditure lens

24. Looking at how much people spend, also will support on understanding better actual demand and purchase behaviour<sup>94</sup>.
25. For refugees, a total monthly food expenditure per person per month= UGX 8,750 and Total monthly expenditure per person per month = UGX 17,556 based on FSNA data, 2017. According to RIGA methodology in Northern Uganda, a median income of UGX 35,041 per person per month. In terms of food share, refugees receiving in-kind food assistance consume 55% in food out of their budget, while Refugees receiving CBT food assistance, a 62%; the latter having a higher monthly of UGX 19,000 per month<sup>95</sup>.
26. In the same line, according to a Vulnerability Study carried out by Development pathways, when food assistance is deducted from household expenditures, close to 82 per cent of refugees are living in households where the daily per capita expenditure is at most UGX 2,000 a day and 62 per cent are living on less than UGX 1,000 a day.
27. The main factors linked to differences in household per capita expenditure (pre-transfer) are geography, nationality, type of household, length of time in Uganda and the type of assistance. The proportion of households living in the lowest quintile of all refugees in Koboko (Lobule settlement), Moyo (Palorinya), Kamwenge (Rwamwanja) and Kiryandongo is significant lower than 20 per cent. In most of these districts, refugees have access to land and are located in areas more conducive to agriculture. Refugees, therefore, have much better opportunities to grow their own food compared to, for example, most of the settlements in West Nile. Similarly, Koboko, Kiryandongo and Kamwenge stand out in terms of the proportion living in the top expenditure quintile (all with more than 40 per cent). However, of particular concern for the viability of the 'self-reliance' agenda is the prevalence of refugees living on very low incomes in Nakivale, given that many have been in Uganda for a long period. This demonstrates that refugees do not necessarily become more 'self-reliant' over time, in particular if there is limited access to fertile land or other income opportunities<sup>96</sup>.

Figure 9. Household Expenditures



28. It is important to highlight that those receiving cash assistance have much higher levels of expenditure than those receiving food aid. Indeed, 37 per cent of those on cash assistance are in the top quintile. Around 69 per cent of refugee households not receiving food assistance are living on less than UGX2,000 per day and, therefore, should be considered as living in extreme poverty/needs<sup>97</sup>.

<sup>94</sup> Acknowledgment to the analytical support from WFP, FAO and REACH.

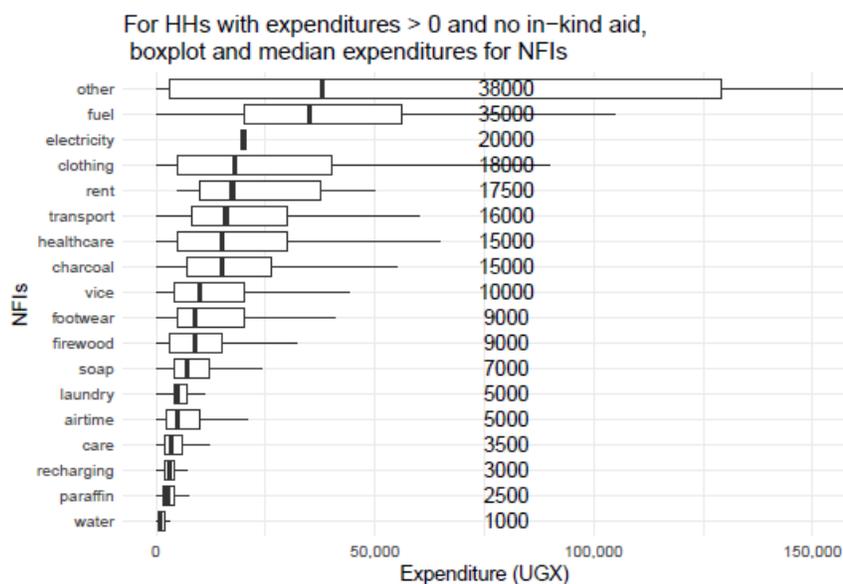
<sup>95</sup> FSNA, 2016/2017, RIMA and RIGA 2018. WFP, AME Unit in support to the MEB Task Force.

<sup>96</sup> Development pathways, p.15

<sup>97</sup> Development pathways, p.15

29. In order to have a better understanding of non-food expenditures, REACH explored data sets available. “Both RIMA and FSNA data had soap as the only median expenditure above 0 for the general refugee population. Since median expenditures in this context are not necessarily reflective of what households would spend on NFIs to meet their basic needs, since they may not be able to and also receive in-kind, it is difficult to draw concrete conclusions from the RIMA dataset. However, if we look below at expenditures for households that did spend something on these items and also had not received them in-kind, we get an understanding of the general distribution of household cash expenditure for those with the means to afford it”<sup>98</sup>.

Figure 10. Household that spent in Non-Food Expenditure



30. In this line, when using expenditure data, the current version looks at the Non-refugees, median expenditure per person per month that is UGX 32,355, which is close to UGX 1,079 per day<sup>99</sup>. That is UGX 161, 775 per household.
31. Expenditure level data is still way beyond the level of even covering the minimum Food MEB and hence afford to cover non-food items.

#### Gap Analysis to inform transfer value

32. The total cost of goods and services required to access all relevant essential needs (MEB), in conjunction with the analysis of actual expenditures, help identify the economic gaps preventing households from meeting them. This gap is used to inform the calculation of the transfer value, defined as the actual gap between the MEB (monthly, per capita) and the value of goods and services the household members can on average cater for themselves (expressed as the average per month and by household members), and deducting the value of any additional goods and services provided from other actors. Assistance provided by national governments, humanitarian or development actors must be excluded from the calculation of expenditures to avoid underestimation of economic vulnerability of current beneficiaries<sup>100</sup>.

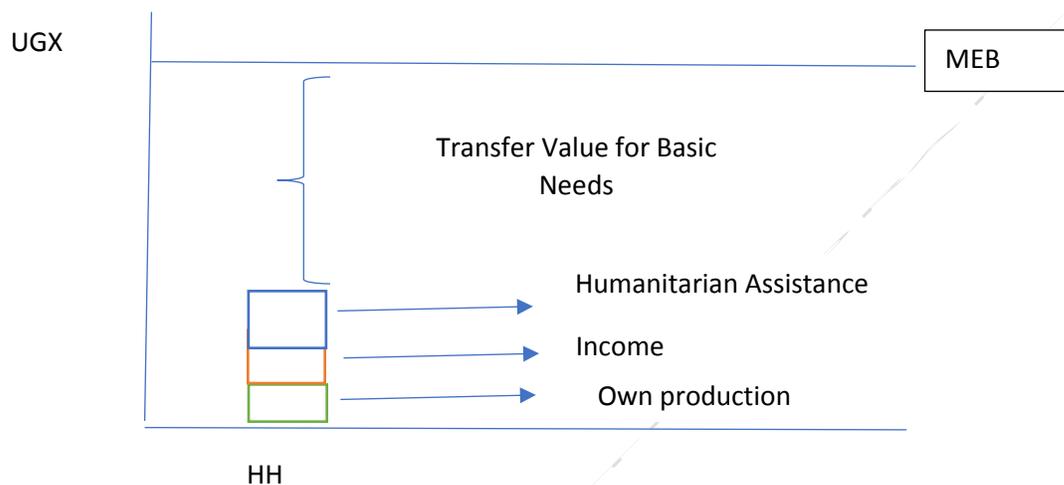
<sup>98</sup> REACH-Exploring expenditure in Non-Food Components in support to the MEB Task Force.

<sup>99</sup> The Non-refugee data is used as a minimal standard.

<sup>100</sup> WFP, Essential Needs, 2018

33. In this guidance, the value of the gap is not reflected. Household surveys are required to profile and assess each household regarding their economic capacity to meet essential needs. For informative purposes, to minimize exclusion errors, 100% of assessed refugee population does not cover the MEB<sup>101</sup>. Though it is observed diverse need gaps among households, this exercise is linked to vulnerability assessments as well as targeting efforts. This guidance recommends that unless there is a thorough gap analysis at settlement level, 100 % of the MEB coverage is encouraged as a reference for multipurpose cash grants<sup>102</sup>.

Figure 11. HH Average Gap= MEB - [Income<sup>103</sup> + Own production + Received Assistance] <sup>104</sup>



<sup>101</sup> FSNA, 2017 against current MEB

<sup>102</sup> In line with Development pathways recommendation regarding the amount of transfer value. Deduction of assistance value, for instance, 31000 if they receive WFP CBT transfer value.

<sup>103</sup> Expenditure based

<sup>104</sup> Assistance that is relevant to criteria of items and expenditure considered in the calculation of the MEB

## IV. The Minimum Expenditure Basket-February 2019

1. The task force did not have the capacity to engage in additional field assessments for this specific purpose given the multiple assessment that took place during 2017/18 (Vulnerability Analysis, FSNA, JMSNA, RIMA, Child poverty, etc.). The MEB is based on desk review, data analysis based on existent surveys, and consultation to multiple stakeholders and sector specialists. However, field level consultation was limited, but it is anticipated in the roll out phase to localize the reference MEB to the different geographical areas. The MEB is presented as a combination of complementary approaches (itemized and expenditure based) to construct average values (hybrid). This vary by sector. In certain sectors, such as WASH and other household items, “itemized” approach was used, while in Sectors associated to services as well as transport, communication and clothing, an expenditure lens was used. These values should be use as a reference and by no means should be taken it as a prescriptive value to apply without due diligence need, vulnerability and market assessments at settlement level.
2. The Multi Sector MEB is constructed based on the following operational premises: the MEB (i) evidences priority needs by the refugee population (ii) is in line with Sector Strategy and Uganda Refugee Plan (iii) enables complementary programming to achieve Sector outcomes and sustainability (iv) supports a holistic basic needs overview.
3. This section aims to contribute of having a better understanding of the financial barriers that refugees face to address non-food needs. The exercise incorporates sector perspective, based on consultation to Sector Working Groups, desk review of Sector assessments, and facilitation of meetings among technical specialists. The extent to what level of understanding and information each Sector Working Group had regarding financial barriers, vary greatly sector by sector. This is mainly due to the lack of experience of cash programming beyond food assistance in the Refugee Response in Uganda.
4. In simple words, this section reflects on the following:

*It is a need? It is a priority? Do they spend to cover this need? It is unmet? It is unmet because is not available/accessible in the market? If available, it is unmet because they can't afford it? If they could afford it, how much would refugee spend in these items and would be willing to pay? (expenditure lens) How can we ensure that with that money, people access to those items to meet humanitarian standards and contribute to humanitarian outcomes?*

**Key nuances.** This MEB lacks thorough consultation to refugees. Further discussion needs to take place within SWG at District level to ensure this first draft is consistent with the priorities and needs identified at settlement level by the refugees.

### Key progress.

5. The exercise has triggered or boost the conformation of task teams in SWC to build clear positioning on cash for Sector-specific assistance; such as EiE WG has decided to conform a Task team<sup>105</sup> to explore further their position on Cash for Education or WASH, came to an agreement to build on Operational and Maintenance fee to support National policy.
6. These section builds on new and innovative experience in “non -traditional” sectors for cash programming such as Energy and Environment or Communication, promoting to support these initiatives and build evidence for market based solutions.
7. These sections can contribute to identify key markets to explore, while acknowledging that more in-depth consultation needs to take place to assess the items in a comprehensive market assessment. In the meantime, efforts to include the main non-food commodities in monthly market monitoring, until much better understanding of financial barriers for access to services is provided by the SWG, with the technical support of the CWG.

### Steps forward.

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<sup>105</sup> Co-convener: Finn Church Aid with the technical support from CashCap- CWG and Consortium - Save the Children.

8. The CWG will continue working closely with SWGs to involve sector specialists in the design, implementation and monitoring of Multipurpose Cash Grants, as well as to inform Sector-Specific cash assistance.

# Food



## Food MEB

9. **Economic access is the greatest barrier achieving a nutritious diet**, particularly in rural areas. Diets that meet the energy needs of different household members are affordable for many households but not to meet all nutrients needs. It costs 6 times more to purchase a nutritious diet compared to a diet that meets only energy needs. Cost of the diet modelling, estimates a daily cost of UGX 1,950 to access energy, but UGX 12,437 to access a nutritious diet at national level<sup>106</sup>.

Figure 9. Cash transfer value for food assistance and reason for contracting debt<sup>107</sup>



10. **The current food assistance value -31,000 UGX per person- is calculated based on the monetization of in-kind basket<sup>108</sup> but it does not reflect the more diverse diet that refugees purchase in the market.** Reports show the utilization of cash assistance in starches, pulses, meat, and vegetable as well as the extensive sale of food rations to purchase other alternate food and address other needs<sup>109</sup>.
11. **The current value covers an average of 72% of the estimated “normative” minimum expenditure in food<sup>110</sup>.** This is consistent, with the fact that food ration last from 13-22 days across settlements<sup>111</sup>. Though cash transfer beneficiaries<sup>112</sup>, were in position to buy an equivalent of the WFP in-kind food basket using the cash transfer value received during the second quarter of 2018<sup>113</sup>; most households used reduced coping mechanisms, stressful, crisis and emergency coping strategies in order to acquire food for their households<sup>114</sup>. The majority of the refugee population reported contracting new debt to buy food.<sup>115</sup>
12. **Nutrition sensitive cash programming is recommended for meeting nutrition outcomes in vulnerable population.** According to the FGN<sup>116</sup>, which shows the cost and content for cheapest combination of foods that meets the nutrient requirements for a household given individual requirement; increasing purchasing power to household, in conjunction with the MCHN programme, would translate in 10,193 UGX per day per household, as the nutrient needs of the

<sup>106</sup> Energy diet includes maize, millet, sorghum, cassava flour, matoke, beans; while a nutritious diet adds sweet potatoes, groundnuts, dodo leaves, tomatoes, avocado, mango, eggs, dried fish, mill. FNG, 2018, WFP

<sup>107</sup> FSNA, 2017 and WFP, PDMs, 2018

<sup>108</sup> WFP Food assistance cash transfer value is 31,000 UGX per person per month. This is based on maize Grain/Flour, Beans, Millet Flour, Vegetable Oil, Salt. The figure below shows prices April-June 2018 in Kyakka II. Refer to WFP Bulletin for information across settlements. Refugee Price Monitoring April-June 2018, VAM, WFP

<sup>109</sup> WFP, PDMS, 2017 and Development pathways

<sup>110</sup> Based on NutVal basket

<sup>111</sup> FSNA, 2017, p.33

<sup>112</sup> Except Rhino camp and Koboko and Adjumani, WFP Bulletin

<sup>113</sup> WFP quarterly bulletin

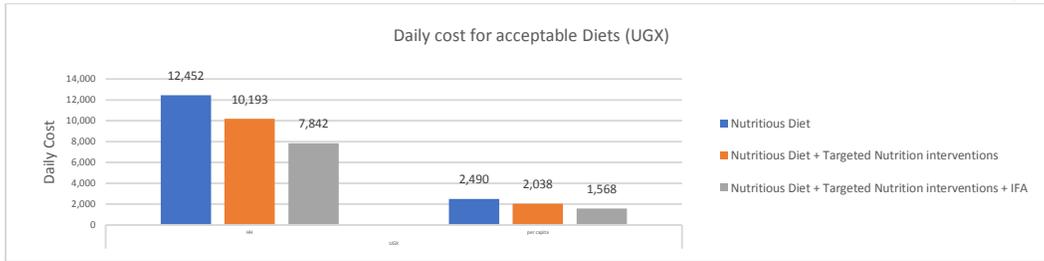
<sup>114</sup> FSNA, p.33

<sup>115</sup> FSNA, 2017

<sup>116</sup> Household composition of five, including a child aged 6-23 month, a school aged child, an adolescent girl, a breastfeeding mother and an adult man; All the general cash assistance is used to buy food at the local market; Optimal purchasing, preparation and consumption behaviour; The prices are averages across all refugee hosting districts, assuming that the cost from the region represent realistic market cost the target group; 100% of breastfeeding women are enrolled in MCHN and receive SuperCereal (SC); 100% children aged 6-23 months are enrolled in MCHN and receive SuperCereal Plus (SC+); The cost reduction for interventions does not account for programme cost (MCHN and distribution of iron-folic acid to adolescent girls), FNG, 2018

breastfeeding mother and the child aged 6-23 months would partly be met through the provision of SC+ and SC, respectively in the MCHN programme. Given that the study, found that the adolescent girl is the most expensive HH member in terms of meeting nutrient needs, the modelling included iron-folic supplements (IFAS) distribution for adolescent girls (an intervention that is currently not being implemented in the refugee settlement), which depicts a value of UGX 7,842 if implemented in conjunction with both the MCHN programme and IFAS distribution to adolescent girls<sup>117</sup>.

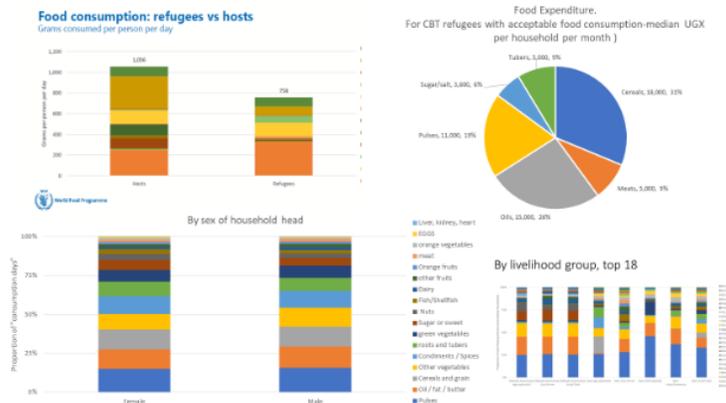
Figure 10. Daily cost for acceptable diets (Fill the nutrient Gap)



13. **Food component in the MEB.** WFP Analysis, Monitoring, Evaluation and Learning Unit, supported the task force with the following analytical steps to estimate the Food MEB<sup>118</sup>:

- 1) Review local food preferences. A rapid descriptive screening exercise of food consumption of refugees, hosts, by sex of the household, by livelihood, and finally by cash based recipients<sup>119</sup> with acceptable food consumption<sup>120</sup>.

Figure 11. Assessing consumption patterns



- 2) Establish a nutritious basket of foods based on NUTVAL incorporating a greater number of purchased items. <http://www.nutval.net/>

<sup>117</sup> The latter value is in line with the estimated Food MEB.

<sup>118</sup> Source: FSNA 2017, RIMA 2018.

<sup>119</sup> Assuming that cash recipients show a better observation of how people purchase items available in the market, than beneficiaries that receive in-kind.

<sup>120</sup> Main limitations, only one FOOD MEB and more consultation with refugees can refine the construction of the normative food MEB.

Figure 12. Nutval basket.

**Normative food basket (food MEB)**  
Constructed from NutVal 4.1

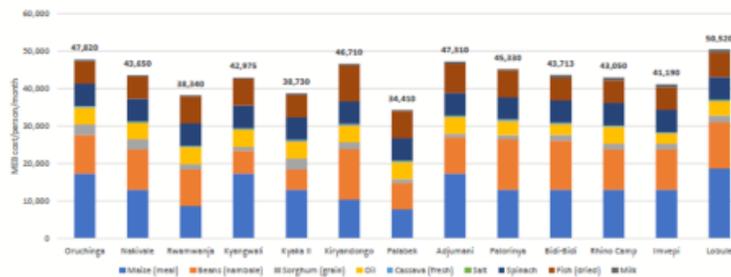
Food Items	Daily Ration	Energy	Protein	Fat	Calcium	Copper	Iodine	Iron	Magnesium	Selenium	Zinc
Maize (meal)	290	1,050	23.5	10.4	17	0.6	-	10.0	368	45.0	5.3
Beans (nambale)	180	599	42.4	1.5	257	1.7	-	14.8	252	5.8	5.0
Sorghum (grain)	50	170	5.7	1.7	14	0.5	-	2.2	95	6.1	0.8
Oil	25	221	0.0	25.0	0	-	-	0.0	-	-	-
Cassava (fresh)	20	32	0.3	0.1	3	0.0	-	0.1	4	0.1	0.1
Salt	5	0	0.0	0.0	-	-	200	-	-	-	0.0
Spinach	100	23	2.9	0.4	99	0.1	-	2.7	79	1.0	0.5
Fish (dried)	20	54	9.4	1.5	69	-	-	0.6	-	-	-
Milk	10	6	0.3	0.3	11	0.0	-	0.0	1	0.4	0.0
<b>Total</b>	<b>700</b>	<b>2,155</b>	<b>84</b>	<b>41</b>	<b>471</b>	<b>3.0</b>	<b>200</b>	<b>30.3</b>	<b>800</b>	<b>58.3</b>	<b>11.7</b>
<b>Requirement</b>		<b>2,100</b>	<b>52.5</b>	<b>40.0</b>	<b>989</b>	<b>1.1</b>	<b>138</b>	<b>32.0</b>	<b>201</b>	<b>27.6</b>	<b>12.4</b>
<b>Proportion of requirement</b>		<b>103%</b>	<b>161%</b>	<b>102%</b>	<b>48%</b>	<b>271%</b>	<b>145%</b>	<b>95%</b>	<b>398%</b>	<b>211%</b>	<b>94%</b>



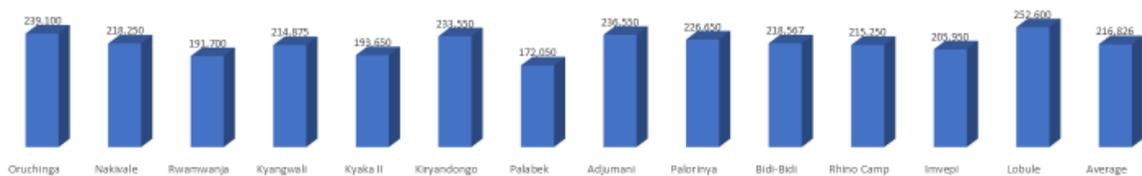
- 3) Cost the nutritious basket of foods at settlement level-Food MEB. The cost of the food MEB per month with an average value of 43,365 UGX per person and per household (5 members) estimated in 216,826 UGX.<sup>121</sup>

Figure 13. Food Basket Cost per person and per item

Costing the Food basket Per Person and by item



**Minimum Expenditure in Food per Household per Month UGX**



**Next steps.**

14. Monitor prices across settlements of all items described in the normative FOOD MEB and incorporate them into the quarterly price monitoring bulletin (WFP). Extend market assessments to all settlements.
15. It is suggested to continue consulting refugees at settlement level to assess food preferences, consumption behavior, geographical and cultural differences and items purchased, to construct Food MEBs that might include items that were not included at this stage.

<sup>121</sup> December 2018. Refer in Annex all data values.

Figure 14. Geographical differences in food preference

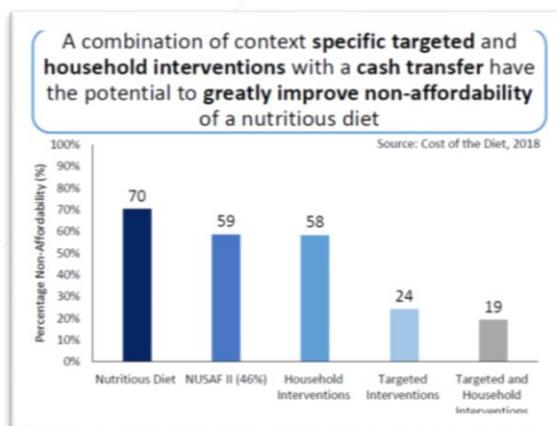
### Geographical differences in food preference

Region	Commonly consumed items	Commonly consumed items, not included in the MEB
West Nile Settlements	Vegetable oil, tomatoes, onions, rice, maize meal, beans, groundnuts, simsim, cassava, sorghum, sweet potato, and green leafy vegetables & cabbage	Tomatoes, onions, rice, groundnuts, simsim, cassava flour, sweet potato, meat and cabbage
South West	Cassava flour, maize meal, sweet potatoes, and fresh cassava, cassava leaves and beans	Cassava flour, sweet potatoes, tomatoes, Irish potatoes, meat and onions
Gulu	Maize meal/grain, beans, white sorghum, veg. oil (jerricans), meat, fish, rice, tomatoes, sugar, cabbages, simsim, pumpkins, sweet potatoes, salt, and pawpaw	Meat, tomatoes, sugar, cabbages, simsim, pumpkins, sweet potatoes, millet, and pawpaw



16. Assess and monitor systematically the % of households meeting Food MEB and total MEB.
17. Assess feasibility of nutrition sensitive cash transfer programming and context specific targeted interventions with integrated packages, advocating and coordinating with nutrition partners, for improved ways of achieving affordability of a nutrition diet.<sup>122</sup>

Figure 15. Integrated packages for nutrition outcomes. Fill the nutrient gap.



<sup>122</sup> For more detail information refer to Fill the Nutrient Gap Analysis.

# Water, Sanitation and Hygiene



## Water, Sanitation and Hygiene

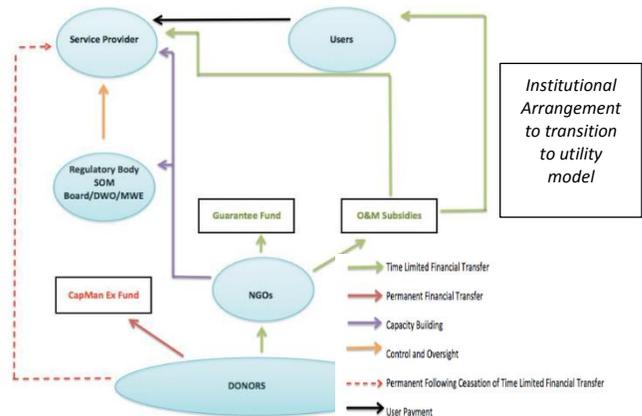
### Water supply component in the MEB.

18. The sector initiated various studies referred in the Operation and Maintenance framework for water supply services in refugees and hosting population, WASH Sector Working Group, July 2018 (Annex). This document gives an estimate on unit cost of water for various water sources and technologies applied, providing a guide towards the determination of the Minimum Expenditure for water per household. Comparatively, pro-poor tariffs as directed by Uganda Government and implemented by National Water and Sewerage Corporation (NWSC) reference 25UGX for a jerry can of 20 litres. Correlating with UNHCR minimum standards, this means 25UGX per person per day. Pre-paid meters have been proposed to replace tap-stands as communal water collection points. However, this requires retrofitting all settlement water infrastructure to comply with an effective dispensing mechanism. Broadly, stakeholders recommend adoption of utility models as implemented by constitutionally mandated institutions in Uganda (NWSC and Umbrella Organization<sup>123</sup>). Shifting from current NGO managed water schemes to utilities will depend on complexity, remoteness, vulnerability, etc.

19. In summary, the Sector agreed to estimate a minimum expenditure of 3,750UGX per family of five per month, translating into 25UGX/20litres per person per day.

20. For potential Cash and voucher assistance, the Sector suggests starting with nominal value of 1,000UGX/family/month to apply for all settlements in line with host population current payment scheme in South West. In settlements such as Rwamanja, where NWSC will implement utility model, full value can be used. In Northern Settlements full value can be piloted, with due diligence operational feasibility analysis, developing business plans for each of the service points (individual water scheme or a cluster) assessing willingness and ability to pay streamlining environmental implications of the various systems. Prior to this, sensitizations and consultation with consumers (refugees + host) on the cost of providing the service is required. Close coordination with the WASH Sector Working Group and the CWG is recommended.

21. It is suggested to track the percentage of household income used to buy water for drinking and domestic hygiene as well as market prices of water (if relevant) for household expenditure over time, and use these trends to inform changes in programme design<sup>124</sup>.

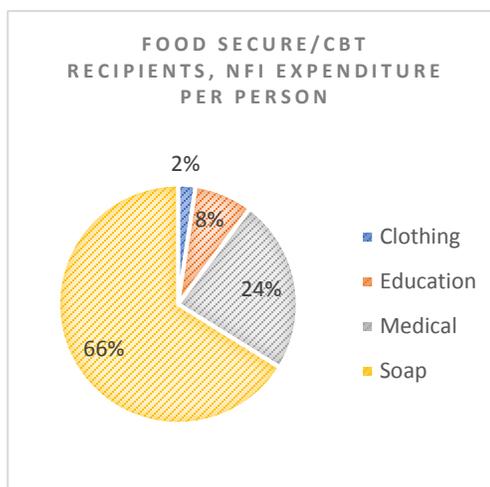


### Hygiene and Sanitation component in the MEB.

<sup>123</sup> This is to apply to all other settlements that do not fall under NWSC.

<sup>124</sup> Water costs should be no more than 3–5 per cent of household income. Be aware of how households are covering higher costs during the crisis and take steps to counter negative coping mechanisms, Sphere Standards, p.94

22. **Provision of hygiene items should support local markets where possible** (for example by providing cash or vouchers or improving warehouse infrastructure). A market assessment and household income analysis, including gender roles in expenditure decisions, should inform the plans for access and use of hygiene items. Monitor whether or not the market is providing the quantity and quality of products, and adjust if necessary<sup>125</sup>



23. **Lack of money is an important barrier to access soap.** At the national level, 48% of the refugees and 24% host community households reported no access to soap. Overall, 58% of both host community and refugee households reported that soap was too expensive and they could not afford it. Among refugee households in Kiryandongo and Adjumani that reported no access to soap, approximately 87% stated this reason<sup>126</sup>.

24. **Buying soap and hygiene items is clearly a priority for refugees,** being one of the most important expenditure of nonfood items<sup>127</sup>, and considered as basic need<sup>128</sup>

25. **It is key to understand refugee's consumption behaviors to inform program design**<sup>129</sup>. Although a high proportion of refugee households in Arua reported not having soap (61% no access to soap), 42% reported using a substitute. During data collection, enumerators noted that using ash as a substitute for soap was common among refugees in this area. Among host community households that did not have soap (21% in Isingiro, 14% in Hoima, and 24% in Kamwenge), high proportions of households in these districts responded that it was not necessary (Isingiro, 39%, Hoima, 38%, and Kamwenge, 22%). In Sites **where risks of cholera outbreak and Ebola is high**, ensure factoring in as part of due diligence risk analysis among the different modalities of response (whether is in-kind, voucher or cash, as the risk of re-selling it if not a priority, is high) to ensure access and utilization of soap. For instance, In Hoima specifically, lack of knowledge concerning soap use and other hygiene promotion activities in the surrounding host community could have been an influencing factor in the spread of cholera, or could be a risk if another outbreak occurs.<sup>130</sup>

26. **Assessing the capacity of markets to provide soap in quantity and quality as well as monitoring monthly prices at all settlements is paramount.** Limited information regarding market assessments for hygiene items was found<sup>131</sup>. Based on shared information, prices and availability between laundry and antibacterial soap varies greatly, being the former the preferred choice from refugees (Kyangwali) and available at stores. The follow figure depicts, local prices by settlement (laundry soap/1000 gr), adjusted to attain 450 grams per person.<sup>132</sup>

<sup>125</sup> Sphere Standard, 2018, p.94

<sup>126</sup> If a household reported not having soap, they were then asked about the reasons why. Source. JMNA, 2018, p.48, UNHCR, REACH.

<sup>127</sup> FSNA, 2017 and RIMA, FAO, 2018

<sup>128</sup> Understanding refugee's perspective, Nakivale, FGD

<sup>129</sup> For more detail refer to Behavior Change Communication Framework October 2018, UNHCR.

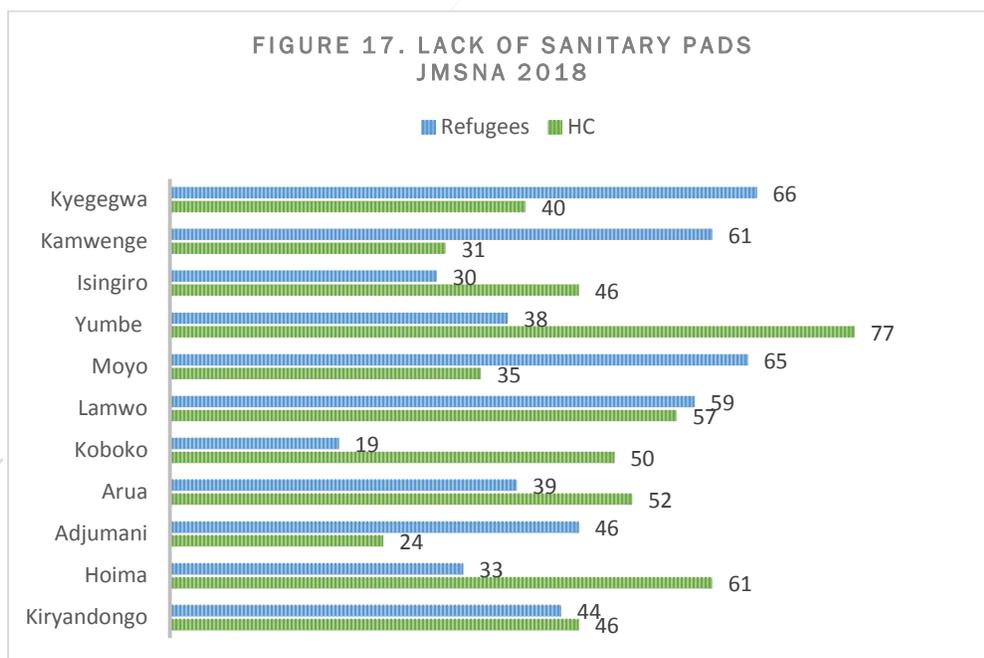
<sup>130</sup> JMSNA, 2018, UNHCR, REACH

<sup>131</sup> Rapid Market Assessment – Non- Food Items – Kyangwali (ACF) settlement and price monitoring in Kyakka II (DRC). Internal data collection UNHCR excel sheet.

<sup>132</sup> Average of 2 rounds of data collection. Sphere-250 grams of soap for bathing per person per month; 200 grams of soap for laundry per person per month. UNHCR Entitlement Scale 250 gram. Prices need to be crosschecked at settlement level. In Palorinya, when refugees were asked how much do they need for monthly hygiene needs, they estimated approximately 25,000 UGX per household (Relief International, Basic Need Assessment, 2018)



27. The percentage of households having at least one jerry can was almost equal between refugee (96%) and host community households (99%), and the same was found for buckets (43% for refugees, 45% for host community)<sup>133</sup>. Lack of access to sanitary materials for households with women and girls of reproductive age was the primary indicator driving categorisation of people in need for both refugee and host community households.



28. It is suggested to include as part of the **one-off minimum expenditure basket** the following items: **reusable** sanitary pads<sup>134</sup>, underwear for women<sup>135</sup>, Jerrycan (20 L), bucket with a lid (15 L) and for handwashing (5L). It is key to assess and ensure market access and availability to these items

<sup>133</sup> JMSNA, 2018, UNHCR, REACH

<sup>134</sup> Two women-11-60 year old. Household composition data, FSNA, 2017

<sup>135</sup> Consider underwear as part of monthly expenditure on clothing.

at settlement level<sup>136</sup>. In addition, assess level of acceptance and preference of reusable sanitary pads over consumable to ensure their right to a proper menstrual health and hygiene. The preferred choice might be consumable, though women tend to use washing cotton cloth because they can't afford them on monthly basis, they do not receive it in-kind frequently as well as they recognize that disposing them it is an issue, while considering using re-usable pad as a potential option <sup>137</sup>.

Figure 18. One off-estimated values for reference (average)<sup>138</sup>

One off cost for one year for a HH of 5 with one women in reproductive age <sup>139</sup>	Unit Price (Average Values) [2]	Quantity	Total expenditure (UGX)
Reusable sanitary pads	7000	8 (4 per women)	56,000
Underwear	2641	6 (3 per women)	15,846
20l Jerrycan	6859	2	13,718
Bucket with a lid 15l	7581	1	7,581
5 l handwashing	3462	1	3,462
<b>Total</b>			<b>96,607<sup>140</sup></b>

29. Ensure incorporating hygiene items into **monthly price monitoring**. In addition, it is suggested to the sector to track the percentage of household income used to purchase hygiene items for identified priority needs to inform program design in the refugee response<sup>141</sup>.
30. **Key references.** Cash and Market based programming in the WASH Sector is work in progress. Ensure referring to key guidance and standards in the Sector to explore market based approaches in areas such as hygiene and sanitation, updating the present document accordingly.

<sup>136</sup> Rounds of verification on price data collection was done by UNHCR and partners. But comprehensive monitoring is required.

<sup>137</sup> Rapid Market Assessment, Kyanwali, ACF, 2018 and Palabek AGDM, Inter-agency participatory assessment Report, UNHCR, 2018.

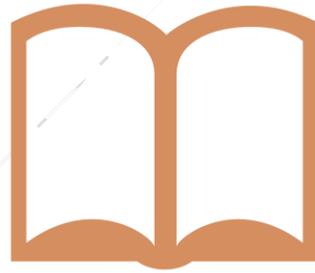
<sup>138</sup> For calculation purposes, the total amount is divided by 12 to estimate monthly needs.

<sup>139</sup> Source. Discussion with 7 Sector experts, November 2018 and average value of prices. It is important to note great variation of prices on buckets might be explained due to defined product specification.

<sup>140</sup> For calculations underwear expenditure is deducted as it is allocated in clothing.

<sup>141</sup> Sphere, 2018. For more detail on monitoring Market based programming in WASH, refer to Generic Monitoring and Evaluation Framework for WASH Market-Based Humanitarian Programming, OXFAM, 2017

# Education



## Education<sup>142</sup>



31. **Education expenditures are a key priority for refugees.** Post Distribution Monitoring (PDMs) reports show that refugees use 10% of the food cash grant for education expenses. When they receive in-kind, after re-selling a share, they spend 7-10% in education<sup>143</sup>. In addition, 40,6 % of food secure refugees contracted debt to pay education costs<sup>144</sup>. FSNA data showed an 8% of the NFI expenditures are allocated to education.<sup>145</sup> Asked in FGD what refugees considered as a basic need, education was reported as the priority<sup>146</sup>.
32. **High costs are an important economic barrier to access education.** The most common barriers to education for households with school aged children was the high cost of education or the perception that their children were too young to attend school. For households that had at least one child not attending school, host community households (45%) most commonly indicated cost as a barrier to accessing education for their children, while 31% of refugee households had challenges paying school fees for the children.<sup>147</sup> This may be due to refugees having better access to financial support from non-governmental actors working in the settlements to cover education costs (sponsorship or tuition subsidy)<sup>148</sup>. High costs for education was also reported as a key barrier to education in the UNHCR Livelihoods Socio-economic Assessment in Refugee-Hosting Areas, with 26% of refugee households and 25% of host community households noting school fees as an issue. The majority of households that had school aged children not attending school and reported high costs as a barrier noted that tuition was the primary unaffordable cost. Tuition costs were found to be the overwhelming cost barrier to education for host community households, while refugee households noted tuition, as well as scholastic materials (books, uniform, writing materials, etc.)<sup>149</sup>.

“Education is very expensive for us. We don’t have any business or even jobs because we are refugees. Therefore, we do not have money to educate our children. We also cannot get scholarships, because of the lengthy procedure and the limited number of scholarships. When our children complete P7, they are not able to continue with education.” Refugee FGD participant, Kampala

<sup>142</sup> Thanks to the Global Education Cluster for the infographics in this section.

<sup>143</sup> WFP, PDMs, 2017/18. In line with PDMs of large lumpsum transfer (Give Directly). Male headed household slightly spend more in education, than female headed households.

<sup>144</sup> While 18,6% of marginally secure, 7,1% of the moderate food insecure and while 4.3% of severely food insecure FSNA, 2017

<sup>145</sup> The absolute number, UGX 833 (FSNA) per household does not seem to be informative, disregarding current expenditure as a useful reference to inform this section.

<sup>146</sup> Nakivale, FGD, REACH

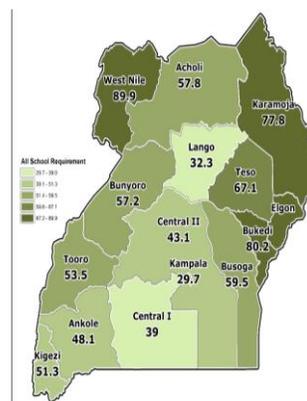
<sup>147</sup> JMSNA, 2018 p.85

<sup>148</sup> In relation to the cost of schooling, over half (60%) of children who reported being in school were receiving a scholarship or subsidy. Around half (52%) of these children received them from an NGO and around 44 per cent from the government. Financial assistance to children in all groups was common, with the highest rates in the short- and long-term refugee groups, UNICEF, p.40-41

<sup>149</sup> Of the households that reported high costs as one barrier to education, 95% of the host community households mentioned tuition as one of the expenditures that the household could not afford, hence why at least one of their children were out of school. All of the assessed host community households in Adjumani, Hoima, Isingiro and Kamwenge mentioned tuition fees as one of the cost barriers. Among refugee households, more than half of the assessed households reported tuition (54%) and/or books (51%) as the main cost barrier. Adjumani had the highest percentage of refugee households (98%) reporting tuition fees as the main cost barrier. Focus group discussions with

33. **Refugees in Uganda can access education under the same conditions as nationals, and education is incorporated as one of the tenets of the 2006 Refugee<sup>150</sup>. Uganda recognizes education as a basic human right for both nationals and refugees. However, the level of deprivations varies across regions as depicted in the figure below as the proportion of children deprived of “school fees, uniform and scholastic materials” because they cannot afford it, ascending to 90% in West Nile.**

**Figure 1: Proportion of children *deprived* of “school fees, uniform and scholastic materials ” because they cannot afford it (%)**



34. **Refugees children are deprived from essential needs in education because they can't afford it<sup>151</sup>. 88% can't access to a desk and chair for homework, 90% to educational toys and games, to transport go get to school (92%), to clothes for secondary aged children (75%), to all fees uniforms and equipment (78%).** Despite the existence of subsidies from the Government, UN agencies and NGOs, the cost of education aggregated in school fees, scholastic materials and feeding is still viewed as prohibitive by both refugee and host communities. The education levels that are worst affected are ECD, secondary and post-secondary. Apart from the few non-fee-paying ECDCs run by local or international organizations, most pre-primary education is privately owned, with high fees. This finding is consistent with earlier assessments by the National Planning Authority (NPA), which found that over 90 per cent of the eligible population were not enrolled in pre-primary because they could not afford the fees (NPA, 2015). Moreover, some pre-primary schools are provided with unsuitable learning materials and untrained or unqualified teachers, and hence constitute a very poor learning environment. Relatedly, the cost of secondary school education remains a challenge for most refugees and a section of poor hosts<sup>152</sup>.
35. Despite education being officially free, **hidden costs and financial barriers to education do exist.** Focus group discussions depicts type of expenses refugees challenge with:

- i. Pupils' families are being asked to pay for contributions in order for the schools to function i.e. to pay the teachers, to pay for supplies for exams and to pay for school meals when they are provided, to an amount ranging between UGX 5,000 to UGX 150,000 per term or an average amount of UGX 63,000 per term. Focus group discussion respondents in both communities reported exam fees to be at UGX 50,000 per term at secondary school.
- ii. Additionally, at the beginning of the school year, parents have to purchase school supplies, school bags, uniforms and shoes which cost at least an average UGX 72,000 in upfront costs (a school bag costs in average UGX 32,000, a school uniform UGX 20,000 and school shoes also cost in average UGX 20,000. For other school supplies, an average of UGX 10,000 per month should be added<sup>153</sup>.

refugee households in Adjumani mentioned this issue, stressing also high fees for education in general and lack of education facilities, which meant that some households had to send their children to private schools that were costlier, JSNMA, p.85

<sup>150</sup> UNICEF, 2018, p38

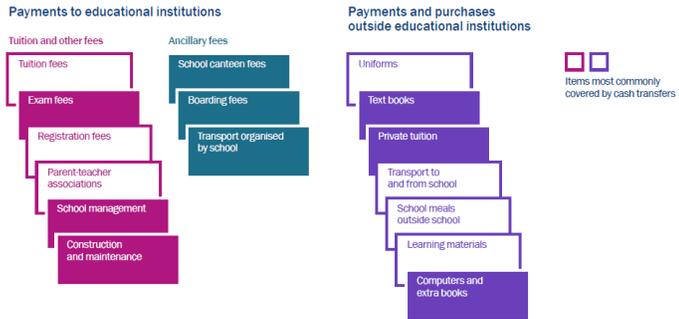
<sup>151</sup> For host communities refer to UNICEF, p.38

<sup>152</sup> UNICEF, 2018, p38

<sup>153</sup> Palorinya, Relief International, 2017

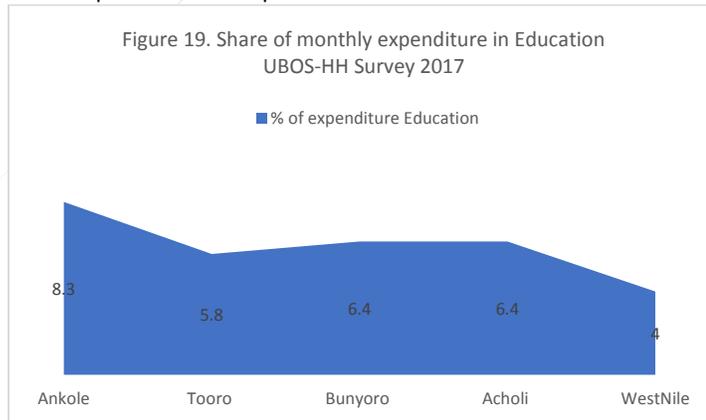
iii. The cost of education therefore poses challenges for parents (both refugee and host population) who have few and unstable income sources. To meet those costs, parents from both communities reported taking credit at the beginning of each school term to pay all education-related expenditures and fees. In general, school enrolment data collected in the assessment is positive, however, the inability to cover school-related costs has negative impacts on students' attendance at schools and drop-outs have been reported part-way through the year or before exams when additional fees are levied. From the school side, schools are partly reliant on this additional income to pay teacher salaries (as a complement to government budget) and cover running-costs, therefore if these costs are not met, there are negative impacts on teacher motivation and the general functionality and management of the schools.<sup>154</sup>

Overview of education-related expenditures



iv. While education should be free, participants said they had to pay up to 250,000 UGX per term for secondary education. These issues result in children dropping out of school or not being able to access at all. Participants raised that they are concerned that the out of school children are at higher risks of ending up in negative circles and they had reported children doing "bad things to the settlement".<sup>155</sup>

36. According with the methodology used in Uganda National Household Survey, where monthly percentage of expenditure in education is estimated at Subregional Level to construct poverty and expenditure based analysis using sub regional shares, this share varies between 4% to 8.3% (figure below). This depicts an average of UGX 16,407, ranging from UGX 28,618 in Ankole to UGX 9,464 in West Nile per household per month.



37. Basic Need Assessments in Palorinya depicts a 35,456 UGX self-reported expenditure in Education per month (14,394 in commodities such as uniforms, shoes, stationaries, and 21,061 in services such as fees, teachers, exam contributions). These expenses come at the beginning of the year, or before exam period; while in Kyakka and Kyangwali partners estimated a one off

<sup>154</sup> Palorinya, Relief International, 2017

<sup>155</sup> Nakivale, FGD, REACH

UGX 50,000 per household for school materials<sup>156</sup>. In Palorinya, assuming, 2 children in primary and 1 in secondary school ascending to 279, 072 per family per term<sup>157</sup>

Cost per Term		
Total cost per term primary	Total cost per term pre-primary	Total cost per term secondary
75,422 UGX	63,480 UGX	128,228 UGX
Internal Data Collection-Moyo Palorinya -Source of spending-Financial contributions, learning material, clothing, others, Relief International, Basic Need, 2017		

38. Based on RIMA 2018 data, where refugees were asked about the total expenditure incurred for schooling for each household; the cost ascends to 22,000UGX median expenditure over 12 months per child attending primary school and 300,000UGX median expenditure over 12 months per child attending secondary school<sup>158</sup>.
39. **Education component in the MEB.** Evidence suggest that interventions increasing expenditure on education related goods and services, can contribute to increased enrolment and attendance and decreased drop-out rates<sup>159</sup>. In this version, until the Sector comes with a standardized way of collecting education expenditures, considering the seasonality of expenses- most of them at the beginning of the year and prior exams; the component is estimated based on triangulation of data and presented as part of the monthly needs to be able to inform multipurpose cash grant<sup>160</sup>. Based on a calculation of 2 children in primary and 1 in secondary school, this is an average of UGX 28,666<sup>161</sup>, which is consistent with referred multiple data and national surveys.<sup>162</sup>.
40. **Nuances.** The task force expressed their concerns, of using current regional shares on areas that are clearly deprived in access to education and that clearly showed financial barriers associated such as West Nile (being the most deprived area, households spend 4% of Household total expenditure in education) to inform humanitarian action from a Right based perspective. The % of total education expenditure contributed directly by households<sup>163</sup> needs to be analysed in context and by type of schooling (primary, secondary and tertiary) to inform vulnerability.

#### Recommendations to the Education Sector Working Group.

41. Harmonizing the information collected in the Sector related education expenditures from refugees and ensuring its accuracy and comprehensiveness would be a major step towards enhancing the availability and quality of the education component in the MEB<sup>164</sup>. Good practice shows calculating the value per child, would be much more consistent with Sector-needs, instead of Household.

<sup>156</sup> MEB, DRC, ACF, LWF, November, 2018

<sup>157</sup> Consistent with demographic in FSNA data, 2017

<sup>158</sup> Focus on Bidibidi , Palorinya , Adjumani , Palabeck , Imvepi, Rhinocamp Kiryandongo

<sup>159</sup> Ourworldindata.org and Elevating Education in Emergencies - Cash Transfer Programming Framing Paper, Global Education Cluster.

<sup>160</sup> Yearly expenditure divided by 12

<sup>161</sup>  $(22,000 \times 2 + 1 \times 300,000)/12$

<sup>162</sup> Number of age schooling children as well as type of schooling influence greatly the level of expenditure in Education.

<sup>163</sup> Ourworldindata.org. The investment Case for Education and Equity (UNICEF, 2015). the % of total education expenditure contributed directly by households in 15 high income countries and 15 low/middle income countries.

<sup>164</sup> As reference, refer below to recommendations for disaggregation of education related expenditure (UNESCO, 2017). However, the task team in the Education Working Group should recommend the best structure for further analysis, in line with national statistics.

Desirable classification of education expenditure items in HH surveys <sup>165</sup>		
Minimum disaggregation	Desirable disaggregation	Optional further disaggregation
<b>Payments to educational institutions</b>	Tuition and other fees	Tuition fees
		Exams and registration fees
		Contribution to parent-teacher associations and school management committees
		Contribution to construction, maintenance and other school funds
	Ancillary fees	School canteen fees
		School boarding fees
Transport organized by school		
<b>Payments and purchased outside to educational institutions</b>	Uniform and other school clothing	Uniform and other school clothing
	Textbook and teaching materials	Textbooks
		Other teaching materials
	Private tutoring	Private tutoring
	School meals and transport purchased outside educational institutions	Transport to and from school not organized by the school
		School meals purchased outside school
Others not required (but linked to school attendance)	Computer and extra books	
Source: Availability and Reliability of Education Finance Data in Household Surveys, UNESCO, 2017		

42. Further research – including desk review of relevant assessments and more in-depth analysis of survey data with education experts in Uganda is required to produce comprehensive guidelines on the design of education expenditure component and recommendations for Sector -specific cash transfer programming.
43. The Education Working Group has conformed a task team to work on exploring further cash programming in education with the support of the CWG (ToR on development). Understanding the relevant items (goods and services) and associated costs that are the main source of the expenditure for refugees is key to ensure the right based approach for addressing financial barriers of access to education. In addition, Social protection stakeholders should be involved for future initiatives in cash for Education (i.e. child grants initiatives).
44. Practices around calculating the transfer value for CTP in Education in Emergencies (EiE) need to be systematized and strengthened. A majority of programmes delivering multipurpose cash

<sup>165</sup> UNESCO, 2017

assistance (MPC) and EiE-specific cash and voucher assistance use expenditure basket methodologies as a basis to calculate the transfer amount. A review of 20 Minimum Expenditure Baskets for MPC indicated that less than half of them included education-related costs. However, in some projects it was evident that families were spending part of the transfer on education costs. This was evidenced in UNHCR's and the Cash Consortium's multipurpose cash assistance in Iraq where the transfer value was calculated without taking into account education-related expenses, and was intended to cover one to three months of basic needs. Monitoring showed a constant tendency of spending between 3 to 4 percent of the total transfer value on education. Moreover, the negative coping strategy of withdrawing children from school decreased significantly after the first transfer, and even further after the second transfer.<sup>166</sup>

45. According to FAO study, improving education levels among the refugee population is crucial to enhancing their resilience capacity. This should be reinforced at two levels: adults and children. Firstly, adults could receive basic educational training that would equip them with the skills to better navigate the basics of their area of economic activity, entailing functional adult literacy. Secondly, access to education could be facilitated by i) providing small cash transfers to families sending children to school (small amounts that could help make up for lost income from child labour); ii) subsidizing access to school supplies and fees; and iii) developing school meal programmes to minimize the cost of feeding children at home<sup>167</sup>
46. In this version, expenditure in education is present on a monthly basis to inform multipurpose cash grant. However, it is important to note for programming, that the size, timing and durability of the cash transfers significantly influence long-term impact in education. Consider these elements early on when planning cash for basic needs and/ or education and align them with investments in livelihoods and economic inclusion for which education is a pathway.<sup>168</sup>

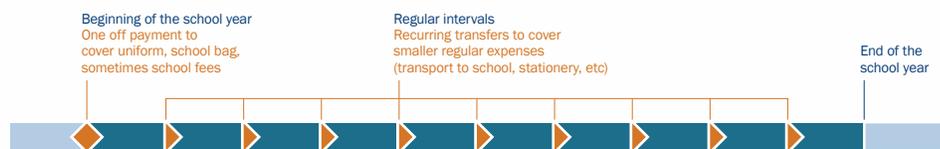
### Timing, duration and frequency of cash transfers

■ Period during which cash transfers can be made

#### Multipurpose cash transfers



#### Education-specific cash transfer programming



<sup>166</sup> Elevating Education in Emergencies - Cash Transfer Programming Framing Paper, Global Education Cluster.

<sup>167</sup> FAO, 2018, p.4

<sup>168</sup> For more detail refer to Elevating Education in Emergencies - Cash Transfer Programming Framing Paper, Global Education Cluster, p.4

# Energy & Environment



## Energy & environment

47. **Collecting or paying for fuel or energy is a recurrent cost and must be planned accordingly.** Fuel and other energy sources are necessary for lighting, cooking, thermal comfort and communication (Right to affordable fuel and household energy supply)<sup>169</sup>.
48. **Promote energy-efficient cooking practices,** including the use of fuel-efficient stoves, firewood preparation, fire management, food preparation techniques and shared cooking. Consult the crisis-affected people and host community about the location and means of collecting fuel to address issues of personal safety and environmental sustainability<sup>170</sup>. The average daily fuelwood consumption for cooking under controlled conditions and by use of improved cook technologies is 0.7 kg – 1.5 kg per person per day<sup>171</sup>.
49. **The current firewood consumption is not sustainable.** The majority of host community and refugee respondents reported using firewood as their main fuel source (around 95%).<sup>172</sup> The average fuelwood consumption for cooking/boiling/heating in both Imvepi and Rhino camp settlement is of 17.5 kg of air-dried wood per refugee household, or 2.5 kg per person per day. The purposes of the fuel were cooking and boiling water for domestic use. A minor share is used for heating and lighting. In the host communities the situation is even worse with an average wood consumption of 3.5-4. 5 kg per person per day.<sup>173</sup> A bundle/headload of firewood weighs 25-35 kg, cost UGX 3,500-UGX 5,000 or battered for 3cups porridge flour and 2cups of beans. The weekly average consumption for (HH of 6-7) =3 Bundles, being the weekly average cost of fuel UGX 12,500 for cooking. In Bidibidi, household average spending on firewood and charcoal was reported as among households that buy their fuel source, whereas average spending on firewood was estimated at 7,928 UGX per month, while for charcoal this was at 14,190 UGX per month (2015). The median was 2,000 UGX (most of the people don't buy but collect firewood)<sup>174</sup>. In Imvepi and Rhino a basin of charcoal is used for 2 day (HH 6-8), when firewood is scarce (wet season). A bag of charcoal costs UGX 20,000-25,000 and Bag=6 Basins, with a current ban (OPM) which make the price go up. In Kyakka II and Kyangwali estimates for the Energy component are around 30,000 UGX per month per household for cooking with Charcoal.
50. **The burden of fuelwood collection is on women** and adolescent girls. They make an average of four trips in one week to collect fuelwood and experience a number of constraints. They carry heavy loads of wood. Women and girls are exposed to multiple dangers as they walk long distances for fetching fuel-wood including assault by host communities as well as refugees. If it wasn't for the long walks, they could use the time for other purposes.
51. **The massive deforestation is driving clashes with local population** Sharing of natural resources is often one of the main concerns raised by both refugees and Ugandans living close to the refugee settlements<sup>175</sup>.
52. **The main fuel for lighting** is disposable torches (49%), 26% solar lamps/panels and 25% Dry cell torches. Household spend averagely UGX 1,000 and UGX 1,500 on their main fuel for lighting per week. 99% of the solar lamps are acquired through development partners. In the markets there is a range of branded products and the key parameter considered by beneficiary to buy are brightness, lighting duration/night, cost and availability. Respondents were mostly aware of the benefits of improved lighting sources, learning from neighbor/relative (47%) and 25% from developmental agencies, 28% were not sure. In addition, 30% respondents were willingness to buy (monetary) standardized solar lighting devices and over 85% willing to contribute in terms of

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<sup>169</sup> Sphere, 2018, p.260

<sup>170</sup> Sphere, 2018, p.260

<sup>171</sup> Energy Access in Refugee Settlements: Creating Evidence for Market-Based Approaches , Energy access baseline for refugee settings in Arua district (Rhino Camp & Imvepi), Energising Development (EnDev) Uganda, January, 2018

<sup>172</sup> JMSNA, p.63

<sup>173</sup> Energy Access in Refugee Settlements: Creating Evidence for Market-Based Approaches , Energy access baseline for refugee settings in Arua district (Rhino Camp & Imvepi), Energising Development (EnDev) Uganda, January, 2018

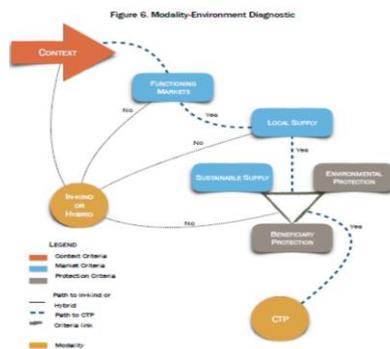
<sup>174</sup> Environment Baseline Assessment Report, West Nile, 2015, DRC

<sup>175</sup> <https://www.theguardian.com/global-development/2019/feb/18/massive-deforestation-by-refugees-in-uganda-sparks-clashes-with-local-people>

## Opportunities and implication of CTP. Looking with an environmental lens.

As CTP gains traction as a 'preferred and default' humanitarian modality, identifying humanitarian environmental impacts is no longer solely a question of program implementation, but also one of modality selection. In the case of in-kind assistance, in addition to known inefficiencies in aid delivery, negative environmental impacts can emerge through material waste and pollution. On the other hand, while cash based responses allow beneficiaries to optimize consumption and boost their local economy, if markets and supply chains are unsustainable, they can precipitate environmental stress that compromises future resilience. CTP bring the following opportunities to address environmental challenges: increasing efficiency, focusing on environmental externalities of market-based solutions, facilitating behavior change design (when designed with environmental considerations in mind, these instruments can improve environmental protection instead of compromising it, and even facilitate community ownership over their environment and recovery, confirming the transformative power of cash based programming) and using 'Cash for work' as a tool to address environmental impacts.

-Refer to study commissioned by UN Environment/OCHA Joint Unit (JEU) and the Global Shelter Cluster for further detail-



purchasing power in improved technologies available (complementary programming).

work hours for solar devices.<sup>176</sup> Given the high usage of electro-chemical cells (batteries) and the low usage of grid-connected electricity in the settlements, the potential for solar technologies is high. Solar lanterns are inconsistently provided and some are sold for cash to meet other needs. Furthermore, a larger-scale solar street lights coverage is required to improve security and reduce the risks of SGBV. Market-based interventions to increase access to quality energy products are needed<sup>177</sup>

### Energy component in the MEB.

53. Based on data triangulation, approximately UGX 20,000 to UGX 30,000 is spent in energy, mainly in an unsustainable way per month<sup>178</sup>. The Energy needs are higher than the estimated expenditure. The amount allocated is estimated based of expenditure behavior if sourced in the market with an average consumption of firewood with the use of improved technologies (28,595 UGX)<sup>179</sup>. Always keep in mind, that the willingness to pay for a "free source" commodity is low. If in future fuels will need to be purchased, this should be top up with Sector Specific interventions. Additionally, in order to reduce conflict over resources (currently increasing) these practices need to be reduced. Pilots in Imvepi and Rhino Camp, highlight the benefits of making vouchers more specific to environmentally sustainable goods and services. The key analytical question would be how much would people spend, with an increased

<sup>176</sup> Energy Survey Report (A Survey of Energy Access in the Refugee Context in Uganda, Imvepi and Rhino Camp Settlements, presentation format, ENDEV.

<sup>177</sup> JSMNA, 2018; Refugee Plan 2019-2020

<sup>178</sup> References <https://data2.unhcr.org/en/documents/details/64605>.

<https://data2.unhcr.org/en/documents/details/64188>, <https://data2.unhcr.org/en/documents/details/64186>, <https://data2.unhcr.org/en/documents/details/64175>, <https://data2.unhcr.org/en/documents/details/64177>, <https://spherestandards.org/handbook-translations->, review p.196

<sup>179</sup> Firewood. 1,1 kg per person per day x 30 days x 143 per kg = 4719 UGX x 5 members, 23,595 UGX per month and 1250 UGX per HH per week for lighting adds up to total of 28,595 UGX per HH per month.

### Some nuances.

54. How to estimate the minimum expenditure in the Energy Sector, streamlining environmentally sustainable practices, is complex and incipient. This effort is worth it, to visibilize energy access in the calculation of the MEB which will inform multipurpose cash grant, where feasible as well as Sector-specific cash transfer programming. Overlooking this component in the MEB, would overlook one of the main issues and challenges of the Refugee Response as well as efforts to explore market based solutions by the Working Group on Environment & Energy.
55. Uganda Refugee response is a pioneer on contributing to the community of practice on evidence on market based approaches for the energy sector. It is worth to highlight initiatives such as “Creating Evidence for Market-Based Approaches in Refugee Settlement” implemented by GIZ Energizing Development (EnDev), comprising of solar-powered energy kiosks that sell energy products and services; or Smart Communities Coalition projects. In Annex, Household, Traders and FGD tools (Endev) are included as part of the guidance to support partners on these efforts.
56. Cash and market based approaches for the Energy and Environment sector have potential in the districts. They need to be closely supported and promoted by the Sector Working Group to ensure the technical expertise on the ground in close collaboration with the private sector and the CWG.
57. Identified risk of incentivizing charcoal markets, or families not allocating income into environmentally sustainable goods and services, such as improved cookstoves or solar devices. but relying on the “cost free” firewood collection. Access to lighting items such as solar lanterns is key from a protection perspective, especially for women, these risks should be assessed and mitigated across all modalities of response (in-kind, voucher, cash). Solar lanterns require assessing the capacity of markets at settlement level to provide this item in quantity and quality, or rather complement cash transfers with market-based activities to ignite markets for quality solar products.
58. It shall be ensured, that energy products introduced into refugee and hosts markets are of a minimum quality standard (e.g. stoves in terms of fuel savings of 40% or above, and solar products compliant with international quality standards – please consult Energy and Environment Working Group).
59. Introduction of improved cookstoves, no matter if in-kind or via market-based approaches, shall always be accompanied by end-user training. Otherwise, adoption rate will be low and environmental impact jeopardized.
60. Limited purchasing power based on the low level of disposable income of the refugees (and host community population) presents a major limitation to the range of products and services that can be introduced<sup>180</sup>. [Hence, through cash and voucher assistance, increased purchasing power at household level<sup>181</sup>], might incentivize improved technologies markets (improved charcoal and wood stoves), stimulating the demand with proper penetration and promotion strategies and awareness campaign<sup>182</sup>.
61. It is suggested to monitor across settlements and in a systematic way: Total expenditure in cooking fuel by different type of fuel sources (firewood, charcoal, briquettes, others); % of firewood/charcoal sourced from the market; Price of bundle/kg of firewood, charcoal, solar lanterns, disposable torches and dry cell torches.

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<sup>180</sup> Market Based approaches, Endev, p.9

<sup>181</sup> Available evidence suggests that whilst certain factors such as meeting cooking needs, higher income levels, fuel savings, fuel availability, appropriate financing and governmental support are critical for success, none are sufficient on their own to ensure adoption and sustained use. “Clean” Cooking Energy in Uganda – technologies, impacts, and key barriers and enablers to market acceleration, K4D, p.14

<sup>182</sup> Endev, p.9

Useful numbers in the Energy Sector.
Firewood. 1,1 kg per person per day x 30 days x 143 per kg = 4719 UGX x 5 members, 23,595 UGX per month and 1250 UGX per HH per week for lighting adds up to total of 28,595 UGX per HH per month.
Households reported an increase in their monthly fuel expense from average of UGX 22,000 to UGX 40,000 (Uganda) <sup>183</sup>
Monthly expenditure (charcoal): 30,000 per month <sup>184</sup>
Traditional (and prevalent) 3-stone fire places and other unimproved wood stoves in Uganda were cost-free for households <sup>185</sup> .
Average cost of ICS was UGX 26,300 and charcoal stoves costs ranged from UGX 5,300 for unimproved charcoal stoves, UGX 14,000 for improved charcoal stoves <sup>186</sup> .
When potential ICS users were asked how much they would be willing to pay for ICS, they indicated an average of UGX 16,000 for an improved wood stove, and UGX 11,000 for an improved charcoal stove. <sup>187</sup>
The GACC (2017) study reviewed the price per household per year for the cooking fuels in Uganda for which cost data was available. They found that charcoal was the most expensive fuel, at USD475 per household per year; LPG was the second most expensive fuel with annual costs of USD338 per household. Purchased firewood and non-carbonised crop residue briquettes are similar in price, between USD260 and USD290 per household per year <sup>188</sup>

<sup>183</sup> “Clean” Cooking Energy in Uganda – technologies, impacts, and key barriers and enablers to market acceleration, K4D,p.10

<sup>184</sup> Kyakka II, MEB

<sup>185</sup> Clean Cooking Energy, p. 12

<sup>186</sup> Ibid

<sup>187</sup> Ibid

<sup>188</sup> Ibid

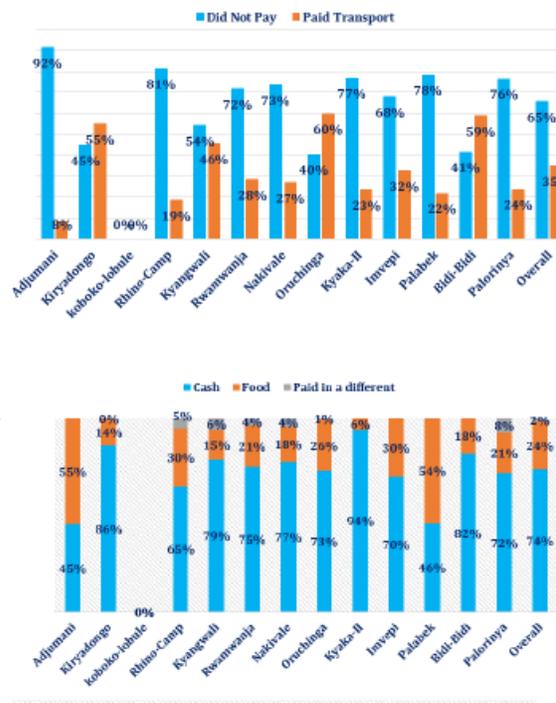
# Transport, communication & Clothing



## Transport, communication and clothing

### Transport.

62. **Transport is key to access basic needs but frequently expenditures associated are clearly overlooked in transfer values calculation.** Lack of transport is repeatedly reported as a main barrier to access to health as people are “unable to reach facility due to lack of transport or distance”<sup>189</sup>. Access to [safe]<sup>190</sup> transport for children is considered “essential” by 67% of host communities, and between 55-77% of refugees<sup>191</sup>. 92% of refugees and 70% of host communities can’t afford transport to children get to school. Transport is expensive and people should move mainly by foot to go about their daily needs – access markets, education, health care etc. Close markets sell food more expensive<sup>192</sup> than the ones might go with access to transport, as well as means of transport are key for safe mobility and livelihoods. 35% assistance recipients<sup>193</sup> incurred transportation cost while collecting food. 74% of the beneficiaries who paid transport used cash as a means of payment and transport was the 5<sup>th</sup> expenditure in NFI, after care, healthcare, airtime<sup>194</sup>



63. **Triangulation of data.** An average of 7.5% of Ugandan Household monthly expenditure is spent in transport<sup>195</sup>. Allocating sub regional level percentage at settlement level<sup>196</sup>, the average is 6.8% and 20,230 UGX. Considering that this % will be allocated to transport to the current expenditure (FSNA, 2017-non- refugees), it estimates a minimum monthly expenditure of UGX 11,000 per household. Cross reference with how much would a “roundtrip” cost by settlement - UGX 7,539<sup>197</sup> -, or how much a family spend in taking a child to primary rural school -UGX 71,400<sup>198</sup> as well as how much households that did spend in nonfood items<sup>199</sup> spent UGX 16,000. Kyakka II and Kyanwali MEB depicts an expenditure in transport of UGX 10,000 per household per month. In summary, the value would allow to have a minimum expenditure in transport such as one visit to

<sup>189</sup> JMSNA, p.41

<sup>190</sup> Protection lens

<sup>191</sup> UNICEF, p.20

<sup>192</sup> FGD, Nakivale, REACH

<sup>193</sup> Sampled beneficiaries. PDMS, 1<sup>st</sup> Quarter, WFP, 2018

<sup>194</sup> REACH, based on RIMA data

<sup>195</sup> Public transport was further sub-itemised into different modes namely Boda-boda, Taxis, Bus and other public transport and 7 days recall of expenditure UBOS, p.80

<sup>196</sup> Under the premise that sub regional data is better because transport depend strongly on geographical location, being aware that this might be an underestimation of the complexity, as many settlements are located far way from urban centers.

<sup>197</sup> Average value. Internal data collection, UNHCR. Not definition of roundtrip -km- available. Reality checks seems to depict an underestimation of expenditure in transport.

<sup>198</sup> UBOS, 2017

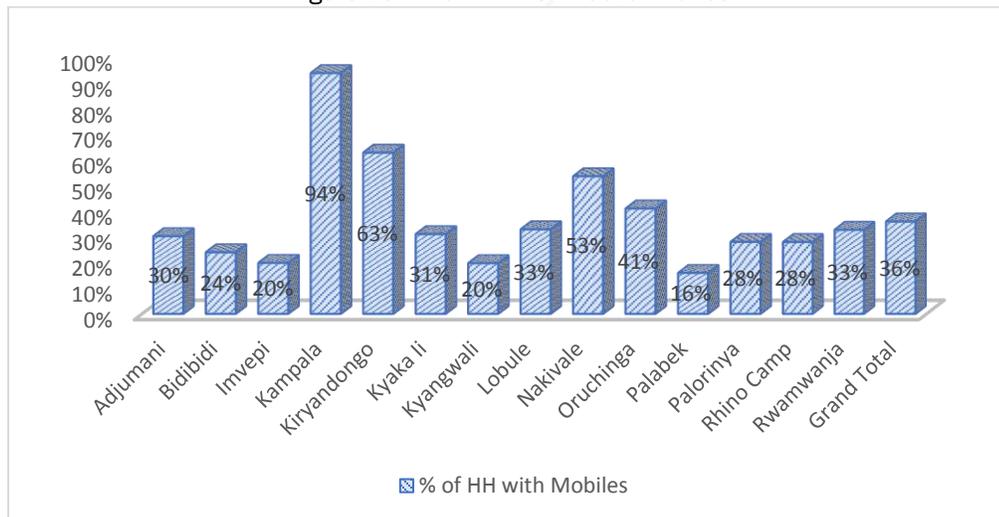
<sup>199</sup> REACH, Data Analysis, Task Force based on RIMA, 2018

health facility or school, markets or add up to expenditure in transport due to humanitarian assistance.

**Communication.**

- 64. **Basic access to internet and mobile phone can improve choice and dignity, particularly in precarious and protracted displacement situations.** Mobile technology is unique in its ability to connect people with information networks in real time. It can provide a variety of ways to stay in touch with friends and family, and can help communities to better self-organize and respond to emergencies in their local context. It can also facilitate better communication between affected populations and the humanitarian agencies. The phone combined with access to internet can be a powerful tool not just for communication but also for digital identity, health, education, and banking services.
- 65. **Is it an unmet need? Mobile phone ownership varies from 16% to 63% in different refugee settlements in Uganda<sup>200</sup>.** Mobile phones are increasingly becoming available in refugee settlements and currently represent a cheap, effective and easy method of communication. However, although mobile phones are becoming increasingly available, it is clear that a considerable number of refugees are unable to afford mobile phones and the network coverage is still one of the main challenges. Yet mobile phones can be powerful tools for building resilience and communication with communities.

Figure 20. % of HH with Mobile Phones



- 66. In order to address these challenges, coordinated approach and targeted interventions are needed with close cooperation between humanitarian, private sector and development actors<sup>201</sup> For 2019, the Connectivity Technical Working Group co-chaired by UN High Commissioner for Refugees, UN Capital Development Fund and Uganda Communications Commission TWG will focus its efforts to coordinate the design and implementation of activities that will improve the connectivity through 3 main areas: Availability, Affordability and Usability of solutions<sup>202</sup>.
- 67. Average monthly spending in connectivity and % of refugee disposable income spent on connectivity are indicators suggested to track on connectivity interventions on the affordability domain<sup>203</sup> to inform cash based assistance.

<sup>200</sup> Source: UNHCR proGres, Analysis of Refugee households with phone numbers, November 2018

<sup>201</sup> Connectivity working Group, ToR.

<sup>202</sup> CTWG, TOR and refer to How Internet and Mobile Connectivity can Improve Refugee Well-Being and Transform Humanitarian Action UNHCR, 2016

<sup>203</sup> Key indicators on affordability. # of refugees who use an internet-enabled device more than once in a week; # of refugees who own a basic, feature, and smartphone; # of refugees who require subsidies to afford a device and basic plan; # of refugees enrolled in refugee-specific plans, products, or discounts; % of refugee disposable income spent on connectivity; Average monthly spending on connectivity; Average rate plan purchased by refugees (segmented

68. The potential of cash and voucher assistance for communication expenses, has the potential to increase the purchasing power of households, enabling to afford them, as well as contributing to livelihood opportunities created through connectivity.
69. **How much people would spend in it if they could afford it?** An average of 2.6% of household expenditure is spent in communication by Ugandan at Sub regional level<sup>204</sup>. With same rationale than with transport, an estimate of UGX 4,256 per household per month. As a cross reference, in Kyaka II UGX 10,000 was estimated in communication monthly expenditures, as well as how much households that did spend nonfood items<sup>205</sup> (“the ones that could afford it”), spend UGX 5,000 per month in airtime. Total amount for mobile phone, basic data plans, etc. can be added up to One off-MEB when information available by Settlement when projects are implemented in this line and information collected by the Connectivity Technical Working Group during 2019.

#### Clothing.

70. **It is an unmet need?** Access to personal clothing ensure dignity and it is part of humanitarian standards (Sphere). 61% of refugee children and 35% of host communities can't afford two set of clothing. 87% and 57% respectively, can't afford to buy a new set of new clothes for their children and 2 pair of shoes (90%;67%) as part of their essential needs<sup>206</sup>. 1.1% of severely food insecure population, contracted debt to buy clothes and shoes.<sup>207</sup>
71. **How much people would spend in it if they could afford it?** The % of monthly expenditure for Ugandan is an average of 2.5% of total household expenditure (UGX 9,630 per month). In cross reference with current expenditure, the % is aligned<sup>208</sup>. In summary, a 2.5 % is used, UGX 4,404 per month per household, which expect to be more in line with demand behavior and be able to cover basic clothing costs, specially underwear for women in reproductive age<sup>209</sup>.

Clothing- Average Expenditure per year		
Palorinya		
Source: Relief International, 2017		
Uniform (unit but need 2 per child)	Shoes	Coat
21,124	18,828	12,893

across Voice, SMS and Internet usage), How Internet and Mobile Connectivity can Improve Refugee Well-Being and Transform Humanitarian Action UNHCR, 2016, p.16

<sup>204</sup> Air time for mobile phones, Air time for fixed phones, Internet/ data fees, Mobile Money

<sup>205</sup> REACH, Data Analysis, Task Force based on RIMA, 2018

<sup>206</sup> UNICEF

<sup>207</sup> FSNA, 2017. 4.5% of the marginally secure and 0.6% of the moderate insecure.

<sup>208</sup> UGX 150-250 per person FSNA. REACH analysis show that people with means to do it, spend UGX 18,000.

<sup>209</sup> Underwear is 7,922 as one-off (3 pcs) per women. 15,846 UGX divided 12 is UGX 1,320

# HEALTH





## Health component in the MEB.

75. Given the little evidence and experience from the Sector in MEB calculations and cash programming, this section is rather theoretical, sharing the latest guidance, learning and debates from the Health Cluster <sup>214</sup>on this topic for further revisions.

Some learnings from the Sector, in other countries<sup>215</sup>:

- i. **disease-based approach:** can include cost of a consultation at a health facility, cost of treatment for this disease until recovery/transition to a longer-term scheme (e.g insurance, fee waivers...), cost of medicine meeting quality standards, cost of transportation to health facility that provides the treatment needed. When identified as a major barrier to seeking care, other indirect costs can also be included (caregiver, food, bed sheets, child care etc.). This approach can work if there is a high % of HH with a person with this health condition. The estimated cost should be multiplied by the number of people with this condition in the HH.
  - ii. **out of pocket payment approach:** if the cost cannot be averaged because not everyone in the household has the same health need, consider calculating the “burden” of health costs instead:  
Objective: try to estimate the “burden” of health costs on the household budget (in %). Health expenses per month/ total household income per month. In the numerator (health expenses), only consider out of pocket expenses (what costs household still have to pay after they got other types of health assistance (in-kind, fee waivers, free consultations etc)).
76. Acknowledging the financial barriers imposed by user fees in any emergency context, there is consensus that essential health services during a humanitarian crisis should be provided free of charge at the point of delivery. But the reality is that in many cases people still have direct as well as indirect health expenditures.
77. While it is acknowledged that CTP can assist in overcoming barriers to access healthcare, health systems that rely on direct out of pocket payment (by patients when they are ill) as a main source of funding tend to be inequitable and ineffective. This is often more so the case for the most vulnerable in society, whereby it is not atypical that for example 5% of the population incurs 50% of the health expenditures One of the more important failures is due to the unpredictable nature of illness/injury and the broad range in costs to seek care, so that when people have to pay for health services at the time of use they are exposed to financial hardship that can lead to

## “The Patient Journey”

Interview to Elodi Ho, CashCap expert in support to the Global Health Cluster hosted by WHO.

- Objective: identify the actors involved and barriers to access good health care
- Exercise: on a flipchart, draw a person (patient) at the top of the paper sheet. You can draw a pregnant woman, a man, elderly, disabled person if you consider that the analysis may be different in your given context.
- In the middle, draw a health facility (can be a hospital, community health center etc.)
- At the bottom of the sheet, draw a red cross representing a healthy person.
- Draw a road from the patient to the health provider, and from the health provider to the red cross.

Instructions:

1. In groups, identify the actors that the patient will need to become health again/ maintain good health. Write them on post it stickers and place them on the patient’s journey to health
2. Identify the factors (barriers) that may prevent the patient from being healthy. Write them on post it stickers and place them on the flipchart
3. On the barriers identified, write a UGX sign whenever you think that cash transfers can help lifting this barrier.

Conclusion of this exercise: cash transfers can be helpful in lifting some barriers to achieve health outcomes and should be considered in the panel of interventions. However, cash is not a silver bullet and cannot solve everything. There are a number of health interventions that should be considered alongside cash.

<sup>214</sup> Refer to key document [www.who.int/health-cluster/about/work/task-teams/cash/en](http://www.who.int/health-cluster/about/work/task-teams/cash/en)

<sup>215</sup> Skype call. November, 2018. Key informant interview. Elodie Ho, CashCap support to Global Health Cluster

catastrophic levels of spending, inability and/or delays to purchase services<sup>216</sup>.

78. In a well-functioning health system, equity in health financing is achieved by reducing the reliance on user fees, aiming at levels of out-of-pocket payment to less than 15% of the total health expenditures<sup>217</sup> (*right based approach*).
79. It is important that when developing the MEB, it includes items that contribute to disease prevention or improved health, e.g. water from improved water source, soap and other hygiene supplies, diversity in diet, etc.
80. Factors influencing health expenditure to inform the complementary activities that need to be conducted as part of the cash based interventions.
  - Costs: direct, indirect and opportunity costs (demand side barriers go beyond)
  - Current levels of welfare. The more challenges refugees face in meeting their basic needs such as food, shelter the higher the tension between meeting these and prioritizing health needs are, which may lead to diversion of funds away from the expenditure desired by a health programme different outcomes.
  - Intra-household patterns of expenditure and who in the household is responsible for decision-making on health expenditure. Low prioritization of expenditure on women and children can negatively impact programme success.
81. Refer to key references for different aid-modalities to overcome financial barriers and provide protection against catastrophic health expenditures, and their comparative advantages. **When a household expenditure survey indicates that people have important health expenditures, and an average expenditure for health is thus included in the MEB, this amount cannot simply be used as average amount in the design of a subsequent cash transfer to meet health needs.** The optimal response option is first to explore provider payment mechanisms that will reduce the application of user fees, and then to consider alternative cash transfer modalities with better characteristics and targeted to patients when they need to use a service. If financial barriers should then still remain, caused by charges for essential services or linked with indirect costs, and only after having explored these preferred options, then including an average amount of money for health could be considered in a MPG, but this should not exceed more than 15% of the total health expenditures. This can also be a temporary option applied during the period required to implement the appropriate provider payment mechanisms or other more appropriate cash transfer modalities (sector-specific)<sup>218</sup>.
82. The main risk with unrestricted cash transfers is that as there is no restriction on the choice of provider, patients may use substandard or ineffective (traditional) services, or buying poor quality medicines. If distributed as average amount to all households, this approach does not address the characteristic that health needs are generally not predictable and alike for all families, expenditures are not average and not equally distributed, and it does not protect against catastrophic health expenditures. This will then disadvantage the poorest households that are expected to have the highest needs, maintain the risk that health expenditures drive households into poverty, and may delay health seeking behavior.
83. Hence, for the estimation, it is based on data triangulation until the Sector provides with more learning and data on cost associated to health from a household perspective: (i) % Subregional Level to construct poverty and expenditure based analysis (3.7-7.7%) on Ugandan HH expenditure (ii) Flat costs of average rural Uganda. Hence, it is used an average of these values to ensure consistency. **Based on the recommendations explained above, to inform MPC value, it is applied a 15% health percentage to all <sup>219</sup>, showing an average of UGX 2,669.**

#### Recommendations to the Health Sector Working Group.

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<sup>216</sup> Working paper for considering cash transfer programming for health in humanitarian contexts, health cluster, March 2018

<sup>217</sup> Ibid. p.5

<sup>218</sup> Ibid.p.21

<sup>219</sup> Ibid.p.21

84. Harmonizing the information collected in the Sector related health expenditures from refugees and ensuring its accuracy and comprehensiveness would be a major step towards enhancing the availability and quality of the health component in the MEB.
85. Further research – including desk review of relevant assessments and more in-depth analysis of survey data with health experts in Uganda is required to produce comprehensive guidelines on the design of health component and recommendations for Sector -specific cash transfer programming.

# OTHER HH ITEMS & PERSONAL EXPENDITURES

Item application sample



## Other Household items and personal expenditures

### Household items.

86. **People have sufficient and appropriate quality items for safe, healthy and private sleeping.** Minimum one blanket and a synthetic sleeping mat is distributed in-kind per person upon arrival. Long-lasting insecticide-treated mosquito nets are also provided for all newly registered households. **People have sufficient and appropriate items to prepare, eat and store food.** Per household or group of four to five individuals: two family-sized cooking pots with handles and lids, one basin for food preparation or serving, one kitchen knife and two serving spoons. Per person: one dished plate, one set of eating utensils and one drinking<sup>220</sup>
87. Decide how to deliver the household item assistance effectively and appropriately. Consider what can be sourced locally through cash or voucher-based assistance and through local, regional or international procurement for in-kind distribution. Market assessment for household items should form part of a broader market system assessment. Provision of household items should support local markets if possible<sup>221</sup>.
88. **Analyze expenditure on household items as part of overall household expenditure patterns.** Monitor them over time to adapt and adjust accordingly.<sup>222</sup> 7% of the utilization of the cash food assistance is to access NFI<sup>223</sup> and in-kind aid sold to buy other household needs.
89. **Lack of access to NFI is closely linked to lack of resources to purchase items<sup>224</sup>.** 70% and 61% of refugees and host community children are deprived from their own blanket because family can't afford it. 85% and 67% from their own bed. 86% and 56% from presents on special occasion such as Eid, Christmas, birthday<sup>225</sup>. Ownership of certain NFI items was assessed in the JMSNA, 2018. Refugees have at least one NFI item in the following categories mattress or sleeping mat (87%), light sources (56%) and pots (42%), tarpaulin (46%)<sup>226</sup>.
90. **There is no evidence that increased purchasing power could lead to buy mosquito nets.** Lack of LLITNs and low usage of the net PINs. At the national level, 11% of host community households reported not having a LLITN compared to 51% of refugee households. Incidence of malaria in the two weeks prior to data collection was found to be positively correlated with household members not sleeping under mosquito nets for both population groups. These refugees, and others living in settlements with lower LLITNs ownership may be using distributed nets for other purposes such as materials for shelter or tools for agriculture, among other uses<sup>227</sup>. LLITNS are not included in the MEB, in-kind distribution and behaviour change initiatives are recommended.

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<sup>220</sup> Sphere, 2018

<sup>221</sup> Sphere

<sup>222</sup> Sphere, 2018

<sup>223</sup> WFP, 2018, PDMS

<sup>224</sup> Refer to access to hygiene items in Hygiene and Sanitation section; light sources into Energy and environment section.

<sup>225</sup> UNICEF, 2018

<sup>226</sup> JSMA, 2018

<sup>227</sup> FGD participants in Palorinya, Kyaka, and Boroli settlements (Moyo, Kyegegwa, Adjumani districts respectively) noted that they used mosquito nets for fishing in the river, building fencing for poultry rearing, or creating ropes to maintain shelters. JSMA, REACH

Figure 32: Average number of NFI items per household by type of NFI

	Households categorised as PIN in shelter, site, and NFIs	Average number of jerry cans per household		Average number of mattresses and sleeping mats per household		Average number of torches/light sources per household		Average number of tarpaulins per household		
		HC	Refugee	HC	Refugee	HC	Refugee	HC	Refugee	
<b>OVERALL</b>	29% 58%	4.1	3.3	4.4	2.8	1.4	0.7	0.4	0.6	
<b>Midwest</b>	<b>Kiryandongo</b>	25% 68%	4.7	4.1	4.6	3.2	1.4	0.7	0.5	0.7
	<b>Hoima</b>	27% 63%	4.4	3.0	4.3	2.5	1.6	0.8	0.5	0.3
<b>Northwest</b>	<b>Adjumani</b>	24% 49%	4.5	3.6	3.7	2.8	1.3	0.7	0.3	0.5
	<b>Arua</b>	44% 62%	4.3	3.7	3.4	3.0	1.3	0.9	0.3	0.7
	<b>Koboko</b>	25% 83%	4.3	2.6	4.5	1.9	1.8	0.5	0.8	0.2
	<b>Lamwo</b>	51% 49%	3.2	3.8	2.7	2.9	0.6	1.0	0.7	1.5
	<b>Moyo</b>	32% 62%	5.4	3.4	5.0	4.4	1.6	0.5	0.3	0.8
<b>Southwest</b>	<b>Yumbe</b>	38% 62%	4.6	3.1	4.5	2.0	1.4	0.6	0.1	0.6
	<b>Isingiro</b>	9% 47%	3.3	3.2	4.9	2.7	1.8	0.8	0.2	0.4
	<b>Kamwenge</b>	19% 60%	3.1	2.5	5.3	1.8	1.3	0.9	0.2	0.8
	<b>Kyegegwa</b>	19% 54%	3.5	2.8	5.2	2.6	1.5	0.8	0.7	1.1

Source: JMSNA, 2018

91. For other Household items, the estimation is One-off based on UNHCR internal data for monetization of Core Relief Items.

- Bedding items market information was not found. A comprehensive market assessment for blankets and mats is recommended and assess potential linkages with income generating activities.
- For kitchen sets, a priori, they seem to be available and accessible in stores<sup>228</sup>. Furthermore, UNHCR has not been distributing kitchen sets in-kind consistently to all new arrivals (despite this item being on the official NFI distribution scale) since the influx began in 2017 and yet 52% of refugees did not cite kitchen tools as a main NFI need (JSMNA 2018). It should be estimated based on costed list of items at settlement level:

Figure 20. HH items monetized

<b>Blanket</b>	<b>Piece</b>	5	9,000	45,000
<b>Kitchen set</b>				
Saucepans	<b>Piece</b>	3	4,375	13,125
Plates	<b>Piece</b>	5	1,000	5,000
Serving spoon	<b>Piece</b>	2	1,500	3,000
Cups	<b>Piece</b>	5	750	3,750
Wooden mangle	<b>Piece</b>	2	1,000	2,000

<sup>228</sup> Rapid market assessment, Kywanwali, ACF

Total (Aprox)	71,875 <sup>229</sup>
Source: Nakivale, July 2018, UNHCR internal data collection.	

### Personal expenditures.

92. Expenditures that can't be estimated, as well as payment associated to debt, must be assessed and incorporate them in the MEB if it is a recurrent, seasonal or one-off expenditure of the population. Many times, reason for contracting debt are coping mechanisms associated to lack of money to cover basic needs as well as incidental expenditures such as funerals and other emergency expenses. As mentioned in other sections, this information has been streamlined across other components in the MEB. To avoid duplication of expenses, this component is not added up into the monthly MEB.
93. FSNA gives an indicative of the amount to repay back of less than UGX 30,000. This analysis is recommended to be done by settlement, in line with a much better understanding of economic vulnerability and a top-up component can be added if needed<sup>230</sup>. Overall, in refugee settlements 23% of the households had loans or credit to pay back. Indebtedness is a form of protecting households and allows households to respond to some shocks. In the settlements, the highest proportions of the refugee families reported to have debts were in Rwamwanja (54.5%), Oruchinga (39.9%) and Nakivale (39.1%). The lowest proportions of households that had debts in the settlements were in Kampala (1.1%), Kiryandongo (7.4%), Adjumani (8.2%) and Palorinya (8.2%).<sup>231</sup>

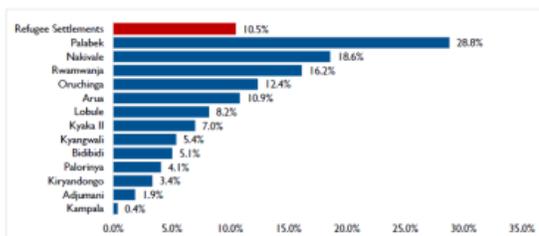


Figure 8: The Proportion of Households With Debt Less than 30,000.00 Ugandan Shillings To Repay, October 2017, Uganda

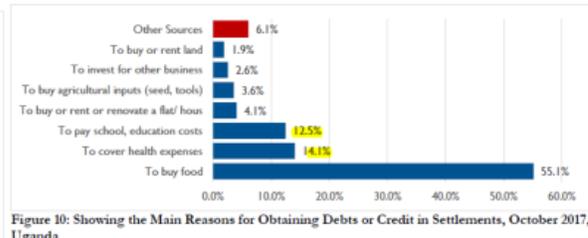


Figure 10: Showing the Main Reasons for Obtaining Debts or Credit in Settlements, October 2017, Uganda

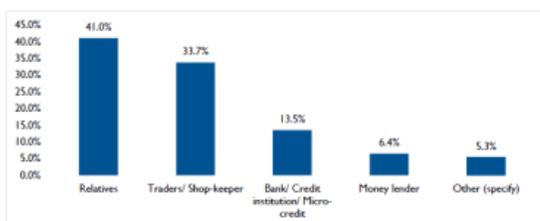


Figure 9: Main Source of Credit for All Debts and Loans in Settlements, October 2017, Uganda

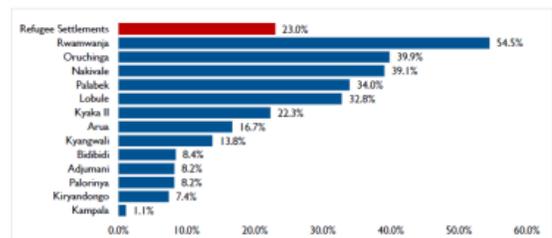


Figure 7: Showing the Proportion of Households With A Debt To Repay in Refugee Settlements, October 2017

Source. FSNA, 2017

<sup>229</sup> This amount divided 12 is included in the MEB. Aprox. UGX 5990

<sup>230</sup> In calculator the component personal expenditure/debt is added up into monthly and/or one-off component.

<sup>231</sup> FSNA, 2017, p.91

# SHELTER

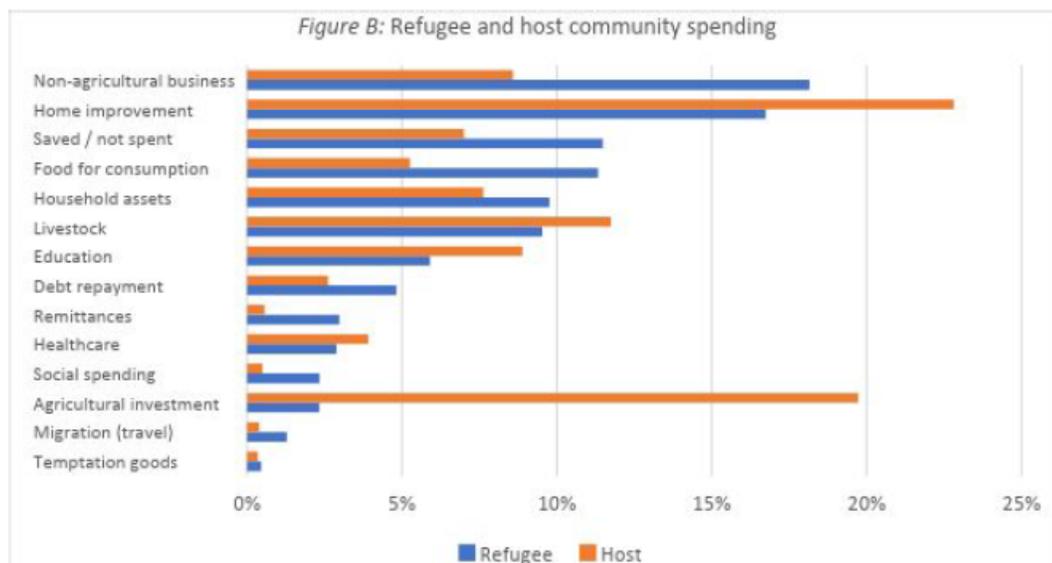


## Shelter

94. **Little information of expenditure in shelter items is available.** The purchasing patterns of shelter goods are different from other goods such as food, which is consistently and regularly consumed.<sup>232</sup> Give Directly USD 660 lumpsum distribution, showed that one of the main investment is on home improvement<sup>233</sup>.

### Give Directly-660 USD per family

Recipient spending illustrates the wide range of investment available to recipients of cash transfers.



Source: Give Directly, 2018

95. The purchasing patterns of shelter goods are different from other goods such as food, which is consistently and regularly consumed. Learning from the Shelter Cluster in DRC, the Shelter Working Group in Uganda up to date will not pursue Multipurpose Cash Grant for Shelter outcomes and recommends Market based solution for Sector-specific assistance. As in other countries, houses are traditionally built incrementally. While some of the MPC may be used for shelter materials, the house itself may well be built over a much longer period. Not only does this delay the return, integration and stability of households but it also difficult for organizations to make a clear link between MPC expenditure and measurable shelter outcomes, such as the number of houses complete. It is recommended to the Sector Working Group, to explore further, how refugees build and invest in home improvement with improved purchasing power (in terms of safety and construction standards). The WG will conduct a post-delivery assessment on acceptance, quality and appropriateness of the semi-permanent shelters built by humanitarian actors to date (at least past 3 years). The assessment will try to capture the money/investments made by beneficiaries to repair/maintain these shelters provided by INGOs. Working closely with the CWG, the shelter WG will also examine further how to integrate shelter objectives in multipurpose cash assistance distribution.
96. The Shelter Working Group in Uganda is exploring monetization of components of the emergency shelter kit (One-off). The Shelter Working Group in Uganda is exploring monetization of components of the emergency shelter kit (One-off), leaving only the plastic sheeting and

<sup>232</sup> Shelter Cluster, Cashcap, DRC

<sup>233</sup> Give Directly, page 10.

construction poles as in-kind items due to the need to control their quality and sourcing (i.e. UV resistant plastic sheeting and NFA approved timber suppliers). The WG is also exploring a shift from contractor-driven semi-permanent shelter support to community-based and labor-intensive conditional cash/voucher modalities.

97. **Housing and rent in urban settings is one the most important expenses after food.** When asked about the main reasons for settling in certain neighborhoods, refugee households most commonly cited the availability of affordable accommodation (44% of refugee respondents), while host community households more often reported access to jobs as the main reasons (45%). The economic concerns around housing opportunities align with the fact that overall, refugee households tended to earn less than nationals, while spending more on housing. FGDs with host communities and refugees from different backgrounds described the same reality about inequality of access to affordable housing between refugees and nationals<sup>234</sup>. Further exploration is required, but incorporating rent into the MEB for urban programming would be needed when more information is available (refer to AGORA initiative<sup>235</sup>). Examine opportunities to use cash for rental support in Kampala. Learning from the recommendations from DRC, to ensure that this is an appropriate and viable option, the following should be considered: a) *Further analysis of the rents paid by displaced families to their hosts is necessary- how much this is, how it is calculated, when it is paid and the agreements in place - to better understand the dynamics between the two.* b) *Cash-for-rental support is provided in a way that will not exacerbate tensions between host and displaced families and does not increase the risk of rent increases. There have been examples in DRC of IDP families sharing food and in-kind assistance but not cash with their host families, leading to inter-household tensions. This could be done through a contract or other formal document, signed by both parties, the NGO and local authorities* c) *There is a clear exit strategy in place to prevent dependency on rental subsidies or to risk problems and evictions when the rental support ends. For example, this could include a combination of: investment in livelihood activities and/or a commitment from the host family, IDPs and local leaders to build a longer-term shelter for the family within a given timeframe; or in the knowledge that the family will return in the coming few months.* For more information regarding recommendation for Market Based Programming refer to Shelter Cluster Resources.

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<sup>234</sup> REACH, p.96

<sup>235</sup> It is suggested to link with REACH

# LIVELIHOODS



## Livelihoods

98. Given, that lack of livelihood opportunities, is the main issue across settlements,<sup>236</sup> the strong evidence of multipurpose cash in boosting livelihood with temporary income<sup>237</sup>; livelihood, resilience and self-reliance being strategic priorities for the Uganda Refugee Plan, and reported expenditures on productive assets<sup>238</sup>, a component of livelihood is incorporated. Access to income support [through cash transfer] or social protection should not be understood as incompatible with self-reliance. There is significant international experience showing that well-designed income support can underpin income generation and jobs by giving people the security to take risks and invest<sup>239</sup>
99. **Stressful coping mechanisms are still prevalent.** Households were asked if any of their family members was engaged in any of the following activities “stressful” coping mechanisms because there was not enough food or money to buy food in the household. The proportions that used the “Stressful” coping mechanism was different from settlement to another; for example; selling of more animals was more prevalent in Oruchinga (41.3%) while the highest used coping mechanism in Palabek (22.9%) was “spent saving”. Oruchinga (24.3%) settlement sold productive assets or means of transport; Oruchinga (38.6%) again reduced essential non-food expenditures such as education and health. Kyangwali (25.2%) settlement consumed seed stock held for next season. More households in Oruchinga (41.3%) sold either house or land in to cater for food at household level<sup>240</sup>. Across the country, 18% of refugees reported that they had no livelihoods source, while almost all host community households reported having at least one primary livelihoods source. These findings are consistent with those in the FAO study on resiliency, which found that around 14% of refugee report that they have no livelihoods source.<sup>78</sup> The only districts where any percentage of the host community reported having no primary livelihoods were Kamwenge (1%), Lamwo (1%), Moyo (1%), and Yumbe (2%). By district, the highest percentages of refugee households that reported no livelihoods source were in Arua (31%), Moyo (26%), and Yumbe (20%). The reporting of no primary livelihoods source contributed to the higher percentage of refugee People in Need (PIN) in Yumbe and Moyo<sup>241</sup>
100. In the Uganda refugee context, 95% of refugees and 97% of host communities in Northern Uganda are engaged in crop production as at least one of their primary livelihood strategies as compared to 74% of refugees and 58% of host communities in Southwestern Uganda. Thus, crop production is considered one of the two current income generating activities (IGA) across households.
101. Livelihoods are broken into one of five categories as follows: (1) Agriculture: crop (2) Agriculture: livestock (3) Agriculture: fisheries (4) Enterprise (5) Wage labor. Livelihood diversification at a household level needs to be factored into the equation. According to the Resilience Index Measurement and Analysis (RIMA) tool, refugee households have on average 2.06 IGA and host community households have on average 2.12 IGA<sup>242</sup>. The Livelihoods and Resilience Sector has set a goal of 2.20 (refugees) and 2.23 (host community) by the end of 2019 and 2.50 (refugees) and 2.53 (host community) by the end of 2020. **The livelihood component of the MEB should enable households to directly invest in self-selected IGA to form their overall household livelihood strategy.**
102. **Productive assets<sup>243</sup>.** When understanding productive assets, interventions must consider how assets enable a household to generate income sustainably and resiliently. To

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<sup>236</sup> FSNA, 2017, p.112

<sup>237</sup> MPC and Sectoral outcomes, UNHCR, p. 9

<sup>238</sup> RIMA, 2018. FAO technical support to the MEB Task force and Give Directly Lumpsum Research

<sup>239</sup> Development Pathways, 2018

<sup>240</sup> FSNA,2017

<sup>241</sup> JMSNA, p.56

<sup>242</sup> FAO, 2018

<sup>243</sup> Access to land. “Providing refugees with land significantly increases refugees’ impacts on local incomes. The income spillover (net of WFP aid cost) from an additional refugee household receiving cash and land in Rwamwanja is UGX 3 million (\$876)—higher than the spillover without land (UGX 2.3 million, or \$671). In Adjumani, the spillover from a refugee household receiving cash and land is UGX 2.3 million (\$655), compared with UGX 1.9 million (\$563)

determine the value of the productive assets, the livelihood type and the number of IGA per household on average is considered. Across the five livelihood types, the following are examples of associated productive assets per livelihood type:

- Crop production: seeds, tools, fertilizer and storage containers
  - Livestock: small ruminants, vaccines, feed and enclosure
  - Fisheries: boat, net, poles and fishing line
  - Enterprise/petty trade: Items vary by enterprise type but may include (but are not limited to) rent of a kiosk, stall or store, electricity, machinery, storage, packaging, items for sale
  - Wage labor (Note: no cost)
  - Additional factors include vulnerability and environment and climate change.
  - Vulnerability: To enable empowerment and protect human dignity, the transfer needs to factor the cost of alternative livelihoods preferred by marginalized and extremely vulnerable populations, including women, youth and persons with specific needs (PSN).
  - Environment and climate change: To enable resilient and sustainable livelihoods, the transfer value for livelihoods needs to also consider household investments in environmental protection (e.g. soil conservation and afforestation) and climate change (e.g. water management).
103. FAO supported the task force in incorporating a livelihood component into the MEB to have a better understanding on the expenditure on agricultural inputs and assets, and non-food items by livelihood and household type. Observations in Seeds, Vet Services/Vaccines/Drugs, Access to water, Hoe, Axe, Slasher, pruning knife/knife Fishing boats (during the last month recall), guided the monthly component. Giver Directly research showed important investment in agricultural and nonagricultural investment<sup>244</sup>, household assets, and savings.
104. Under the assumption that increased monthly purchasing power would enable refugees to decide to spend in monthly recurrent investments and smooth the pathway to sustainable livelihood programming (with one-off and seasonal support), the following estimated packages below<sup>245</sup>
- a. Initial (one-off) investment: aim to restart livelihoods post-shock and mitigate negative livelihood coping strategies that increase vulnerability and reduce resilience capacity. The Sector suggests a one-time, restricted cash transfer is intended to enable household investment in preferred livelihood strategies. Subsequent seasonal and/or monthly investments will aim to build sustainability and resilience when paired with training and technical service delivery. The initial transfer is a one-off activity for a household to stabilize the number of IGA that refugee households have on average at the moment of arrival, i.e. 2.06, which is complemented over the next two years to transition to 100 percent household self-investment in livelihood strategies. The initial investment value is calculated as the monetized value of in-kind asset transfers for crop production (i.e. seed and tools adequate for cultivation on a 30 x 30 m plot) and raising small ruminants (i.e. cost of animal, initial vaccines and starter feed), reflecting the two predominant livelihood types in which refugees engage with on arrival based on knowledge, skills and experience having previously worked in these livelihood types. However, further evidence is needed to localize the exact value based on: 1. Market prices, and 2. Non-agricultural livelihoods productive assets
  - b. Seasonal investment: aim to meet seasonal expenses as part of a transition process when complemented by technical assistance. A seasonal, restricted cash transfer is intended to enable household investment in preferred livelihood strategies. Primarily, the seasonal investment will focus on crop production activities, though may include other activities linked to seasonality factors. Sector suggest a twice a year restricted cash transfer.
  - c. Monthly investment: aim to meet monthly recurring expenses for livelihood maintenance as part of a transition process to support investment and the household absorptive capacity following a shock or reinforce supply chain management. Primarily focus on livestock, fisheries and enterprise

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without land. Access to land also increases the local income spillovers created by refugees receiving food aid (to UGX 2.1 million, or \$603, in Rwamwanja and UGX 1.5 million, or \$427, in Adjumani". University of California, WFP, 2016.

<sup>244</sup> Extensively the latter

<sup>245</sup> Led by FAO. Based on monetization of Cost of a minimum quantity per/Acre/Household/) for one acre plot size .

activities. Sector suggests monthly unrestricted cash transfer. **This component is incorporated in the monthly MEB.**

. Figure 21. Livelihood component

Investment type	Minimum Package (100%)	Annual (100%)
Initial investment (one-time) (2 IGA max.)	193.83 USD	193.83 USD
Seasonal investment – twice per year	117.21 USD	234.41 USD
Monthly investment	10.73 USD	128.76 USD

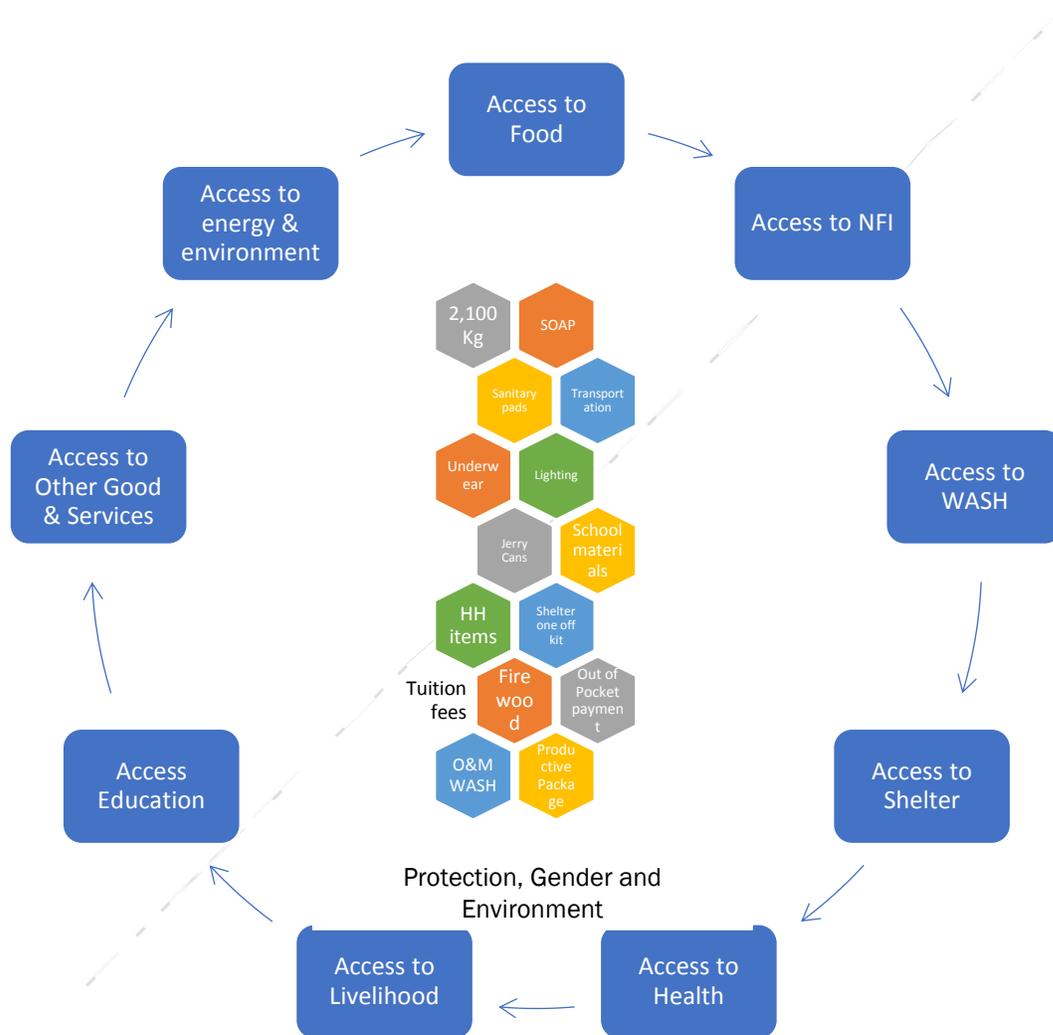
#### Key considerations

105. The use of cash to enable households to meet their needs for productive assets is dependent on market analysis to assess accessibility of productive assets and capacity to absorb increased demand generated by household access to cash. Thus, a market analysis must precede the introduction of cash for restricted and unrestricted livelihoods cash transfers, with periodic and routine monitoring to ensure continued market capacity to absorb increased demand generated by the injection of cash.
106. The exact scale and time periods must be adjusted to reflect gap analysis between what a household is able to self-invest and their actual needed investment in productive assets to adequately generate household income with the aim of meeting basic household needs and move toward self-reliance.
107. Increasingly, evidence suggests that earnings from LIPW activities implemented during the lean season, are used to stabilize consumption at household level, also creating market for agricultural products. At the same time, social grants under SAGE have also generated productive and economic impacts specifically on investments, hired labour, labour market participation and ultimately the overall incomes of targeted households. For example, the review shows that 20-30% of beneficiaries are regularly investing in agricultural production, agricultural inputs, animals for rearing and hire of ox-ploughs. There was an increase in the proportion of households owning livestock, from 69% to 75%. The proportion of working age adults also increased from 74% to 81%, while 27% of elderly people declare to have hired day-labourers as a result of income support.
108. The Livelihood Working Group through coordinated post-distribution monitoring (PDM) framework complemented by market price monitoring of key productive assets and analysis will refine its methodology of frequency, payment size and how to simultaneously invest in multiple income generating activities (IGA) across a single household.
109. Cash transfer support in livelihoods should be complemented by targeted technical assistance in the following key areas to build sustainable and resilient livelihoods:
  - i. Livelihood capacity building through training, technical assistance and the development of social networks (e.g. savings groups, farmer groups and trade groups). These social networks may also serve as a platform for coaching and technical assistance from other sectors, including but not limited to adult literacy and life skills.
  - ii. Provision of specialized communal assets to support livelihood associations or cooperatives following advanced skill training (see Figure 1) and closely linked to value chain development (e.g. self-contained mobile pulping station or fodder machine).
  - iii. Promotion of financial inclusion as a key component to improve access to savings and credit.

- iv. Market support to enable market functionality and absorptive capacity to meet increased demand for productive assets as a result of increased access to cash by targeted populations.
- v. System strengthening to public and private sector actors to provide service delivery and an enabling environment for livelihood activities that promotes a stronger coherence between agriculture and social protection through enhanced coordination and involvement between key ministries in the refugee response.
- vi. Post-distribution monitoring by technical leads to monitor the effectiveness of cash to meet sector objectives and understand constraints to more effectively guide technical interventions (e.g. more targeted trainings to farmers on climate smart agriculture to increase productivity or improved market support to meet consumer demand).

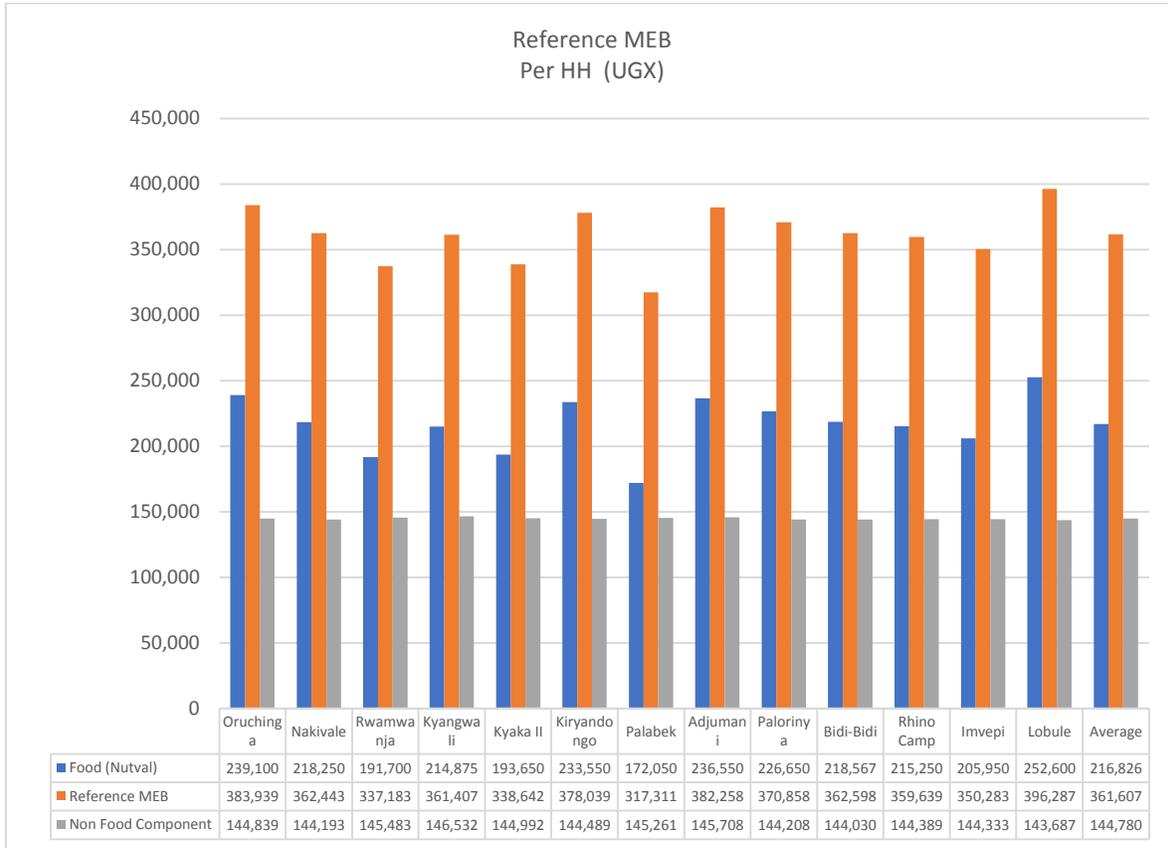


# REFERENCE MEB

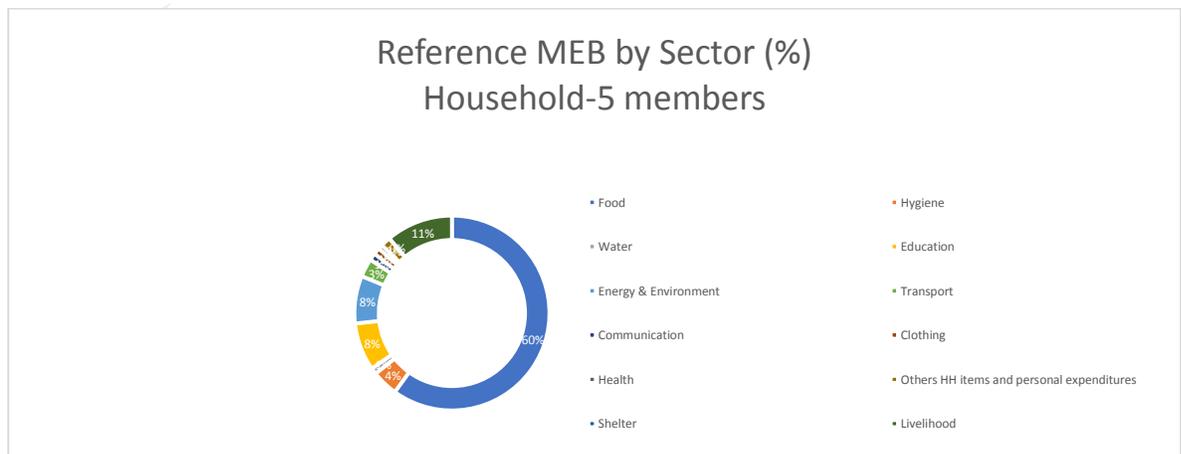


## Total Multi Sector Reference MEB

- In summary, the **Minimum Expenditure Basket is 359,273** which gives a value of **71,855 per person per month, approximately 2,395 per person per day.**



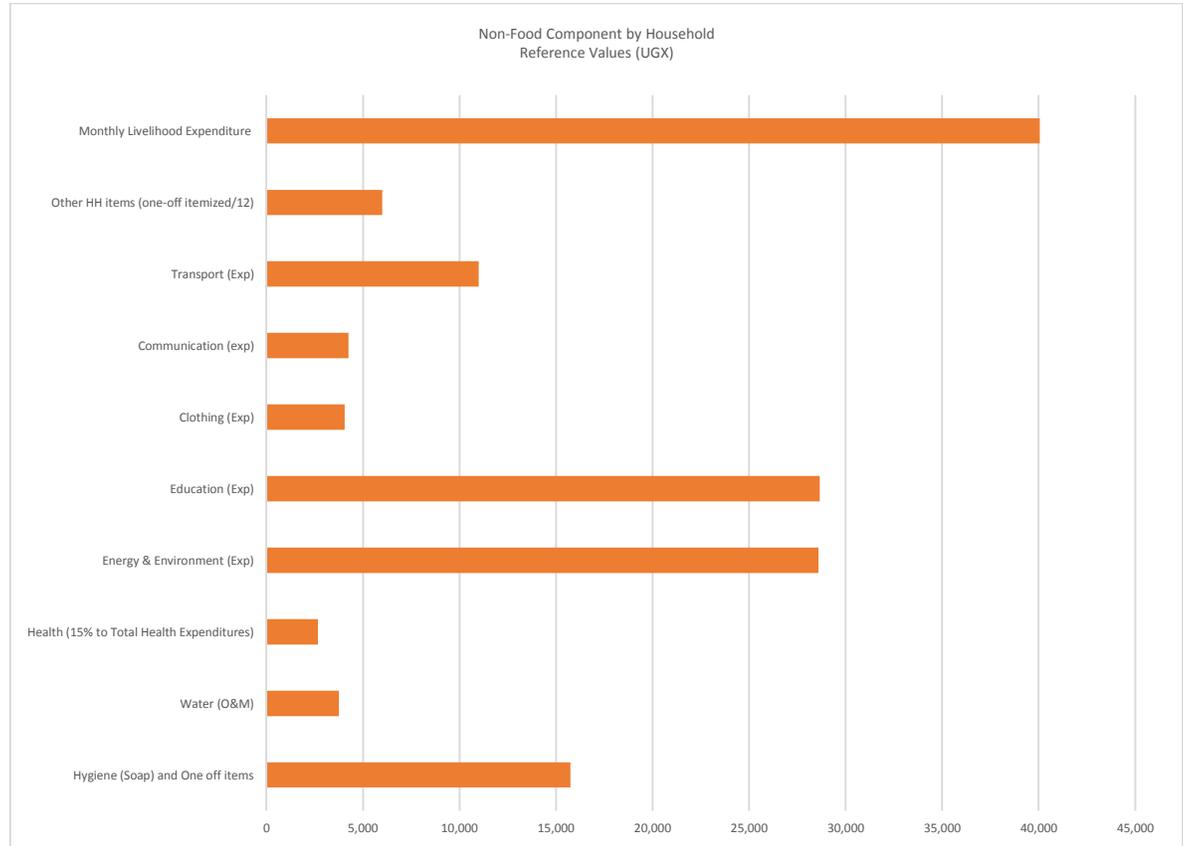
- With the information available, it depicts a share of 60% in Food and 40% in non-food components.



- The core of cash programming is to transfer the power of choice to refugees; understanding how people would spend to cover their basic needs linked to many factors such as

vulnerability, intra household decision making, gender, cultural and geographic factors, is key for sector-specific programming and achieve Sectorial outcomes.

4. Absolute numbers are shared as a reference, to guide also sector -specific transfer programming when appropriate and feasible in their reflection and development of Sector Strategies.



5. **Recurrent, seasonal and one-off expenses.** In line with national statistics, as it has been explained above, the construction was based on monthly estimation of expenditures. One-off or seasonal expenses has been divided by 12 months, to have comparable values with the Normative MEB and to inform monthly multipurpose cash grant design. In addition, little information about seasonality of expenditure has been found and it is recommended to explore further to inform Sector Specific assistance.
6. For programming purposes, to **inform transfer value Sector components can be transformed into seasonal or annual cash transfers** depending on:
  - i. Sector rationale to achieve Sector outcomes. For instance, education expenditures tend to happen at the beginning and the end of the year and average costs per child tend to inform better EiE than per household; health expenditure tend to increase during rainy season (leaking shelter, malaria, etc.); livelihoods expenditure pair up with agricultural season (seeds, tools, etc.).
  - ii. Consultation to refugees. Ask the community and the household how and when they would like to receive cash transfer to cover their basic needs and achieve Sector outcomes. Investments in home improvement or livelihoods might needs a one-off lumpsum, while other families would prefer monthly transfers. Gender analysis on this aspect is key.
  - iii. Operational risks: Protection risks and other operational considerations will also determine the feasibility of monthly cash transfers versus seasonal or one-off larger amounts<sup>246</sup>.

<sup>246</sup> Refer to Give Directly, Research

- iv. Profile of the recipients: Depending on the objective of the program, design of cash transfer should be adjusted. Pregnant and Lactating women, cash transfer top-up during the 1000 days (nutrition sensitive cash transfer programs); elderly and child grants adjusted to individual needs; cultural aspects on consumption behaviour, etc.

## Cross references

7. MEB is an operational tool for guiding humanitarian cash and voucher assistance. Cross reference with national statistics as well as other humanitarian transfer values can be useful to understand the MEB in the operational context humanitarian organizations work with as well as contributing to Sector strategies and priorities are aligned to existing government sector response plans<sup>247</sup>. Find below the Total MEB in comparison with<sup>248</sup>:
  - i. Uganda National Statistic on household expenditures (Sub Regional Data, not available by settlement), the total MEB is above Ugandan household expenditures, especially in the West Nile<sup>249</sup>. This is, mainly, due to the Right based perspective (humanitarian standard) used in the Food MEB which is much higher than the food monthly expenditure in national household surveys.
  - ii. poverty lines: Extreme poverty threshold estimated by ESP II (2016) is estimated at UGX 2,400 per person per day, while poverty at UGX 4,800<sup>250</sup>. The total average MEB estimated in UGX 2,395 per person per day. “Only 9 per cent of refugee households have per capita expenditure above UGX5,000 which may be understood as indicating some form of ‘self-reliance’<sup>251</sup>
  - iii. other humanitarian MEB per HH/month<sup>252</sup>: UGX 362,657 (Version June 2018); Basic Needs MEB, Palorinya, UGX 343,610; with MEB Kyaka II & Kyanwali Nov 2018 UGX 373,313
  - iv. Cash for work rate<sup>253</sup> at 4000 UGX per person per day. For instance, a 10 days CFW targeted program (such as planting fire wood tree plants/seedlings or building shelter)<sup>254</sup> would contribute to cover 11% of total reference MEB of the Household.
  - v. Senior Citizen Grant<sup>255</sup>, which is a UGX 25,000 per elder in the family per month, would contribute to a 35% of the total individual Reference MEB.
  - vi. real wage of low-skilled worker<sup>256</sup> vary between UGX 171,000-412,400.
  - vii. food assistance transfer value at UGX 31,000 per person contributes to cover 72% of the total Food MEB and 43% of the Total Reference MEB.

<sup>247</sup> Refugee Response Plan (2019-2020)

<sup>248</sup> It is selected the Normative MEB for standardization. The same exercise can be done with all other options as well as total value at settlement level

<sup>249</sup> The UNHS (2016/17) like all earlier surveys uses household expenditure rather than income to measure the living standards of the population. First, respondents’ information on expenditure is more reliable than income data. Second, households are more likely to reveal their expenses than their incomes. It has also been argued that individual consumption depends on expected earnings over the long term, UBOS, Household Survey 2016/17, p.79

<sup>250</sup> UGX2,253 per day Analysis of Refugee Vulnerability in Uganda and Recommendations for Improved Targeting of Food Assistance, Development Pathways, 2018, p.61

<sup>251</sup> Analysis of Refugee Vulnerability in Uganda and Recommendations for Improved Targeting of Food Assistance, Development Pathways, 2018, p.62

<sup>252</sup> Alternative MEBs referenced vary in methodology, hence the different values. This guidance is the first attempt of harmonization; however, this does not infer the inadequacy of the selected methodological approaches used in the constructed MEBs.

<sup>253</sup> Government of Uganda, Ministry of Gender, Labour and Social Development, National Guideline for the Planning and Implementation of Labour-Intensive Public Works, 2016, p.37

<sup>254</sup> For required number of person/day (PD) and number of CFW participants per family refer to National Guidelines p.102

<sup>255</sup> <http://socialprotection.go.ug/grant-amount/>. “The effective value of the Senior Citizens’ Grant transfer has fallen over time since its introduction in 2011 and is regarded by many as too low. Indeed, it is set at only 11 per cent of GDP per capita while an average transfer value for a universal pension in low and middle-income countries is around 15 per cent of GDP per capita, with some rising to above 30 per cent. Therefore, a more appropriate value – in line with Uganda’s fiscal capacity – would be at least UGX35,000 per month”. Development Pathways, 2018

<sup>256</sup> Non- updated minimum wage is available in Uganda Statistics. Latest update was 1984. Refer to wageindicator.org

- viii. The Vulnerability Study (2018) recommended increasing the WFP transfer value by 38%, meaning a total value of 42,780 UGX.
8. To cross check the validity of the previous construction, it is proposed to use the food share as a standard to guide monthly expenditure (monthly ceiling).
- a. Low household expenditures are likely to result in higher food insecurity<sup>257</sup>. Spending in food (food share) indicators and poverty line contribute to inform economic vulnerability domain<sup>258</sup>. This indicator is based on the premise that the greater the importance of food within a household's overall budget (relative to other consumed items and services) the more economically vulnerable the household is.
  - b. Food share indicator is part of the standard methodology in every food security assessments such as annual Food Security and Nutrition Assessment in Refugee Settlements (FSNA) carry out annually by GoU, WFP, UNHCR and UNICEF and mandatory outcome indicator in many humanitarian organizations.
  - c. Spending less than 65% in combination with a low reduced coping strategy index, increases likelihood of being classified as food secure<sup>259</sup>
  - d. The median share for refugees is 63%, while the one of non-refugees in host communities (56%)<sup>260</sup>.
  - e. In summary, by definition, the Ceiling Total MEB is established considering that the Food MEB equals 56% of the total household expenditure. Hence, the total share for non-food components is 44% of total Normative MEB.
  - f. The total ceiling MEB ascends to an average of UGX 387,190 per month, that is UGX 77,438 per person per month<sup>261</sup>.

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<sup>257</sup> Analysis of Refugee Vulnerability in Uganda and Recommendations for Improved Targeting of Food Assistance, Development Pathways, 2018, p.61

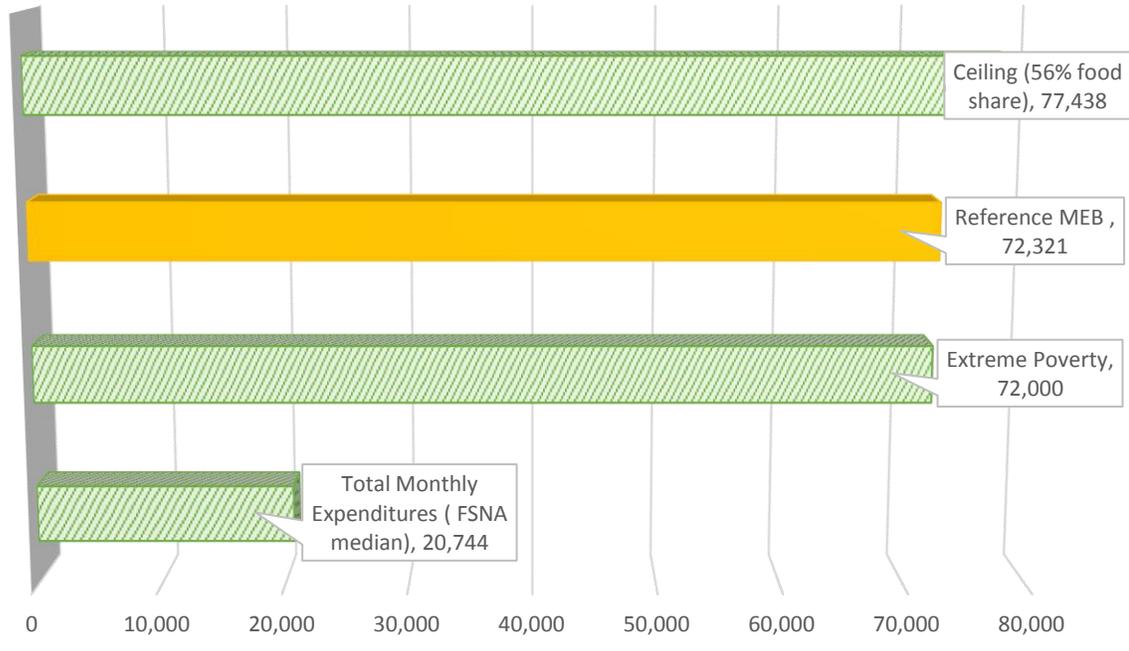
<sup>258</sup> Food security indicators (FCS, HDDS, Food share, needs to be analyzed to have a comprehensive food security analysis given the different domains of access, availability and utilization) For more detailed information on Food Security Indicators, refer to key references such as IPC classification, WFP food security outcome indicator, Fewsnet, etc.

<sup>259</sup> Refer to Development pathway classification Table 14.

<sup>260</sup> FSNA, 2017

<sup>261</sup> Some nuances on prices for non-food items. This approach, implies that a low Food MEB (due to lower food prices in a settlement) will lead to a low Non-Food MEB in absolute numbers, having the premise that non-food items costs are lower, also. This might not be the case; for instance, a settlement where food prices are very low, but prices of other items such as Soap or expenditure in services such as transport are really high will not be reflected in a higher total Normative MEB

**IN SUMMARY  
TOTAL MEB  
PER PERSON PER MONTH**



## IV. Engaging in meaningful Multi Sectoral CVA while building the foundation for a basic needs approach

1. UNHCR defines the basic needs approach as a way to enable refugees to meet their basic needs and achieve longer-term well-being through means to survive and services based on their socio-economic vulnerabilities and capacities<sup>262</sup>. Basic Need programming puts vulnerable refugees at the center of assistance. It is a holistic, people centred approach that spans across sectors and is based on (multi) sectorial assessments, complemented by knowledge of local context. It is crucial to have refugees' point of view when quantifying unmet needs, their priorities and how they would like to be assisted, enabling households to decide how to prioritize their expenditures.<sup>263</sup>.

### Lessons learnt, recommendations and next steps

2. Challenges to construct the current version of the MEB can be summarized as (i) The conceptualization and getting a consensus of what is a MEB across too many coordination platforms was time-consuming – it is recommended to be integrated as part of Inter Sector and Inter Agency Coordination discussions (ii) Lack of systematized information by Sector Working Group (financial barriers) (iii) full time analyst was not available for the process<sup>264</sup> (iv) lack of (public) aggregated data (dashboards) and repository related to expenditures across sectors.
3. However, this process seized opportunities such as boosting the discussion of CTP in many sectors, embedding cash & market task teams in sectors such as Education (ToR) and WASH. Reviewing the food MEB, triggered the potential review of food assistance transfer value closer to consumption patterns. Launching several basic need initiatives such as essential need assessment, MSMA, etc. It is good to highlight good practices of open data bases such as RIMA (FAO), JMSNA (REACH); the work of joint collaboration of the analytical workstream (WFP, REACH, FAO), increasing the buy in of the process and embedding the discussion within the organizations and CWG.
4. The MEB harmonization guidance has been constructed based on desk review, extensive consultation and data analysis on available information. In-coming multisector assessments, namely basic need assessments, FSNA, 2018/9, JMSNA- 2019, Multi Sectoral Market Assessment, Basic Needs baseline<sup>265</sup> , RIMA -2019<sup>266</sup>and partners multiple initiatives; should coordinate on how to integrate socio-economic vulnerability across sectors to inform decisions to address financial barriers to meet basic needs<sup>267</sup>. To work closely through the CRRF secretariat.
5. Extent market monitoring to food items in the MEB and non-food items soap, (reusable) sanitary pads, jerry cans, buckets, kitchen utensils and bedding items (blankets, mattresses), firewood, charcoal, solar lanterns, torches, clothes (including underwear) and footwear. Items required for People with Specific Needs (PSN) that are missing, can be added.<sup>268</sup>
6. Expenditure based monitoring in access to services such as health and education, and communication should be collected by Sectors; ensuring its accuracy and comprehensiveness to inform Sector -specific cash transfer programming.
7. Quarterly reports should be produced with updated local prices, and listed non-food commodities price monitoring by settlement.
8. The MEB harmonization guidance should be reviewed and updated by November 2019, informed by multi sector assessments<sup>269</sup>.
9. Stakeholders should report transfer values in the 4W, and quarterly bulletin can aggregate the data to have a better understanding across settlement in relation to the MEB. An example below with current food assistance: UGX 31,0000

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<sup>262</sup> Basic Need Approach, UNHCR, 2018

<sup>263</sup> UNHCR, 2018 Basic Need approach, Multipurpose Cash Grant (ERC CONSORTIUM),

<sup>264</sup> An analyst has been recruited by WFP to support future MEB process under the WFP, AME Unit

<sup>265</sup> Basic Need Consortium

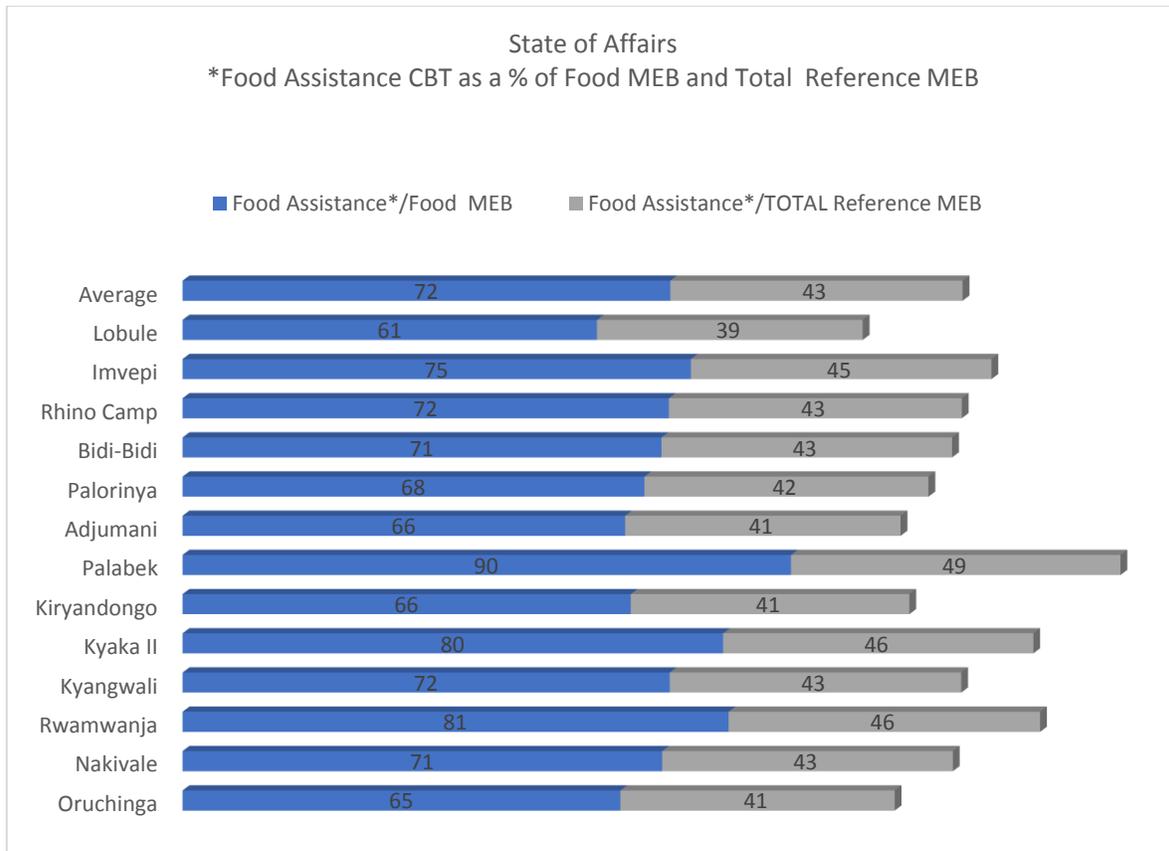
<sup>266</sup> FAO

<sup>267</sup> In addition to the Essential Need Assessment WFP methodology and/or BNA Consortium, it suggested to explore the Consensual approach to poverty, UNICEF, 2018.

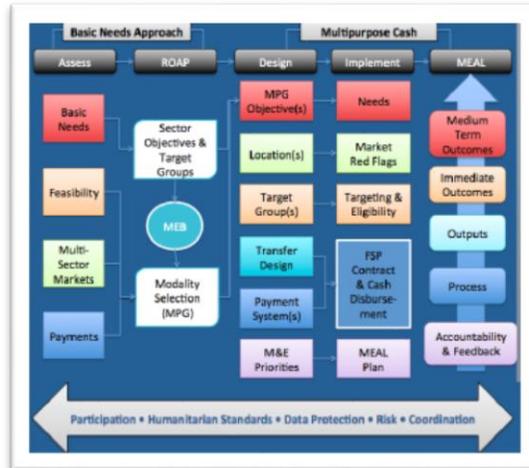
<sup>268</sup> It is recommended to standardize List of commodities and services to monitor based on future Multipurpose Cash Grants -Standard Operating Plans.

<sup>269</sup> This should only take a month task oriented task force.

Figure 22. WFP Food CBT out of food MEB and total MEB.



10. It is suggested that the upcoming Joint Assessment Mission (JAM) makes clear recommendations and decisions about the provision of assistance through a basic needs lens, including the opportunities of the increased role of cash transfers in the response.
11. Working through a basic needs lens, means working together and avoiding Sector silos. It requires joint activities such as collecting and analysing aggregated data to inform a multi-sectoral Situation and Response Analysis (SRA), identifying context-specific and multi sector needs, assessing their economic vulnerability, conducting Multi-Sector Market Assessment and monitoring markets beyond food commodities. It also means delivering monthly multipurpose cash grants with complementary sector-specific activities to achieve outcomes, working on common delivery mechanisms, common monitoring and evaluation, and joint decision making.
12. It is recommended as a next step to the CWG, to develop with partners, a Standard Operating Plan for Multipurpose Cash Grants to support the operationalization and scale up of MPC.



ERC MPG Consortium – Roadmap: SOPs for MPGs – April 2018. Modified.

13. Suggested indicators to consider informing better basic needs programming<sup>270</sup>: *FCS, CSI, Livelihood based Coping strategies. Economic capacity to meet essential needs (new), food expenditure share and/or % of HH meeting Food Expenditure Basket (FOOD MEB)-(new) Food Consumption Score, Reported coping mechanism used due to lack of income/cash/resources in the last 30 days (new); % of HH with deprivation of essential needs (new) –Consensual approach; Total expenditure in cooking fuel by different type of fuel sources (firewood, charcoal , briquettes, others) (new); % of firewood and charcoal sourced from the market (new); % of household income used to purchase hygiene items for identified priority needs (Sphere-new) ; % of household income used to buy water for drinking and domestic hygiene; % of HH meeting the total MEB (new); % of expenditure reported to be spent in non-food items; % money / transfer spent on construction / rehabilitation of the shelter (including labor), % of HH with access to market, % of HH leaving town to access market, % of HH with access to market, % of HH with access to market, % reporting barriers to accessing market places in last 30 days, % reporting barriers to accessing marketplaces in last 30 days, % reporting barriers to accessing items on marketplaces in last 30 days, % reporting cash availability in the household in last 30 days; reported withdrawal limits per month; Nearby financial service providers; Challenges accessing the financial services providers in the last 30 days, Challenges accessing the financial services providers in the last 30 days))*<sup>271</sup> The CWG will track # of households receiving cash assistance for basic needs (multipurpose cash) and amount of multipurpose cash transfers in USD.
14. It is recommended that an inclusive inter-agency effort is undertaken to define basic needs; determine the degree to which basic needs are unmet; to outline population profiles describing different types and levels of needs; and explore avenues for aligning the provision of assistance to the level and type of need in households and individuals.
15. As part of the launching of basic need assessments, explore harmonized way of calculating Household Gaps Analysis across settlements.<sup>272</sup>
16. Explore seasonality of expenditures of refugees by Sector; evidence on size, timing and duration of transfer per sector to achieve Sector outcomes in line with Standards; evidence on size, time and duration of transfer by different profile of population (linked to vulnerability factors, geographical, cultural, etc.)
17. Supporting the development of key markets needed to support refugee and host community livelihoods over the coming years<sup>273</sup>.

<sup>270</sup> To be part of the process of joint Standard Operating Plans. Please make sure to be link with the Multipurpose Cash Outcome Indicators workstream (Great Bargain) ([link](#))

<sup>271</sup> Access to markets and service providers to be adapted to context- CWG Libya.

<sup>272</sup> Essential Needs Assessments-WFP. In addition to a broader vulnerability analysis.

<sup>273</sup> Mercy Corps, 2018

## Programming with a Basic Need Lens- Guide for Practitioners in Uganda

- What are the refugees' basic needs and how do people meet them?
- Which basic needs are unmet?
- Where are the refugees' that are unable to meet these basic needs?
- How many are they?
- Who are the refugees requiring assistance to meet basic needs?
- Why is a population unable to meet basic needs? Is lack of purchasing power one of (among others) barriers to access the good and services, and cover the unmet needs? Which ones? How to monitor the economic capacity to meet basic needs?
- How can households/individuals be assisted to meet these needs?
- How to leverage the power of markets to support self- reliance of refugees and host community?
- Is cash assistance appropriate and feasible to address economic barriers to cover basic needs? Which needs? What about Sector -specific needs? How market and cash programming contribute to strengthening the resilience of livelihoods, a sustainable environment and achieve Sector outcomes, specially protection outcomes.
- How to put refugees at the center of assistance design, encouraging sectors to combine their efforts into one coordinated and standardized package of multipurpose cash grant complemented by sector specific assistance and access to services with referrals to appropriate service providers (Basic needs approach-UNHCR Refugee Coordination Model)
- How to ensure the delivery of cash assistance for basic needs is timely and efficient? How to move towards common delivery platforms initiatives? How to promote access to financial inclusion?
- How to ensure all CTP activities are in line with the Comprehensive Refugee Response Framework (CRRF)? How to ensure market based approaches that promote social cohesion?

Enabling the ability of household to prioritize their expenditures.

- How have you considered that cash and voucher will ensure access to items (good and services identified) according to Humanitarian Standards such as Sphere, enabling the ability of household to prioritize their expenditures?
- How have you considered that households will spend in identified good and services, according to their priorities and unmet needs?
- How have you considered gender aspects, environmental sustainability and protections risks in the items identified considering the way people spend and prioritize their expenditure to cover basic needs?
- How have you considered markets will be able to react to the demand for these goods and services identified? How are you making sure you are strengthening markets?

#### IV. Annex ([online](#))

- i. [Excel Calculator](#)
- ii. [Basic Needs-FGD template](#)
- iii. [CWG registry](#)
- iv. [Participatory video -outputs](#)
- v. List of items for market monitoring

Work in progress. Please contact [cwg.uganda.kampala@gmail.com](mailto:cwg.uganda.kampala@gmail.com) and [joseph.kyanjo@wfp.org](mailto:joseph.kyanjo@wfp.org)

- vi. [Key references](#)
- vii. [Energy Surveys: Household, Traders and FGD tools \(Endev\)](#)
- viii. [CTP Challenge Mapping Innovation Lab](#)