# TARGETING in URBAN and RURAL CONTEXTS

*Image: The ICRC and the Syrian Arab Red Crescent assess the living conditions in eastern Aleppo's Masaken Hanano district. November 2016. Credit: Sevim Turkmani/SARC.*

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## CONTENT


1. Introduction: rational for the guidance ..... 2
2. Steps in Vulnerability Targeting ..... 2
3.1 Establishing targeting approach ..... 3
3.2 Selecting Targeting criteria (Indicators) ..... 5
3.3 Choosing the targeting mechanism ..... 8
3. Tips and challenges in targeting process. ..... 12
4. Steps for Targeting process and Identification of Involved Staff ..... 14
5. Key Stakeholders ..... 14
6. Targeting for COVID-19 response ..... 16
7. Other resources ..... 17

# 1. Introduction: rational for the guidance

This document aims to provide practical advice and guidance, enabling practitioners to think through and adopt an accountable, coherent and 'good enough' approach. It balances the need for rapid response with the desire to minimise errors in a dynamic and fast changing environment, taking into account the realities of programming constraints.

This document includes brief explanation related to targeting in urban and rural context (tips, list of targeting approaches, tips for selecting indicators, main stakeholder in urban contexts, adaptation to Covid-19 response, etc.). In addition, it includes tools to be used during the process.

- **Tool 1**: Summary of pros and cons of each targeting approach
- **Tool 2.1:** Targeting criteria (indicators) on multi-sectoral programmes
- **Tool 2.2:** Targeting criteria for sector-specific interventions (food security and livelihoods, shelter and wash, education, specialized protection, counselling and legal assistance interventions)
- **Tool 3:** Targeting mechanisms
- **Tool 4:** Geographic vulnerability indicators
- **Tool 5:** Implementing a scorecard targeting mechanism

# 2. Steps in Vulnerability Targeting[1]

**What is targeting?**

Targeting is defined as ensuring that assistance reaches people who need it, when and where they need it, in an appropriate form, in appropriate quantities and through effective modalities – and conversely does not flow to people who do not need it (Barrett and Maxwell, 2005).

When resources are limited comparing to the needs of the population, targeting, as **process** of identification and selection of individuals or groups for humanitarian assistance based on their needs and vulnerability, should be done.

To complete targeting process should initially be selected an **approach** or **mix of approaches** based on different factors. Approaches are linked with different **indicators** of a household or individual that will define its vulnerability. A group of selected indicators will become **vulnerability targeting criteria**.

Lastly, the **targeting mechanism** is the process by which we identify those households and individuals that fit the targeting criteria and we include them onto the project.

*1 The guidance note 'Targeting in Urban Displacement Contexts' (https://reliefweb.int/sites/reliefweb.int/files/resources/10826IIED.pdf) provides principles for detailed targeting criteria and decision-making tools in Urban context. Figure 1 from the guidance note, illustrates five steps in urban targeting in relation to the project management cycle. This document focuses on Step 3 (**establishing targeting criteria)** and **Step 4 (Choose the targeting mechanism).***

**Figure 1: Targeting in relation to the project management cycle**

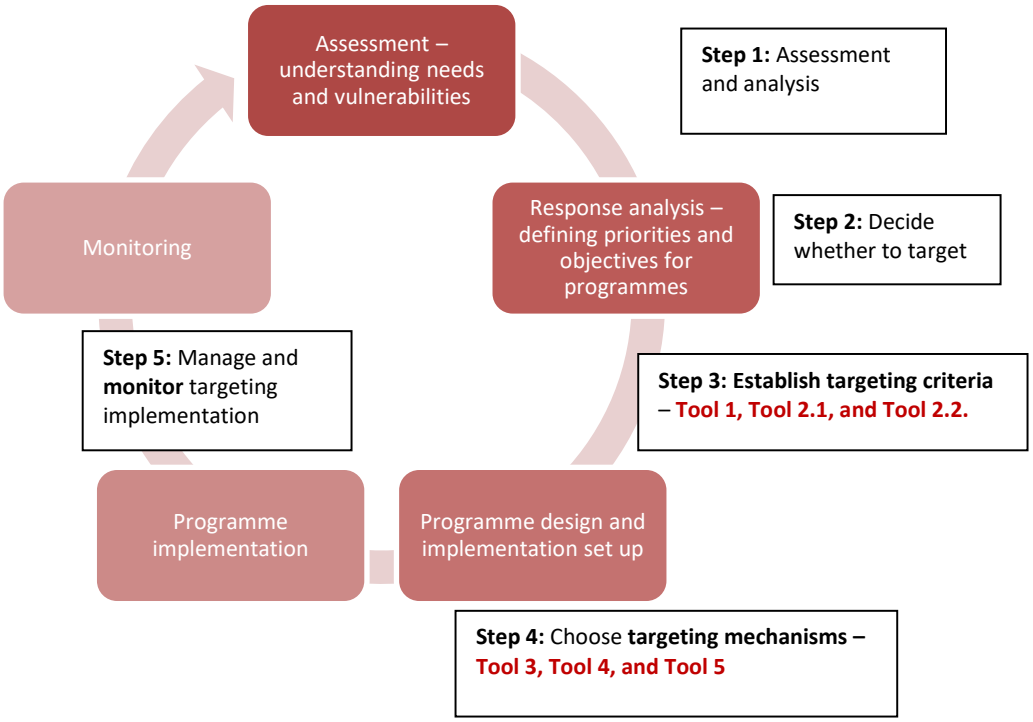


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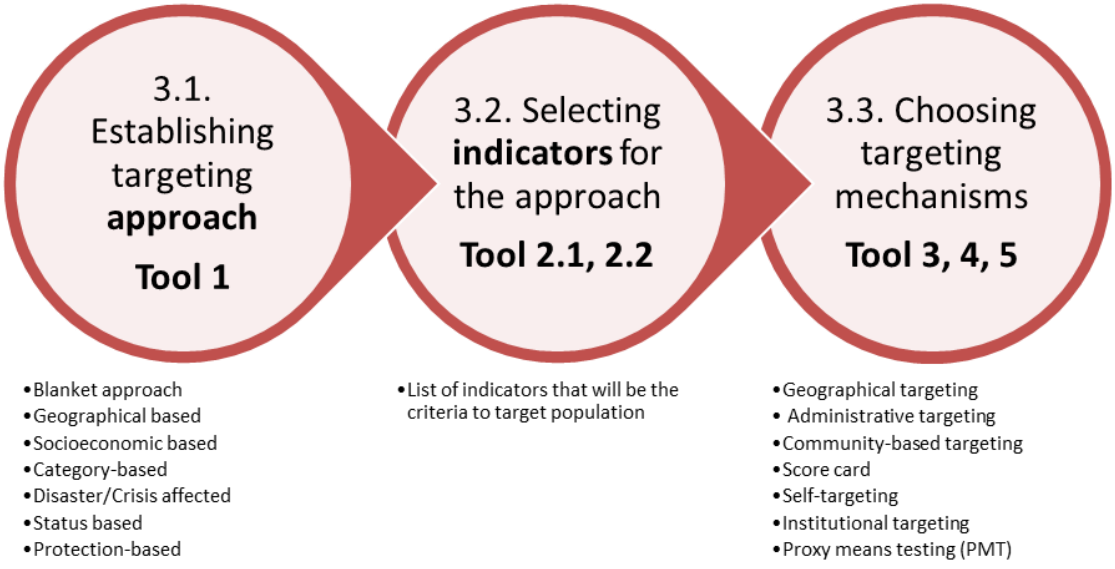
**Figure 2: Covered steps and tools by this document**




## 3.1 Establishing targeting approach

There is no **single 'best' approach** for targeting criteria; all have pros and cons according to the context. It is likely that numerous criteria and a **mix of targeting approaches** be used in order to capture a **multi-dimensional understanding** of vulnerability.

A systematic review looking at best practice in urban and rural assessments, other guidelines and our own experience within RC/RC Movement identifies the following types of approaches for targeting vulnerable populations.

| Types of approach | Description |
|---|---|
| Approaches applied in general cases, for emergency response and for development projects/programmes, etc. | |
| **1. 'Blanket' approach** | It is decided that everyone needs assistance after a disaster or crisis because distinguishing between households is not feasible or cost effective or rapid response is a priority. Blanket targeting to meet basic needs in rapid-onset emergencies may be more efficient in the short term (0–3 months).<br>It is usually combined with geographical approach (*All population living in one affected area or camp will be supported).* |
| **2. Geographical based** | It is based in identification of administrative units, economic areas or livelihood zones that have a high concentration of economically-insecure people.<br>**Geographical based** approach is normally the first to be applied. Once the geographical area is selected blanket approach or other (socioeconomic, category based, etc..) based on selected criteria to distinguish the most vulnerable. |
| **3. Socioeconomic based** | (i.e. based on livelihood-related factors – the range of assets at their disposal and capacity to use these). There are several possible metrics (income; expenditure/consumption; goods / assets available, proxy indicators for income/expenditure; social capital; and access to services and markets). Each captures an aspect of socioeconomic vulnerability. This approach is normally combined with category based approach (including indicators as size of household, presence of any people living with disabilities, chronic illness, etc.) |
| **4. Category-based** | (i.e. defined by population group or demographic characteristics such as gender, age, ability and ethnicity). While there are benefits of such an approach in terms of transparency and ease, entire groups who may be vulnerable can be excluded. |
| In case of a disaster or crisis happens, population could be selected through the following approach that could be combined with the previous ones: | |
| **5. Disaster/Crisis affected** | (i.e. defined by the affectation to the disaster or crisis). This approach might be well defined (how we define that a household is affected? Which level?). Additional socioeconomic and category criteria might be added to narrow final target. |
| In case of a migration or displacement context, following approaches might be considered (combined or not with the previous ones): | |
| **6. Status-based** | (i.e. based on displacement status – whether refugee, IDP, or resident or host communities). This approach can be problematic as it may create resentment, for instance among people not assisted |
| **7. Protection-based** | (i.e. based on protection-related characteristics).: victims of violence, sexual abuse, trafficking, prostitution but also child labour, areas of high criminality |

Summary of **pros and cons of each targeting approach** according to different factors is included in **Tool 1**[2].

Therefore, no single approach could be applied but it could be a combination of approaches.

**Examples of combination of approaches:**

In a sudden emergency response after a disaster, geographical and disaster affected approaches will be applied to limit the area and select only affected households by the natural disaster. In addition, socio-economic and category based approaches will be applied (households with no income sources, household with children under 5 years old and people with disabilities).

Other example would be using status-based targeting approach selecting IDP's, but among them, only women and children (category based approach) could be assisted.

**Figure 3. Image of Tool 1. Summary of pros and cons of targeting approaches**

| | 1. 'BLANKET' | 2. GEOGRAPHICAL | 3. SOCIOECONOMIC |
|---|---|---|---|
| **TARGETING APROACH / FACTORS TO CONSIDER** | *(It is decided that everyone needs assistance after a disaster or crisis because distinguishing between households is not feasible or cost effective or rapid response is a priority.)* | *It is based in identification of administrative units, economic areas or livelihood zones that have a high concentration of economically-insecure people.* | *(i.e. based on livelihood-related factors – the range of assets at their disposal and capacity to use these)* |
| **Rationale** | Blanket targeting to meet basic needs in rapid-onset emergencies may be more efficient in the short term (0–3 months). It is usually combined with geographical approach (All population living in one affected area or camp will be supported). | In case it is possible to estimate the vulnerability of the areas in order to select the most vulnerable areas to justify against the other who are not selected. | Economic vulnerability is a defining feature of vulnerability in **urban areas,** across sectors. Sociocultural issues governing access and marginalisation are also key. In **rural areas**, socioeconomic indicators are clearly linked with the vulnerability |
| **Ease of measurement (capacity; expertise; need for HH data)** | It does not require analytical expertise and human resources as all populationwill be selected. I | Human resources (staff, and expertise) needed to accurately map neighbourhoods or village, beyond administrative boundaries. It is necessary to have the skills to select areas according to different indicators (Tool 4) | Requires **analytical expertise** and good understanding of context to develop appropriate indicators and timeframes of reference. Requires **collection of HH data.** Many are self-reported indicators, requiring **triangulation.** Some require household visits. |

**Initial blanket approach in the emergency response after Nepal earthquake in 2015**

Assistance available during the relief phase included a cash grant of NPR 15,000 (USD 150) provided by the central government to families whose houses were damaged by the earthquake, and distributions of food, non-food items and various other cash grants provided by both government and non-government actors. The blanket approach was applied to cash and non-cash assistance. This approach was easy and rapid to put in place which enabled a rapid response to meet basic needs after the earthquake. However, huge number of people was affected and it was not possible to be covered by one humanitarian agency, so lot of actors were operating, which raised the issue of coordination and harmonisation of the aid.

## 3.2 Selecting Targeting criteria (Indicators)

Targeting indicators are criteria that measure one aspect of a household or individual that will define its vulnerability. Indicators should be well defined and measurable.

**Tool 2.1** includes **a list of indicators for each of the targeting approaches** seen in Tool 1.

[2] *Adapted from G. Smith, L. Mohiddin and L. Phelps, Targeting in Urban Displacement Contexts: Guidance Note for Humanitarian Practitioners (London: IIED, 2017) (http://pubs.iied.org/10826IIED ).*

These indicators could be used as reference to select the vulnerability criteria that will be used to select the beneficiaries (*examples: households with children under 5 years old, households with no income sources, Household who has lost the production assets…*).

**Figure 4. Image of Tool 2.1. Targeting criteria on multi-sectorial programmes**

| INDICATOR GROUP | INDICATOR | RATIONALE FOR USE |
|---|---|---|
| SOCIOECONOMIC | (i.e. based on livelihood-related factors – the range of assets at their disposal and capacity to use these) | |
| Income / purchasing power | Weekly/monthly income | Powerful way to stratify the population.<br><br>Understand the purchasing power of the household when compare to cost of meeting basic needs |
| | Source of employment/ livelihoods | **Easier** to measure than direct income. Captures some indication of livelihood security (especially those engaged in scavenging and casual labour, remittances and humanitarian assistance). |
| | Number of income/ livelihood sources | |

**Peruvian Red Cross experience**

Peruvian Red Cross, with the support of the IFRC, has implemented an assistance program to cover basic needs in the COVID-19 context, in which cash transfers have been used by VISA card for vulnerable families. Among other, **selection criteria or indicators based on socioeconomic, categorical and status based approached** were used: non-receipt of other grants by the Peruvian Government, vulnerable migrant population (unemployed, newcomers, families headed by single women), or families with no or minimum income and minors or adults seniors in charge.

**Tool 2.2** also includes **targeting criteria for sector-specific interventions** (food security and livelihoods, shelter and wash, education, specialized protection, counselling and legal assistance interventions) to be used to guide selection of criteria for targeting these complementary interventions in urban or rural contexts.

**Figure 5. Image of Tool 2.2. Targeting criteria for sector-specific interventions**

| INTERVENTION | TARGETING | INDICATORS |
|---|---|---|
| FOOD SECURITY AND LIVELIHOODS | | |
| Ensuring households have sufficient food to meet basic needs | Food insecure households | In urban areas, vulnerability is largely – though not completely due to economic factors. |
| SHELTER AND WASH | | |
| Supporting displaced households to meet costs of (rented) accommodation (including costs of utilities) | Households who are struggling to cover these costs | Indicators of socioeconomic vulnerability in Tool 2.1 especially overcrowding; tenur insecurity; poor shelter condition/poor living arrangements; access to piped water |
| SPECIALISED PROTECTION, COUNSELLING AND LEGAL ASSISTANCE INTERVENTIONS | | |
| Child protection and GBV services | Those at risk of violence | Overcrowding. |

**Tips for selecting targeting indicators:**

- **Consider constraints due to programme location and context:** Indicators vary in the ease that they can be measured. Security and access, time, budget, expertise and resources available will all determine the type of criteria that can realistically be used and these factors should always be taken into account.
- **Include a mix of targeting criteria**: Given the diversity of vulnerability, relying too much on one criterion (such as female-headed households), or on one approach (such as categorical criteria) can result in inclusion and exclusion errors.
- When **adding new criteria**, always compare the expected increase in accuracy with the additional time and resources needed to implement targeting based on these criteria. There will need to be a trade-off between the desire for accuracy and the need to identify and assist beneficiaries in a timely and cost-effective manner.
- Decide whether particular criteria will take precedent over others; and on whether any **critical indicators** will determine immediate access to assistance, regardless of whether or not households meet the other eligibility criteria.
- **Vary criteria according to the programme, component or phase of response**. Targeting on multi-sectoral programmes can involve several tiers of targeting, using different targeting criteria according to the specific needs and vulnerabilities to address in each programme component, or the phase of the response:
    - Response phase: criteria need to be simple, and quick to apply and verify[3].
    - Early recovery phase/protracted crises: more time can be taken in selecting and applying criteria; interventions may want to have a greater focus on capacities.

*3 Response time is a key element in sudden emergencies, therefore, keep in mind that for slow-onset disasters (such as droughts) you can count with more time to accurate the targeting process.*

## 3.3 Choosing the targeting mechanism

The **targeting mechanism** is the process by which we identify those households and individuals that fit the targeting criteria and we include them onto the programme. There is no single 'best' mechanism for targeting in urban and rural contexts and it is likely that **several mechanisms** will need to be used simultaneously.

| **Types of targeting mechanisms** | |
|---|---|
| **1. Geographical targeting** | Where neighbourhoods or wider administrative areas are selected. |
| **2. Administrative targeting** | Targeting using pre-existing administrative data (official registrations). The risk here is that data may be inaccurate, destroyed or biased. |
| **3. Community-based targeting** | Effective participatory assessments that involve affected populations inform about needs and capacities alongside agencies. |
| **4. Score card** | Scorecards combine a range of indicator types (protection; status; categorical and socioeconomic) that are each assigned a score. Data on these indicators are then collected through a household survey to develop a cumulative score, which determines eligibility. Score must be verified by relevant stakeholders and final exclusion/inclusion criteria must be applied. |
| **5. Self-targeting** | Those within the target population actively come forward to join or to apply to join the programme. People identify themselves as vulnerable, and, for example, may seek help at an office. They have to fulfil some selected criteria from the different approaches to ensure that those most in need are supported. |
| **6. Institutional targeting** | Beneficiaries are identified due to an affiliation with a selected institution – be it a basic service provider, civil society organisation, community-based organisation, or humanitarian agency. |
| **7. Proxy means testing (PMT)[4]** | Statistical analysis is undertaken on a sample of household data from the population of interest, to identify which characteristics are strongly correlated with poverty (in the form of a defining indicator for economic insecurity, such as expenditure or consumption). It is possible to combine a range of vulnerability criteria, including socioeconomic, categorical, and status-based indicators. Weights, or scores, are given to these indicators according to the strength of the relationship. |

**Tool 3** provides an overview of factors and **the pros and cons to consider when selecting the following targeting mechanisms for urban and rural context.** Checking the different factors and considering the context of your intervention, you might select one or some mechanism to target most vulnerable population.

*4 Taking into the time and resources required implementing a PMT, it is not commonly used. However, there are some experiences from programmes using the PMT for targeting humanitarian assistance to refugees in Lebanon, Jordan, and Iraq.*

**Figure 6. Image of Tool 3. Summary of pros and cons of targeting mechanisms**

| TARGETING MECHANISM / FACTOR TO CONSIDER | 1. GEOGRAPHIC | 2. ADMINISTRATIVE | 3. CBT (Community based targeting) |
|---|---|---|---|
| **Targeting criteria/approach** | Area-based rather than individual / household. (See Tool 5) | Any type, providing these are included as fields in the existing data. | Categorical or status-based are easiest. Some socioeconomic may be possible, but problematic. However, in rural context, socio-economic approach is used in many projects (number of livestock, type of houses..) |
| **Accuracy – exclusion and inclusion error** | Can be effective at focusing resources where vulnerability is tied to location (generally true in **urban areas)** – but excludes the vulnerable living elsewhere. Can be reduced through area-based coordination with other agencies. In **rural context,** some areas could include vulnerable population and less vulnerable. Mechanism is often applied but shoud be combined with other | Depends on the quality of the data (coverage; risk of bias; age of the data etc.). | **Urban context:** Population density, poor social cohesion and few existing accountable community structures that represent the target population can increase inclusion and exclusion error– especially new arrivals. Lists must be verified.<br>In **rural context,** social cohesion is high and local commities could easly identify vurlnerable population avoiding some errors. |

## Cyclone Idai response in Mozambique

Cyclone Idai made landfall on 15 March 2019 in the city of Beira located in Central Mozambique. The cyclone wreaked havoc on Beira and its surrounding areas, resulting in significant damage and destruction to shelter and settlements, health, water and sanitation facilities, as well as large swathes of crops.

The Mozambique Red Cross and IFRC supported the most vulnerable people during relief phase. The operation included support in shelter, health, water, sanitation and hygiene promotion, and livelihoods and basic needs. National societies together with relevant government stakeholders initially combined blanket approach of selected areas (*geographical*). Verification was done to check if they belong to the targeted communities.

## Targeting mechanisms in Productive Safety Net Program (PSNP) in Ethiopia

The Ethiopian government revised its emergency food aid system in 2005 and launched the Productive Safety Net Program (PSNP) for providing a safety net to vulnerable populations. The first level of targeting in the PSNP is **geographical.** 262 chronically food-insecure woredas (districts) were pre-selected during the design of the programme, based primarily on previous years' food aid needs. Targeted districts are the responsible for allocating PSNP resources among the sub-districts (kebeles) and villages within their area.

The selection of beneficiary households within villages is the final and most complex level of targeting. A broad definition of chronically food insecure households is given in the national guidelines, but the details of how to identify this group are largely left to local decision-makers. Previous years' food-aid rolls were taken as a starting point for PSNP beneficiary lists (***Administrative targeting)***. However, it was immediately clear that the qualifying criterion of having received food aid for the past three years was too static. In practice local decision-makers are required to identify the poorest households in their community according to **socio-economic criteria** (assets, income and social capital) through **community based targeting mechanism.**

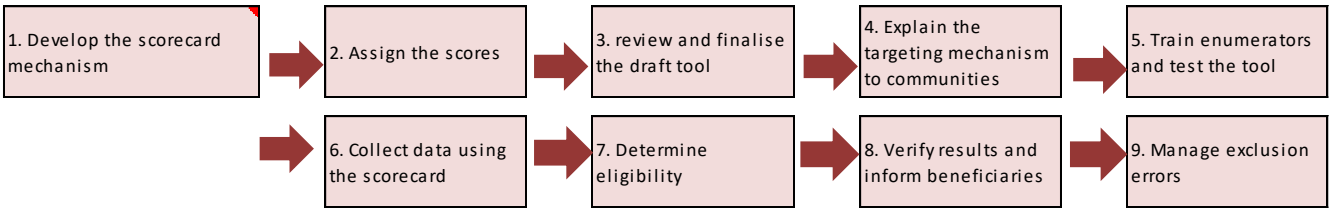
**Tool 4** provides '**Geographic Vulnerability Indicators'** list. It is a range of indicators that can be used to estimate the **vulnerability of administrative areas or neighbourhoods**. Some of these can be found in **secondary data** whilst others may require consultation with **local authorities**, **other key informants and community members** within the neighbourhoods.

**Figure 7. Image of Tool 4. Geographic vulnerability indicators**

| DATA TYPE | INDICATOR | RATIONALE |
|---|---|---|
| **SECONDARY DATA (ADMINISTRATIVE UNIT – DISTRICT OR MUNICIPALITY)** | | |
| Population size | **Population density (dissagredated by sex, age) or total population** | Can identify locations with the greatest direct exposure to the demographic shock (influx of displaced), and where cumulative needs will be great. |
| | **Refugees/IDPs/returnees caseload (especially new arrivals)** | |
| Poverty / economic insecurity | **Incidence of poverty in the population** | Identify areas with pre-existing structural vulnerabilities – those host communities that are poorest and least able to cope with the displacement crisis.<br>Poorer areas can tend to have a higher than average share of the displaced population. |
| **PRIMARY DATA (KEY INFORMANTS AND LOCAL AUTHORITIES)** | | |
| **Affected by the disaster/crisis/conflict** | **Areas defined as affected by the disaster/crisis** | |
| **Poverty** | **Areas or neighbourhoods that have high concentrations of poor or displaced households** | Can inform on access to services; poverty stricken areas; concentrations of displaced; locations with unfinished buildings within the administrative boundary or within particular Access to shelter, social protection programmes, |
| **Access to shelter** | **Areas or neighbourhoods where displaced are living in unfinished buildings** | |

**Tool 5** provides practical step-by-step guidance for practitioners seeking to implement the mechanisms of scoring vulnerability criteria **(scorecards).**

**Figure 8. Image of Tool 5. Implementing a scorecard targeting mechanism**




| **1. Develop the scorecard mechanism** |
|---|
| **1.1 Identify the criteria** |
| **Option A: Using household profiling data**: Vulnerability assessment data collected from a sample of the targeted population during the assessment phase /can be used to inform development of the scorecard. The team will follow the analytical to identify whichindicators show high relevance for targeting, and which demographic categories of the population demonstrate heightened vulnerability according to these indicators. These findings can also be supplemented with the results of any FGDs and KIIs carried out as part of the profiling exercise. |

**Syrian refugees' crisis in Turkey**

When targeting their humanitarian assistance for Syrian refugees in urban areas of Turkey, the Danish Refugee Council did not have the capacity to devise a vulnerability formula or apply statistical analysis. A **scorecard** mechanism was adopted which programme teams could understand and where scores could be easily adjusted with input from non-technical staff. *Source: Armstrong and Jacobsen (2015)*

**Nepali Red Cross** and **Ethiopian Red Cross Experiences: Scorecards mechanism**

As part of a post-earthquake emergency livelihood projects, the **Nepalese Red Cross** designed a process by which most vulnerable households could be identified and selected based on the **accumulation of vulnerability criteria** after consultation with different stakeholders, including government and community representatives.

The following were defined criteria: 1) Death of a productive member during the earthquake; 2) A minor as head of household; 3) woman as head of household; 4) A member with a disability or chronic illness; 5) A family without a workforce; 6) A family with only elderly people (or dependent children); 7) A family without regular income;8) The caste to which the family belongs;9) The food security of the family;10) Land tenure.

Some of the main steps followed were: socialization of the initiative, establishment of the group of community representatives who will facilitate the process and collection and verification of information about vulnerability criteria[5].

In case of **Ethiopian Red Cross**, field team collected information of registered returnees in project targeted areas (2,500 returnees approximately) related to 10 vulnerability criteria (Household with the children < 5 years of age; without human assets (education, skills),social assets (participation in community groups); physical assets (equipment, livestock); financial assets (Savings, access to credits/debts); natural assets (land); with extensive debts; without any support (family, friends or others); under one or more situations (disabilities, survivors of SGBV incidents, torture, trafficking); Women headed returnee (single, divorced, widow, separated, pregnant)). After final vulnerability score calculation of each returnee, threshold was established (all returnees with score above 80 were selected). Therefore, 225 returnees with the highest score (above 80) were selected after verification by all relevant stakeholders, correct inclusion and exclusion errors.

[5] *Data sheet: Selection of recipients according to their degree of vulnerability*

# 3. Tips and challenges in targeting process.

**Tips for targeting in rural and urban context**

- Clear **targeting objectives** are essential. Targeting vulnerable populations in such areas affected by crises cannot be an open invitation to cover all pre-existing needs or deficits of development are met.
- Clear **exit strategies of the project** must be developed and agreed among stakeholders.
- Targeting is imperfect: 'all targeting activities will generate errors of inclusion and exclusion'. It is important to be aware and include **inclusion/exclusion criteria** agreed by relevant stakeholders. **Verification** of field data related to criteria must be done by community representatives, local authorities and Red Cross staff.
- Enable space for complaints from the population about the eligibility criteria and the selection of beneficiaries (**feedback mechanism**). This mechanism should be included in **Community engagement and accountability (CEA) system** developed in the project approaches to listen to communities' needs, feedback and complaints, ensuring they can actively participate and guide Red Cross Red Crescent actions including targeting.
- If selected targeting mechanism is based on vulnerability criteria and a scoring system ("scorecard", see Tool 5) where the accumulation of vulnerability criteria determines their eligibility, verification must always be done by relevant stakeholders (social officers or others). At least 10% of the households must be checked to ensure that the information obtained is correct.
- Significant up- front **investment**, both of time and resources, in high-quality context analysis and assessments for targeting requires.
- It is important to remain **pragmatic** – 'practitioners should select the mechanism that allows for the rationing and prioritisation of assistance to meet needs as quickly, fairly and transparently as possible'.
- Standardising eligibility criteria and keeping them simple can help to build understanding, reduce confusion and increase perceptions of fairness.
- In urban and rural contexts, it is important that local authorities are also kept informed to ensure they understand the criteria and can respond effectively to those complaints.
- To use **mixed methods** – "given the scale of need and the limitations of each targeting mechanism, it is considered best practice to use more than one targeting mechanism in combination so as to reduce errors and further prioritise resources".
- Communicate **decisions** to communities, agencies and authorities. The eligibility criteria must be clearly communicated, prior to programme implementation, to recipients and non-recipients to avoid tensions within displaced communities, and between these groups and host communities. Any perception of bias could compromise the programme, undermine community relationships, or provoke conflict.

**Tips for targeting in rural context**

- Specific approach, indicators and vulnerability need to be developed in consultation with local stakeholders to select villages and communities within a district.
- Understanding **livelihood systems of rural communities** – and their gender dimensions is the foundation for effective targeting.
- Initial geographic targeting, where relevant, is an effective way of reaching rural areas with high concentrations of poor people.
- Before starting the process, it is required that the process is shared at local level through local community committee

**Tips for targeting in urban context**

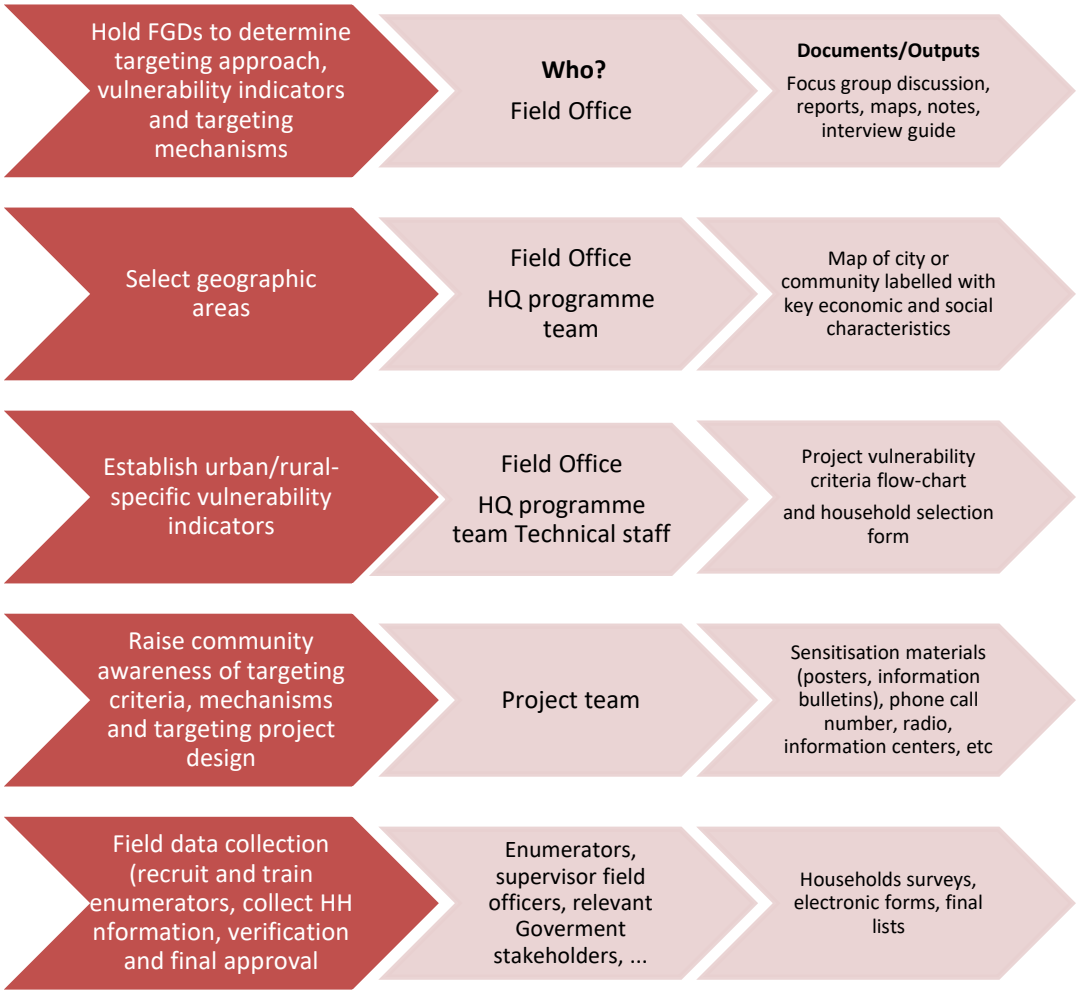
- Understanding **complex urban communities** and engaging with a representative range of stakeholders in a sophisticated and sensitive way is vital to success. The vulnerability criteria must be adapted to the context.
- **Sensitisation activities** in urban areas should take place through more than one channel to ensure adequate transmission of information. Besides neighbourhood meetings, information bulletins posted within offices of clinics, social services and community-based organisations (CBOs), advertisement and canvasing by community mobilisers, urban programmes can take advantage of the widespread adoption of mobile technology and internet to disseminate messages through social media, WhatsApp, SMS and online forums for particular vulnerable communities.

In **summary**, good targeting involves trade-offs, including time, affordability, quality of data and achieving something 'good enough' for programming. **Transparency** concerning 'who is getting what and why' is critical. It must be stressed that, as in any programme, eligibility criteria must align with the programme objective, which may also vary depending on the phase of the emergency. Criteria must be contextualised based on the findings of assessments.

## Targeting challenges in urban and rural contexts

| Targeting challenges in urban context | Targeting challenges in rural context |
|---|---|
| • **High population density** and overwhelming number of people in need of assistance and scarce humanitarian resources<br>• Those seemingly living well may be in chronic debt, or unable to sustain livelihoods.<br>• Those who may appear to be **vulnerable may well not be** (a single-headed, unemployed household may be receiving remittances, for instance).<br>• Accurate baseline vulnerability data may not be available.<br>• People often **do not live close to their work** with people travelling in and out of cities (or to different areas of the city) for work both on a daily (commuting) and seasonal basis.<br>• Targeting in urban areas is **where fraud and corruption frequently** occur, due to political manipulation, as well as different and complex social networks and leadership. Previous challenges might be considered in the process.<br>• The construct of a 'community' in urban areas is **heterogeneous** and fluid, and can lack the cohesion of communities in rural areas. Some displaced households can choose to stay anonymous, whilst others move regularly for economic reasons or their own protection. | • Rural poor people are **not a single, homogenous group.** Usually they are independent producers and wage workers whose livelihoods principally depend on agriculture and agriculture-related activities.<br>• People living in remote areas with difficult access to gather information during targeting.<br>• They often have very **little access to modern technol**ogy and **low capacities** to understand and complete a survey to get their vulnerability information.<br>• **Little access to formal financial institutions** for capital of any sort.<br>• Frequently the rural poor communities are socially excluded, isolated and marginalized groups on whom those responsible for the design of government policies and programmes. |

## 4. Steps for Targeting process and Identification of Involved Staff




## 5. Key Stakeholders

During the process of collecting vulnerability data to target population, **following stakeholders** might be involved:

| Key Stakeholders | | Examples |
|---|---|---|
| **Engaging with government, public services** | In urban areas provide access to sources of data that can inform vulnerability criteria. For example:<br>• City planners can provide information about which formal administrative units and informal neighbourhoods of the city are vulnerable to flooding, have poor access to markets and other services, have longer travel times to informal employment opportunities, are run by criminal gangs or are insecure.<br>• Social welfare programmes tend to be well-established in urban areas compared to rural areas. Data on the coverage of these programmes can help inform which | National government, Local development councils, regional and municipal government, political parties, emergency services, judicial and penal actors, low enforcement, militaries, social services, hospitals, health staff, education staff |

| Key Stakeholders | | Examples |
|---|---|---|
| | municipalities/areas are most vulnerable. Eligibility criteria on social assistance schemes (categorical indicators, or proxy indicators of poverty may be pertinent indicators of economic and social vulnerability for IDPs and host communities. | |
| **Engaging with other humanitarian agencies** | In the process of selecting indicators, it is important to capture the expertise and previous experience of other humanitarian agencies. It also help to avoid duplication of the intervention focused in the same targeted population and to have a harmonised approach to avoid any inequity between aid organizations, avoiding future conflicts between communities served. | National and International humanitarian agencies, FSL Clusters, FSL or cash Working group, |
| **Engagement with the community** | Targeting criteria should ideally be based on information collected from discussions with affected communities themselves. This is important to:<br>• Capture their understanding of vulnerability and characteristics of the poorest and most vulnerable in their neighbourhood.<br>• Increase community acceptance of the targeting criteria | CSOs and CBOs, charities, national and local RCRC societies, Religious authorities, faith-based organizations, Traditional authorities, elders, traditional healers, tribal/ethnic group leaders, influential families, Media institutions, newspapers, radio, Community/grassroots media, Youth groups, women´s groups, marginalised groups or others, Sports and leisure groups, Diaspora |
| **Engagement with the private sector** | In urban contexts, the private sector – as a provider of a range of services to the target population– may have knowledge of the population and supporting data which can inform your choice of targeting criteria.<br>Remittance companies may have data on those population groups that have difficulty in accessing financial services due to lack of civil documents. They may have also information on which areas are most benefitting from remittances[6]. | International companies, market traders, small and medium-sized businesses and employees, labour networks, employees, seasonal workers, service/utility providers, healthcare providers, media groups and news organizations, chambers of commerce, business associations, finance institutions, banks. |

*6 But it is important to consider that this can have both interpretations: these areas are the most vulnerable and extremely depend on remittances or this could mean that they have a strong coping mechanism and benefit already from assistance.*

# 6. Targeting for COVID-19 response

The pandemic has shown everyone is vulnerable to the health impacts of the virus, however, vulnerable population have higher risk to get infected due to limited access to health service and poor living conditions. Many studies have demonstrated the immediate effects of COVID-19 on vulnerable population and their households, particularly on issues related to employment, income, economic conditions, and prospects for the immediate future.

Useful **socio-economic** and **categorical indicators** adapted to Covid 19 response are listed in **Tool 2.1:** 'Selecting Targeting Indicators'.

In **Tool 3**, it is described the application of the different types of targeting mechanisms in Covid 19.

Among targeting mechanisms, it is important to consider the option of doing **remote assessment** to collect the data for the vulnerability criteria, instead of field visit to avoid risk of infection. Online or phone surveys could be done by organization.

**Tips during targeting for Covid19 response in urban and rural context**

- Coordinate with relevant stakeholders involved in the specific context to avoid duplication, and share information and resources.
- Try to develop mechanism with indicators that are easily measured by online/phone surveys and verified by local authorities.
- After well-organized trainings to enumerators, use electronic mobile data collection systems to avoid mistakes and be quicker, in case that household surveys are done.
- Avoid, as it has happened in previous crises, that targeting patterns have often been gendered, with preference given to men who are assumed to be family breadwinners. This assumption puts female-headed households and others outside the heteronormative household model at increased risk.
- The impact of the crisis affects especially women who are usually the majority of health workers and care-givers. Targeting requires to take into consideration their needs and current role (check indicators in Tool 2.1).
- Consider the registration of all the household members creating a key registration ID both at individual and household level linked between them. This approach will facilitate integration of sectors and phases enhance complementarities and reduce the risk of duplicity.

**Salvadoran Red Cross** supports entrepreneurs who have seen each other in the context of the COVID-19 crisis affected by the closure of their small businesses. The targeting of the people was done with existing resources and in coordination with community leaders (**community-based targeting mechanism**).

**Spanish Red Cross** was using **self-targeting mechanisms**, selecting people who voluntary called to the emergency number after verification of compliance with selected criteria. It also selected people from other projects of social inclusion.

In addition, previous users of soup kitchens were selected for assistance by **Argentinian Red Cross** due to Covid19 outbreak.

This document provides with some guidance to define **targeting criteria** in urban and rural context. For further support do not hesitate to contact the LIVELIHOOD HELPDESK (covid19-livelihoods@cruzroja.es).

Livelihoods Centre site: www.livelihoodscentre.org/

# 7. Other resources

- **Urban informal sector: identifying those most at need and innovative approaches to find them.** Tips developed for responding in urban areas and informal settlements in the COVID-19 context: (https://www.preparecenter.org/resource/thinking-urban-in-the-context-of-covid-19/
- The Global Alliance for Urban Crises is a multi-disciplinary, collaborative community of practice working to prevent, prepare for and effectively respond to humanitarian crises in urban settings. http://urbancrises.org/
- ALNAP and UN-Habitat developed the Urban Humanitarian Response Portal, which has now grown to be the largest library of reports, lessons learnt, policies, tools and methodologies relevant to responding to crises in urban environments (https://www.urban-response.org/)
- G. Smith, L. Mohiddin and L. Phelps, **Targeting in Urban Displacement Contexts: Guidance Note for Humanitarian Practitioners** (London: IIED, 2017) (http://pubs.iied.org/10826IIED).
- D. Sanderson. **Urban Humanitarian Response** (London, ODI, 2019) (https://odihpn.org/resources/humanitarian-response-urban-crises/ )
- International Rescue Committee (2017) **Urban context analysis toolkit.** Guidance note for humanitarian practitioners. (London: IIED, 2017 (https://pubs.iied.org/10819IIED/)
- Road map to community resilience – Operationalizing the Framework for Community Resilience (Geneva, IFRC, 2016) (https://media.ifrc.org/ifrc/wp-content/uploads/sites/5/2018/03/1310403_Road-Map-to-Community-Resilience_Summary-Final-Version_EN-26.pdf)
- The Cash Hub is hosted by the British Red Cross as a resource for the work of the International Red Cross and Red Crescent Movement to deliver cash and voucher assistance (https://cash-hub.org/guidance-and-tools)
- **Targeting entrepreneurs:** Livelihoods resource centre has developed a guidance note for targeting potential participants in medium and small businesses development projects. (https://www.livelihoodscentre.org/documents/114097690/181759481/Targeting+Entrepreneurs_EN.pdf/ff7436b9-a6ff-6cc5-195e-46a139a82fdc?t=1589795410079)
- **Guide: How to Establish and Manage a Systematic Feedback Mechanism with Communities** (https://media.ifrc.org/ifrc/document/annexes-guide-establish-manage-systematic-feedback-mechanism-communities/ )
- **A Red Cross Red Crescent Guide to Community Engagement and Accountability (CEA)** (https://communityengagementhub.org/resource/ifrc-cea-guide/)