

Analysis of livelihood cash grant programme implemented for older people after Tsunami

Banda Aceh, Indonesia



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Foreword

Older people tend to be seen, during and after emergencies, as passive recipients of relief and rehabilitation aid. Our experience, however, shows that older people are a resource for the recovery of their households and communities.

This pilot project adds to that perception. It provided a livelihood-oriented cash grant to 790 older people in 14 villages of Aceh Besar in 2007.

This document presents the outcome of comprehensive monitoring of those cash grantees and of changes in their incomes, routines, social relations, and psychology. While contributing to the growing body of evidence that older people are largely willing and able to work, this publication also analyses the mechanisms used in the cash grant project.

We are thankful to the HelpAge International in Banda Aceh, in particular to Deepak Malik, Programme Manager, for taking the initiative and conducting the study. The older people associations, their federation Kusuma Bangsa and our local partner Yayasan Budoh Anak Aceh have all been kind and helpful in the monitoring process. I believe this publication will help policy makers and programme implementers in designing and implementing future livelihood and cash grant programmes for vulnerable people in emergencies.

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Introduction

Background

As part of its Tsunami Response Programme, HelpAge, together with its local partner Yayasan Beudoh Aneuk Aceh (YBA), has implemented a Livelihood Cash Grant Programme for older people in 14 tsunami-affected villages in Aceh, Indonesia. This cash grant programme was part of a pilot project, which also consisted of the establishment of Older People Associations (OPAs) in the same 14 villages.

This pilot project served to demonstrate to national and international stakeholders that older people are still willing and able to work and support their families, and should therefore be included in the programmes of other NGOs. The project also demonstrated the benefits of organising older people into groups to raise their social and economic status. The project originally had a timescale of 10 months, but in the context of HelpAge's Extended Response Programme (ERP) has been extended with nine more months to cover the period from March 2007 to September 2008.

The livelihood cash grant was distributed to the beneficiaries from August through October 2007. The collection of livelihood proposals from the community and disbursement of the grants was in close coordination with the newly constituted Older People Associations (OPAs). In November 2007 (one to three months after injection of the grant) a progress monitoring exercise was conducted in 11 out of the 14 villages. In March and April 2008, an elaborate impact monitoring was also conducted. The Extended Response Programme was also seized as an opportunity to implement a series of interventions to strengthen the livelihoods of the older people in the project area.

Purpose of this report

This report aims to provide a comprehensive account of the livelihood cash grant programme that was implemented in 2007 as well as the steps that were taken to strengthen the programme in 2008. The primary purposes behind this report are the following: :

- To contribute to the growing body of evidence that older people are still willing and able to work and should therefore be included in livelihood projects in development or post-emergency programmes.
- To serve as a resource for professionals working in development or emergency programmes who are interested in including older people in their livelihood interventions.
- To highlight the challenges and issues faced by the programme team in implementing the project.
- To provide ideas for policy-level changes in implementing programme of this nature in the future.

Methodology and limitations

This report draws upon the findings of a review of existing literature on post-emergency cash grant interventions and older people in emergencies, as well as a desk review of all available documentation regarding this cash grant programme, including progress monitoring and impact monitoring reports from the programme.

While the desk review of available literature on the issue is secondary, primary information was collected through the progress and the impact monitoring processes. Both the progress and the impact monitoring processes have detailed methodologies that were applied with participatory tools (as explained later in part II).

Through multi-level consultation among the programme team members, various stake holders and peers, this report was composed to summarise the livelihood cash grant programme and also to develop a useful resource for future reference, and for consultation in making further policies for livelihood programmes for older people.

The major limitations of this document that must be acknowledged right at the outset are the following:

- Livelihood is a broad concept and comprises the capabilities, assets (both material and social resources) and activities required for a means of living. This study looks at livelihood mainly as a means of income generation for older people, and tries to assess the impact this income had on all aspects of the beneficiaries' life.
- This study consulted only with immediate stakeholders such as local partners, beneficiaries, OPA leaders and did not incorporate the local government, or the other organisations/agencies engaged in livelihood programmes in the area.

Structure

The report is structured as follows:

- **Part I** sets out in a detailed fashion how the cash grant programme was envisioned, how it was implemented and documents lessons learned from the experience.
- **Part II** documents the economic, social and psychological aspects of the cash grant programme.
- **Part III** provides an overview of the different interventions that have been implemented to strengthen the livelihoods of older people in terms of training, creating links between the OPAs, NGOs and government programmes, and setting up an income generating project.

Older People's Associations

Older People's Association (OPAs) is a community based organisation aimed at improving the living conditions of older people. OPAs provide a mechanism for social support in the community as well as facilitation and delivery of projects and services. OPAs also provide an opportunity for older people to come together, socialise and help the most vulnerable older people in the community.

The main objectives of OPAs are:

- Encourage mutual help through home visits, visiting sick members, assisting with funerals, and providing emergency assistance.
- Increase understanding among villagers of the contribution older people can make to village life.
- Promote cooperation between older people, other village members, and local leaders.
- Assist in the development of the community.
- Channel demands related to the rights of older people such as access to healthcare and services.

Part I: Process

Context: Post-emergency cash-based interventions

Over the past decade, cash-based interventions during and after emergencies, as opposed to distribution of in-kind commodities, have gained in popularity amongst relief agencies.¹ The tsunami disaster formed an opportunity for agencies to implement cash transfers and to innovate; firstly because of the considerable level of unrestricted donor funding and secondly because in most tsunami-affected areas markets quickly recovered.

Cash-based interventions come in many different shapes and forms, all of which have been implemented during the tsunami response. Broadly, cash interventions fall into three categories:²

- **Cash for work.** Cash for work programmes with activities such as road and house construction were widely implemented in post-tsunami Aceh. These programmes serve both to improve or rehabilitate community assets as well as provide victims of the disaster with a direct source of income to meet their basic needs. However, most cash for work programmes are not suitable for vulnerable groups such as older people, sick or disabled persons and women with other household duties.
- **Vouchers.** Vouchers provide access to pre-defined commodities. They can be exchanged in a special shop or from traders in markets. The vouchers may have either a cash or a commodity value. Vouchers have been most commonly used for the provision of seeds and livestock, but they can also be used to provide food. Vouchers are generally used when the agency wants to restrict the use of cash, and to impose certain conditions to direct behaviour. An example of this would be using food vouchers for programmes aimed at improving nutrition.

¹ Lesley Adams, *Learning from cash responses to the tsunami, Final Report* (HPG Background Paper, January 2007) 3.

² Pantaleo Creti and Susanne Jaspers eds, *Cash-Transfer Programming in Emergencies* (Oxfam GB 2006) 3.

- **Cash grants.** Cash grant programmes come in two kinds. The first is the distribution of free cash as a relief item to targeted beneficiaries. Immediately after the tsunami, many agencies provided unconditional cash grants to targeted beneficiaries in order to meet immediate food or non-food needs such as basic clothes and shelter, or to recover productive assets.

The second type of cash grant is intended for the re-establishment of businesses. After the relief phase of the tsunami, this type of cash grant programme was also implemented by several agencies. When cash grants are intended to re-establish businesses, one condition might be that the applicant provides a business plan. Also, the agency may ask for receipts to show that the money has been used for its intended purpose.

HelpAge's livelihood cash grant programme falls within this last category of cash-based interventions. It was implemented two and a half years after the tsunami, at a time when the acute phase of the emergency was over and the targeted older people had already recovered their access to food and basic assets. However, HelpAge had observed that for various reasons many older people had not yet succeeded in fully recovering their means to earn a living. In order to fill this gap and to show to other agencies that older people should be targeted in livelihood programmes, HelpAge decided to implement a livelihood cash grant programme.

Why had older people not yet recovered their livelihoods two and a half years after the tsunami?

Not targeted. Many NGOs used the so-called blanket approach in their livelihood interventions, meaning that they sought to target everyone of the affected populations. In practise, this often meant that only one member of each household was eligible for livelihood support. Very often, the result was that the support went to the younger (male) household members.

Not suitable. Many of the livelihood projects implemented in the project area were not suitable for older people. For instance, many older people indicated that they were unable to take part in the large cash-for-work programmes in road and house construction or coastal rehabilitation, because this work was too heavy for them. Another focus of many NGOs was rehabilitation of fisheries. HelpAge has encountered many older fishermen who had decided not to restart this activity because they no longer considered themselves fit enough for this physically demanding occupation.

Not reached. Impact monitoring has revealed that only 56% of the targeted beneficiaries received any kind of relief assistance (mainly foods, other relief materials, and cash grants in a few cases) after the tsunami, but before they received the grant from HelpAge. Those who managed to receive a cash grant as a part of a generic programme spent their money on buying immediate necessities, thus failing to resuscitate their livelihood. Therefore, there was a gap in assisting the older people in the target area to successfully re-start their programme. Apart from the fact that many livelihood programmes are not suitable for older people, another reason is that older people were sometimes not aware of the livelihood programmes that were implemented in their communities, or how to participate in them. NGOs seem not to have considered it a priority to target older people adequately in their programme socialisation process. In addition older people could not access micro-credit facilities since the cut-off age for most micro-credit schemes is 55 years of age.



Case study: older people not aware of NGO programmes

Lambaro Neujid village in Peukan Bada District of Aceh Besar was devastated by the tsunami. It is located in one of the most gravely affected areas in Aceh. The tsunami wave reached heights of up to 15 metres here, destroying everything and changing the landscape completely. In this area, out of every 1000 households, only 300 are left.

It is surprising that despite the fact that many NGOs have been active in this area, older people in this village have only received livelihood support from one NGO (IDR 2mln from Uplink). This was provided shortly after the tsunami, when people were still unable to restart their livelihoods. Practically all the recipients spent this money on food and basic necessities. The OPA leader of this village mentioned that younger members of their village had received more support. However, the nature of this support was not suitable for older people (group grants for fishing, or cash-for-work programmes in reconstruction). More importantly, he conceded that he simply did not know about the different livelihood schemes that were being implemented in his village, because generally older people were not invited to the meetings when the NGOs presented their programme.

Following the humanitarian standards

In response to the changing nature of humanitarian context stemming from the growth and diversity in responders, certain norms have been standardised through tools such as the Sphere Handbook and the Red Cross Code of conduct for disaster relief. To ensure the accountability and transparency of the cash grant programme, humanitarian standards were consulted and adhered to by HelpAge - Banda Aceh Programme.

Prior to starting this project, a desk review of all the available standards and codes was conducted to ensure adherence to the appropriate norms. This review was followed by cross-checking and matching of the humanitarian standards and the codes with the objectives and the processes of this project. Below is a summary of the humanitarian standards and codes of conduct followed by this project.

The heart of this cash grant project lay in the two core beliefs of the Sphere Standard:

- that all possible steps should be taken to alleviate human suffering arising out of calamity and conflict.
- that those affected by disaster have a right to life with dignity and therefore a right to assistance.

Annex 1 provides further information on how the project adhered to the humanitarian standards.

Lessons learned

- Since this project was available for only one older person from each household, in those households where both spouses are above 55 years of age, the men applied for the grant thus denying the women a chance to participate. Maybe women could be given priority as an applicant, or a joint application system for both the husband and the wife could be introduced.

- Though disputes were resolved through Older People Associations, there was still a need for the development of a proper dispute-solving mechanism for better and faster solution during the various stages of implementation.
- A system should have been developed to target specific support to those who are immobile and are not in a position to start or continue their livelihoods. This livelihood grant could have targeted the social needs of such older people rather than targeting them to initiate livelihoods.

Targeting and selection criteria

How was it envisioned?

This livelihood cash grant programme targeted tsunami-affected older people in need of livelihood assistance in the 14 project villages where Older People's Associations were being established.

In order to limit the distribution of the grant to this target group, the following selection criteria were formulated in consultation with YBA and the concerned communities:

- 55 years of age or older as of 31 December 2007
- no permanent government job
- in need of livelihood assistance
- resident of one of the 14 project villages
- OPA member
- only one older person per household
- in the case that an older person is unable to carry out any livelihood activities due to bad health or disabilities, another household member would be eligible for the grant.

A copy of the identity card called KTP (family ID card) or a letter of identity from the village leader had to be submitted with the proposal to verify the age of the beneficiary. In a few instances, the beneficiary claimed that the age on their identity card was stated wrongly. For these specified cases, a letter from the village leader stating the age of the beneficiary also sufficed. Other safeguards to ensure the beneficiary met the selection criteria was that each business proposal had to be discussed in the OPA meeting and approved by both the OPA leader as well as the Director of YBA, before they were sent to HelpAge.

How did it go?

The project has succeeded in reaching the tsunami-affected older people in the 14 project villages. Impact monitoring has revealed that selection criteria have been abided by. Involvement of the OPAs at every step of the process has played a large part in ensuring the beneficiaries met the selection criteria.

During impact monitoring, it was found out in a few cases (not more than 8% of the sample size) the older people were not able to carry out the livelihood activity. In that case, the grant was still given to this older person. Usually, another family member carried out the livelihood activity. Although strictly speaking this was not in accord with to the above mentioned selection criteria, this turned out to be

a good arrangement in practise. This way, both the older person and the family members carrying out the livelihood activity understood that the assets purchased with the grant belonged to the older person, entitling the older person also to part of the income.

The project targeted all older people in the project area based on the overall approach adopted by many agencies in Aceh that considered all tsunami-affected people as eligible for cash-grant livelihood programmes. Consequently, this grant was given to a few older people who did not qualify as the poorest, or who were in the government sector previously. This does not however mean that the people did not need the grant as they were also tsunami-affected and traumatised. The programme needed to impose conditions with the selection criteria to ensure that the poorest were targeted, which is why the project could target all the poorest older people in the project area. Nonetheless, the above mentioned factor had its own positive effect on the project, as while forming the Older People's Associations supported the cause wholeheartedly and influenced everyone to participate in the OPAs.

Lessons learned/suggestions for improvement

- The criteria "in need of livelihood assistance" should be defined more clearly in order to make it more meaningful.
- Even if a person is unable to work him/herself, a livelihood grant was still relevant in many cases.

Level of cash support

In deciding upon the level of cash support, agencies need to make a choice between different approaches:³

- setting the level of assistance according to what people lost (like retroactive insurance).
- setting the level of assistance according to what they need in order to resume or start up a specific business.
- provide the same grant to everyone regardless of what their current socioeconomic status.



A focus group discussion to consult with male OPA members on the modalities and the process of the cash grant programme.

³ Lesley Adams, Learning from cash responses to the tsunami (HPG Background Paper, January 2007) 48.

Agencies also need to take into account that these different approaches require different levels of staffing numbers, skills and timeframes. For instance, providing variable amounts, rather than flat-rate grants, can be complex in terms of administration and often requires lengthy procedures for deciding the amount that individuals receive.⁴

In determining its approach and the level of the cash grant, HelpAge used the framework below:

Consideration	Finding
Purpose of the grant	To assist tsunami-affected older people in restarting or strengthening their livelihoods.
Preferences of the targeted community; Respect for local culture and custom.	The target community displayed a strong preference for an egalitarian approach and favoured that all older people should be entitled to the same amount of support, regardless of wealth.
Scale and available HR	The project would be implemented in 14 villages. Baseline data found that the targeted population would consist of about 800 people. HelpAge's local partner organisation had six staff to implement the programme.

How did it go?

Determining the cash grant amount was a crucial part of implementation. The team analysed the kinds of livelihoods older people preferred in the target area. Most extended families have multiple sources of income – while younger generations engaged in primary occupations, the older people were mostly handling “secondary occupations.” In other words, most of the older people’s primary livelihoods were activities that were technically secondary such as livestock rearing and fishing. And, those older people who were engaged in primary occupations such as shop-keeping or small businesses had small scale operations. Therefore, the cash grant was targeted at the occupations in which older people were engaged. Thus based on this analysis, HelpAge decided to provide a grant of IDR 1,5 mln (around USD 150) to everyone within the targeted population who fulfilled the selection criteria. The level of the grant has proved to be sufficient to reach its purpose, namely to enable the targeted older people to restart or strengthen income generating activities (see also Part II on impacts).

Interestingly, during the impact monitoring a few beneficiaries found the amount of the grant quite low. During group discussions this issue was discussed further, and it became clear that the relatively low amount of the cash grant had in some cases limited people’s choice of livelihood activity. For instance, in Durung village, most women who had purchased goats with their grant, would have preferred to buy a cow. However, the impact monitoring also revealed that for many older people, especially for the fishermen, the grant amount was more than what they needed to re-start their business. When asked to make a choice between less aid to more beneficiaries or more aid to less beneficiaries, all the participants in the group discussion chose the first and recommended to HelpAge to adopt the same approach in the future.

Lessons learned / suggestions for improvement

- When deciding the level of cash support, it is very important to conduct an in-depth study to measure the level of support required for the targeted communities.

⁴ Paul Harvey, Cash-based responses in emergencies (HPG Report 24, 2007) 21

- Oftentimes, older people only need a small amount to restart or strengthen their livelihoods.
- In Aceh, due to the collective culture of the community, there was a strong consensus among the older people to have the same amount of cash grant for everyone irrespective of livelihood options and/or wealth ranking. However, for future projects, various levels of livelihood support can be developed depending upon the nature of livelihood. Either way, this is a highly debatable issue and needs policy level support.

Appropriateness of cash support

How was it envisioned

Even two years after the tsunami older people were still unable to begin their livelihoods properly. This left many of them to depend upon their family members or the community. There were also many older people on whom their family (mostly orphaned grandchildren) was dependant. In addition, the level of credibility of older people as a legitimate stakeholder in livelihood programmes was low. Thus, there was a strong need to demonstrate the capacity and the needs of the older people in this context. In its manual on cash-transfer programming in emergencies, Oxfam GB has developed a tool to determine whether a cash-based intervention is appropriate. It has determined that cash interventions are appropriate in the following circumstances:⁵

- Before the emergency people used to purchase a significant proportion of essential goods and services through market mechanisms.
- A shock has resulted in a decline in people's sources of food and income, which means they can no longer meet their basic needs and/or are adopting coping strategies which are damaging to their livelihoods or dignity.
- Sufficient food supplies and/or other goods are available locally to meet the needs.
- Markets are functioning and accessible.
- Cash can be delivered safely and effectively.

In assessing the situation prior to implementation of the cash grant programme. HelpAge concluded that all of these conditions were evident in the current environment. Markets had been functioning before the tsunami and people acquired their basic goods and services through regular market mechanisms (condition 1). Two years after the tsunami, markets had already recovered sufficiently to provide the items needed for starting livelihood activities (condition 3 and 4).

The fact that older people were still not able to fully recover and restart their livelihood further underscored the justification (condition 2). After assessing the security situation, HelpAge had also concluded that the delivery of cash to the beneficiaries could be done in a safe manner (condition 5). In order to minimise the risk of robbery, it was decided that any transportation of cash grant money should be done only by car. To decrease the risk for the beneficiaries of keeping a large sum of cash in their house, HelpAge determined that the period between handing over of the grant and purchasing of the items should be as short as possible. Preferably, purchasing should be done directly after distribution of the grant.

Purchase of goods was completed along with one OPA member and staff of the local NGO YBA to increase transparency and accountability for the stakeholders.

How did it go?

HelpAge International's assessment of the appropriateness of a livelihood cash grant in the area turned out to be correct. The provision of cash gave the beneficiaries maximum freedom in deciding which items to buy and thus which livelihood activity to start (or strengthen). All items that the beneficiaries wanted to buy with the grant could be easily obtained in the area. In some cases, YBA assisted the beneficiaries with transportation of the purchased livestock. In addition, common purchases were made in bulk with proper negotiation so that the beneficiaries got the best deals .

Lessons learned/suggestions for improvement

- Assessment if the conditions in the project area are suitable for cash grant intervention is essential for the programme to be a success. A Cash Assessment Checklist is included in the annex.

Transparency/accountability to stakeholders

Community participation in planning and management

How was it envisioned?

HelpAge aimed to involve the community by including the newly constituted OPAs in all stages of the project cycle, from conceptualisation to monitoring and evaluation.

- Designing and planning the project. Several group discussions with members of the OPAs and YBA were organised to decide upon the modalities of the cash grant programme.
- Preparing and approving proposals. The OPA meetings were used to discuss and prepare the business proposals. All proposals had to be approved by the OPA and signed by the OPA leader before they would be sent to HelpAge.
- Beneficiary contribution. In an effort to boost the financial position of the newly constituted OPAs, it was decided in consultation that all beneficiaries had to make a contribution to the OPA. The amount of this contribution was to be set by each OPA.
- Disbursement grant. In order to create maximum transparency and accountability, it was stipulated that during disbursement of the grant to the beneficiary, the OPA leader should be present, along with a representative of the local partner YBA. A form acknowledging the receipt of the grant had to be signed by all these parties.
- Purchasing. It was stipulated that at every purchase, representatives from OPA, YBA and HelpAge should be present. After the purchasing was completed, a Certification of Procurement had to be signed by beneficiary, OPA leader and YBA Director.
- Monitoring. During impact monitoring, detailed consultation with beneficiaries took place through individual interviews and group discussions to hear their views on the impact of the project and to establish whether or not the project had been a success.

How did it go?

Outcome of group discussions with OPA members	
Topic	Outcome
Need for livelihood assistance	All participants indicated that the older people of their communities are in need of livelihood support, as they have received little or no assistance from other NGOs after the tsunami.
Need for social assistance	Participants were worried that HelpAge's programme would not take into account the needs of older people who are no longer able to work and requested that special provisions be taken for non-productive older people.
Eligibility criteria	Participants favoured equal access of all older people to the programme, as long as they were willing to become member of the OPA.
Management of the programme	OPA (leaders) showed great willingness to assist in management of the programme, but were hesitant in taking up large (financial) responsibilities, as their organisations were still very young and inexperienced. Consequently it was decided that the OPA should have a role in preparing and approval of the proposals, and disbursement of the grant and purchasing of items. Administration and finances would be in the hands of HelpAge and YBA

Learnings/suggestions for improvement

- If the programme intends to have the beneficiaries prepare business proposals themselves, the format should be as short and simple as possible.
- Information on income and livelihood activities gained through proposals tends to be unreliable, as beneficiaries tend to understate their income, perhaps out of fear of exclusion from the programme.
- In regards to the contribution the beneficiaries were supposed to make to the OPAs, beneficiaries thought that the money would come from the grant they were receiving. Thus, the OPAs deducted a certain agreed small amount from each grant before disbursing the money. This was in contradiction to the original plan as it was thought that the beneficiaries who were also OPA members would contribute their own money and would use the grant money to start their businesses to enable them to use more money in their livelihoods.



Older women at a community meeting to express their views about the programme

Financial controls

How was it envisioned?

The financial controls were mainly coordinated by the grants award committee that was composed of representatives from HelpAge and its local partner YBA. The primary purpose of this committee was to review the grant proposals ensuring technical viability and approve the grants in line with the overall objectives of the program. This committee would meet on a weekly basis and make decisions on the proposals submitted by the potential beneficiaries. The decisions would be made by consensus. If there was a disagreement amongst the members, the reasons for the disagreement would be documented. The final decision would rest with the program manager of HelpAge with a written justification in response to the points of disagreement. Once the committee approved a proposal, a disbursement order would be sent to the finance officer (FO) at HelpAge to initiate the transfer of funds to the YBA bank account.

The next steps were:

- The FO would prepare a disbursement journal supported by the disbursement orders to initiate the transfer to YBA bank account.
- An acknowledgement from YBA for receipt of funds would be attached to the disbursement journal.
- YBA would be responsible to submit a certification of procurement (signed by OPA, beneficiary and YBA) to HelpAge verifying the completion of purchasing process.
- The FO would coordinate with the program section to verify the location of approved grant proposals in specific files, for future reference for audit purposes.
- The finance section would maintain a duplicate copy of all the approved grant proposals as finance records since the approved proposals were the primary supporting documents for the cash disbursements by HelpAge.
- The FO would periodically visit YBA to verify some of the receipts/ invoices according to the certification of procurement.

How did it go?

The cash grant committee was formed after the first business proposals were submitted to HelpAge. The committee met once every week, with active participation from all members. The secretary of the committee kept minutes of all the meetings. These meetings helped to track the weekly progress of the project, and also gave an opportunity to address challenges quickly.

All financial forms and documentation were designed to be user-friendly for the participants. The disbursement journal and the certificates of procurement were especially useful in tracking the progress of the project and in securing transparency.

Only one aspect of the business proposal forms proved to be problematic for the community and YBA. This concerned the calculation of expected additional income after injection of the cash grant. People found it difficult to distinguish between “revenue” and “profit”. During the first meetings of the cash grant committee, this issue was discussed in-depth and then quickly resolved.

Lessons learned

- It is imperative to be very particular with documentation and filing of paperwork in a project of this nature.
- All forms used by participants and partner organisations must be easy to complete and user-friendly.
- The proposals from the beneficiaries were very similar which raised suspicion at the beginning. However because they were prepared by beneficiaries, checked by OPA leaders, and then approved by YBA, there was not much reason to oppose the content of the proposals. In the end, it was found that many of them were regulated by YBA or community leaders to speed up the process, which did not allow for real information sought in the proposals. Sufficient time and assistance should be given to clearly communicate the required information to the beneficiaries.

Livelihood VS social grant

How was it envisioned?

There is an ongoing debate about the appropriateness of livelihood grants to older people. When this project was envisaged the points for and against livelihood grants and social grants were taken into account to determine the best available strategies to help older people. After a considerable amount of consultation and background review of the target group, it was decided the grant should be a livelihood cash grant. The reasons behind this decision are:

- Most of the older people were found to be engaged in secondary livelihood activities prior to the tsunami, and all of them were willing to restart their livelihoods.
- Most of the older people in the targeted areas were productive as per the criteria of HelpAge and the National Policy for older people in Indonesia.
- There were many older people who were working along with a family member and wanted a livelihood cash grant over a social grant.
- HelpAge also wanted to demonstrate the viability of older people as legitimate recipients of livelihood support.

In Indonesia, as per the national policy, old age starts at 60 years. However, this guideline also states that old age can be “adjusted to the local social cultural conditions where the programme is being implemented if necessary.” Given the local conditions of the target area, and looking at the age disaggregation of the population, this project determined 55 as the cut off age to be considered an “older person”. In addition, due to the large number of older people who died in the Asian tsunami⁶ and the number of people currently in the age group of 55 to 59, 55 years was decided as the appropriate age. In HelpAge’s experience, 55 years is often considered the age for defining “older” in developing countries.

Therefore, this project was focused on livelihood cash grant for older people from 55 years onwards, and was flexible for those older people who were no longer productive. Thus, the rule created that those older people who were no longer earn a living by themselves could have a member of their family apply for the grant. The idea was to provide an opportunity for in-active older people and their family to have a stable livelihood, which would in turn ensure the well-being of the older people.

⁶ <http://paa2006.princeton.edu/download.aspx?submissionId=61757>

How did it go?

This project definitely assisted the targeted older people in reinstating their livelihood. The OPAs and the grant committee reviewed all the proposals carefully to find out the level of productivity of the older people who applied for grant. Very few older people were found to have not carried out their livelihood. Thus, after further consultation with the applicant, his/her family and the OPA members, the grant was disbursed to the applicant with the understanding that the applicant's family would carry out that livelihood. Although by doing this, the project deviated from its own rules as mentioned in the above paragraph, it still turned out to be a good practice. By providing the grant to the applicant, the older person remained in control of the process and the grant also added to his/her status and dignity among the family members.

In addition, the OPAs turned out to be an effective system for social protection for both productive and non-productive OPA members. The OPAs provided a platform for interaction and cooperation. They provided financial assistance to those who were sick and conducted home visits for their members. Thus, the OPAs became a support mechanism for both productive and non-productive older people. The OPAs were primarily formed in the 14 target villages to implement the cash grant project in a participatory manner. It was also hoped at that point that these structures would provide a good platform for social cohesion.

The Extended Response Programme provided these OPAs with a good opportunity to further strengthen themselves. Thus, the OPAs can work as community-based organisations to link their members to various welfare schemes from the government and non-government agencies. The OPAs provide protection to the non-productive OPA members through social visits and sick grants. With a national federation, the OPAs would have great potential to become even stronger in the long term.

Lessons learned

- Both livelihood grants and social grants are important for older people.
- There is a need to conduct a detailed analysis to see which grant suits the targeted group the best.

Working through or/and with local partner

How was it envisioned?

HelpAge had selected a local NGO called Yayasan Beudoh Aneuk Aceh (YBA) as its implementing partner for this project. This organisation originated in the village of Durung of Aceh Besar District to support the needs of the people affected by the tsunami. The main strengths of this young organisation were that it works closely with the community and that their staff was very interested in working with and for older people. Its weakness was that its mostly young staff had little experience in community organisation and implementing a cash grant programme. HelpAge and YBA intended to execute this programme in close collaboration, whereby HelpAge would take the responsibility of training YBA's staff in the skills needed.

How did it go?

HelpAge supported and worked together with the YBA team in many ways to build the capacity of this organisation and bring the project to a successful conclusion. YBA received a workshop on how to establish an Older People's Association, and a two-day training on community-based development and PRA techniques. Moreover, HelpAge has provided several workshops on how to implement and monitor a cash grant programme. HelpAge appointed one field coordinator to provide support to YBA in implementing the programme.

Lessons learned

- Working through a local organisation greatly helps to build good rapport with the community, which is essential for running Community-Based Organisations (CBOs) or implementing community-led projects.
- Regular coordination meetings between HelpAge and the implementing partner is a must.
- Regular visits of HelpAge management to the project area ensures that both HelpAge and the implementing partner are on the same page concerning implementation arrangements.

Monitoring mechanisms

How was it envisioned?

In designing the cash grant programme, HelpAge built in several monitoring mechanisms.

- Cash grant database. A database was designed to monitor the progress of the programme. Each proposal submitted to HelpAge would be entered into the database. Throughout the phase of collection and approval of proposals and disbursement of the grant, the database would be updated on a weekly basis. This way, the status of each proposal could be easily tracked.
- One HelpAge field officer to work with YBA. HelpAge appointed one field officer especially to work with YBA to support them in carrying out the programme in the field and to monitor the implementation processes.
- Progress monitoring. Two months after disbursement of the grant a progress monitoring exercise was planned. All beneficiaries would be interviewed with a short one-page questionnaire to verify receipt of the cash grant, procurement of the prescribed items and to assess initial impacts.
- Impact Monitoring. The impact monitoring exercise was designed at multiple levels — regular monitoring of YBA's programme and progress, monitoring the OPAs and its federation's programme and progress, and visits by HelpAge's finance officer to review the financial documents of both the local partner and the federation of OPAs/OPAs. In the context of the Extended Response Programme, an impact monitoring exercise was planned, with the aim of gaining a detailed insight into the various impacts of the programme on the beneficiaries. A sample of 157 beneficiaries participated in this exercise. The findings are explained in Part II of this report.

How did it go?

- Cash Grant Database. The database proved to be an excellent tool to monitor the progress of the programme. It was easy to track the status of each grant (approved, money transferred to local partner, disbursed to beneficiary, procurement completed). In the period when the collection of proposals was in full swing, the database was updated several times per week and circulated amongst the HelpAge team and the local partner. Important details concerning each proposal and the beneficiary were also recorded in the database (Name beneficiary, age, gender, village, business type and so on). This greatly facilitated analysis of the programme at a later stage.
- One HelpAge field officer to work with YBA. The idea of one HelpAge field officer to support and monitor YBA in the implementation of the programme in the field encountered some challenges in practise. Firstly, efforts had to be made to clarify the exact role of the field officer — purely supportive, advisory and monitoring and not supervisory. Through regular coordination meetings between HelpAge and YBA, the exact role and tasks of the HelpAge field officer working with YBA was further clarified and defined, and his inputs proved useful to smoothen the implementation of the programme.
- Progress monitoring. The monitoring data gave reliable insight into the preliminary impacts of the cash grant, and pointed towards issues which could be explored further in future impact monitoring exercise. Due to staff constraints at YBA, the progress monitoring survey was conducted in only 11 out of 14 villages. Some progress data submitted (such as on expenditure of the grant) did not seem to be supported by other observations and circumstances in the field, leaving questions about the reliability of the collected data. The cause of these discrepancies seems to have been the lack of experience amongst YBA staff with collecting such data.
- Impact Monitoring. The detailed impact monitoring that was conducted six to eight months after disbursement of the grant, succeeded in its aim to gain a detailed insight into the various impacts of the programme on the beneficiaries (see Part II on Impacts). It also gave interesting insights into different livelihood strategies of older people in the project area, clearly pointing towards the need for livelihood support to this age-group after a disaster. The impact monitoring data also provided the basis for designing strategies for strengthening the sustainability of the livelihoods of the beneficiaries (see Part III: A Step Beyond Cash Grant).

Lessons learned/suggestions for improvement

- A simple database recording the status of each proposal which is updated on a regular basis is a great tool for monitoring the progress of the programme.
- Progress monitoring with a representative sample of the beneficiaries would have been more efficient and would probably have resulted in more detailed and reliable progress monitoring data.
- In conducting a survey, it should be ensured that the questions are clear to both the surveyors and the respondents.

Part II: Impacts

Almost seven months after the project implementation, an elaborate impact monitoring was conducted by HelpAge. The goal was to assess the impact of the cash grant programme on the beneficiaries and to bring about recommendations to further strengthen the sustainability of the livelihoods of the beneficiaries. To assess the impact of the cash grant programme on the older people, quantitative and qualitative (participatory) tools were used.

Quantitative data was collected through a survey conducted by a questionnaire. Based upon the time and resources available, a sample size of 20% was chosen (confidence level is 95%, confidence interval is 7). With a population (n) of 790, the sample comes to 158. The sample was selected through the method of systematic random sampling. This ensured a reasonably proportionate representation of different business types, gender, age-groups and villages.

Qualitative data was obtained through a series of ten focus group discussions (five with only women, five with men and women). The purpose of the FGDs was threefold. Firstly, the FGDs aimed to place the people and their perceptions at the centre of analysis, giving them a chance to contribute to a definition of the programme’s ‘success’ which goes beyond the pre-defined (logframe) objective and project goals (see Annex I). The second purpose was to gain detailed insight into the social and psychological impacts of the programme on both the beneficiaries and their direct environment. Thirdly, the FGDs aimed to get a qualitative insight into the views of the beneficiaries on the project’s design and implementation.

The main impacts of the programme are summarised in the following table.



Pak M. Younus Amin from Durung village has been able to raise his daily income up to Rp.25, 000 (2.5 USD) by re-establishing his coffee shop after tsunami and by converting it from a tiny kiosk to a larger enterprise.

Summary Matrix: Impacts	
Impact	Remark
790 older people in 14 villages received a cash grant.	
95% of the beneficiaries used the cash grant to start (44%) or strengthen (56%) their livelihood activities	
83% of the surveyed beneficiaries (131 people) were still in business with the supported livelihood activity at the time of the impact monitoring survey.	Of the 8% (19 people) whose business had collapsed, 12 had bought livestock which had all died. 5% of the surveyed beneficiaries (8 people) had not spent the grant on income-generating activities.
For 70% of the surveyed beneficiaries, it was established that the cash grant has had a beneficial effect on them. At least 55% has experienced an increase in income.	In 13% of the sample (21 cases), no reliable estimate of increase in income could be made. In 17% of the cases there have been no beneficial effects (12% business collapsed, 5% grant not spend on income generating activity).
Beneficiaries also experienced other positive economic effects such as increased quality of assets, increased resilience, increased independence, and the ability to change livelihood strategy.	
The cash grant programme has also had social impacts such as easier to borrow money from other community members (7FGDs), increase in respect (4FGDs), and increase in independence (2FGDs)	

Summary Matrix: Impacts (cont'd)	
Impact	Remark
Beneficiaries listed several positive psychological impacts – having more money to spend increases feeling of well-being (6 FGDs), having more to do (5 FGDs) and being able to carry out a more pleasant livelihood activity (1 FGD).	

Analysis of beneficiaries as per gender, chosen business, age-group

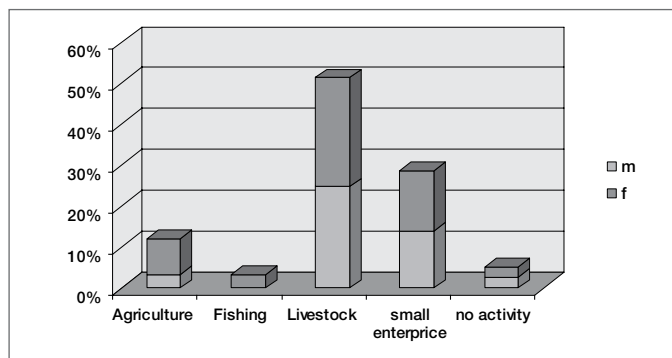


Figure 1

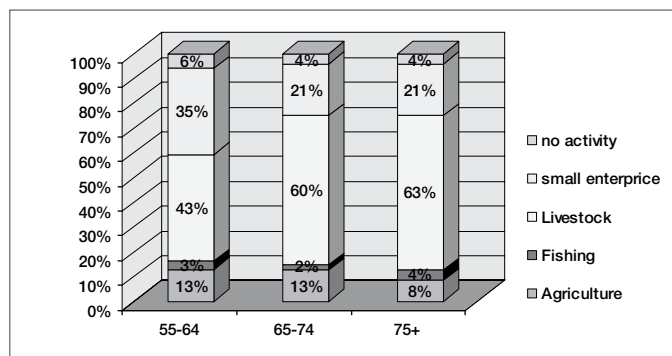


Figure 2

790 older people in 14 villages received a cash grant from this programme. The beneficiaries used the grant to start or strengthen many different income-generating activities. These activities can be grouped in four categories: agriculture, fishing (including fish pond), livestock, and small enterprise. The above graphs reflect the choice of activity of men and women and per age-group. Not surprisingly, agriculture and fishing activities are predominantly male activities.

It can also be seen that livestock was by far the most popular activity: 51% of beneficiaries had purchased livestock. The popularity of livestock rearing also increases with age. During the impact monitoring, the reasons for the high popularity of goats was analysed. It became clear that there are three factors contributing to the popularity of livestock:

- Suitability.** Livestock is in many aspects a very suitable livelihood option for older people. Keeping livestock is light work. The activity takes place close to home, so can be combined with other tasks such as taking care of grandchildren or another livelihood activity. It can also be done by others, if the older person is sick or too weak to undertake any activity. The graph above shows that the popularity of livestock increases with age.

- **Savings.** Raising goats is primarily seen as a savings activity rather than a source of income for day-to-day living.
- **Level of cash support.** Thirteen people who chose to buy goats or ducks mentioned that the grant was too small to start another activity. During the FGDs this issue was discussed further, and it became clear that the relatively low amount of the cash grant limited people's choice of livelihood activity. For instance, in Durung village, most women would have preferred to have a cow instead of goats.⁷ In Lambaro Neujid village, the preferred choice would have been chilli farming.⁸

Of the beneficiaries that have been interviewed during the impact monitoring, eight people (5% of the sample) did not start or strengthen any livelihood activity with the grant. Three of them spent the grant on medicines and/or doctors bills. One man gave the money to his son. One 77-year-old woman who spent the money on food, mentioned she felt too old to do any livelihood activity. One woman was senile and clearly unable to undertake any productive activity.⁹

Economic impacts

A little over half of the beneficiaries interviewed during impact monitoring (56%) used the grant to strengthen an already existing livelihood activity. The 44% that used the grant to start up a new activity did so by buying livestock (32%).

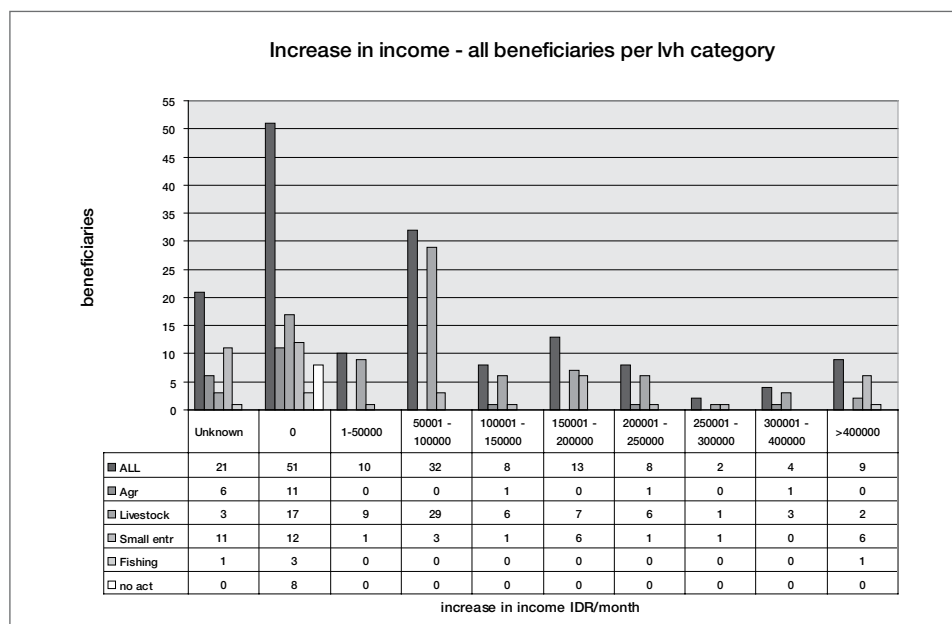


Figure 3

The surveyed beneficiaries were also asked about any increase in income after receiving the cash grant. The monitoring team discovered several difficulties in estimating the increase of income as a result of the cash injection, which are further outlined in Annex III. As a result of these factors, in 21 cases no estimation of increase in income could be made. Keeping these exceptions in mind, the following graph outlines the increase of income six to seven months after the disbursement of the grant.

⁷ People prefer cows to goats because a cow is easier to keep and less risky. Cows can be kept in a corral and fed cut grass. They are not easily bitten by dogs. Goats need to wander around and are more susceptible to diseases, to be hit by a car and bitten by dogs and pigs. In the evening, they need to be fetched.

⁸ In this village, the farm lands have been damaged, so it required a larger capital to start farming again.

⁹ Three beneficiaries died in the period between making the proposal and the impact monitoring. But in only one of these cases the lvh activity stopped. In the two other cases, the widow has carried on or taken over the livelihood activity. These are listed as ongoing businesses.



Pak Abdul Ghani in front of his petty shop in village Beurandeh.

The graph indicates that in 51 cases, or 32% of the sample, the income did not increase. However, for 23 of these beneficiaries the grant has still had a positive effect on their livelihood. This group was still in business at the time of impact monitoring, but had not (yet) experienced an increase in income. Throughout the interviews and FGDs, participants mentioned other ways in which the grant had a positive effect on their economic situation. Most of these people were able to increase the quality and/or quantity of their capital, and were able to increase their independence or to change their livelihood activity. These beneficial effects were also observed with beneficiaries whose businesses are currently running at loss, or whose income has only increased marginally. Examples of beneficial economic effects other than increase in income are as follows:

- **Increased quality of assets.** Although most farmers had a bad harvest, they emphasise that the grant was still been very useful for them. Many used the grant to fence their land in order to protect the crops against wild animals. Although this investment does not directly lead to an increase in income, it does improve the quality of the assets. Older people running small enterprises also mentioned that the grant increased the quantity or quality of their capital. For instance, a becak (a motorised cyclo taxi) driver was able to sell his old motorcycle and buy a better one with the cash grant.
- **Increased resilience.** Some farmers indicated that because of the grant they are able to buy seeds for the new planting season despite the fact that their previous harvest has not been good. Thus, the grant has increased their “rolling capital” and their resilience to recover from setbacks.
- **Increased independence.** Many older people who run small businesses indicated that the grant helped them to increase their independence. Some mentioned they no longer need to borrow money to buy stock. Others indicated that before they were dependent on others’ assets, but have bought their own assets with the capital. For instance, one woman who made ice had been using the freezer of a family member before, but bought her own (new) freezer with the grant. A tailor mentioned that before she received the grant she was working in someone else’s clothes factory, but used the grant to start her own business.
- **Ability to change livelihood strategy.** From the FGDs it also became clear that the cash grant enabled beneficiaries, especially women, to change their livelihood strategies. Many women who were doing physically demanding work previously far away from home could now switch to an activity which was lighter and closer to home (such as livestock or running a small shop). This may not have lead to a large increase in income, but has definitely improved the quality of life for these beneficiaries.

Forty-two beneficiaries (27%) reported an increase of income per month of between 1,000 and 100,000 IDR. For another 21 beneficiaries (13%) the increase in income lies between 100,000 and 200,000 IDR. 23 beneficiaries (15%) indicated their income increased with more than 200,000 IDR per month. Most of the people who reported a high increase in income had invested other money also into this activity – either from their savings or a grant/loan from another institution.

Multiple sources of income and dependency

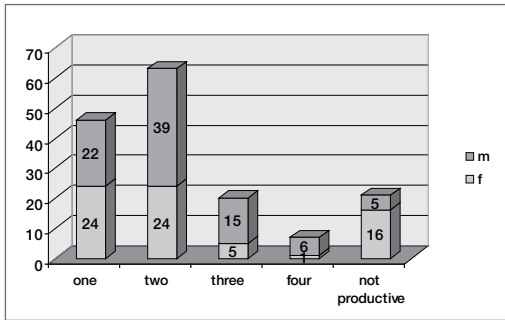


Figure 4

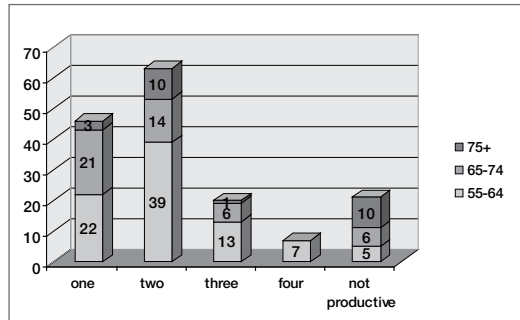


Figure 5

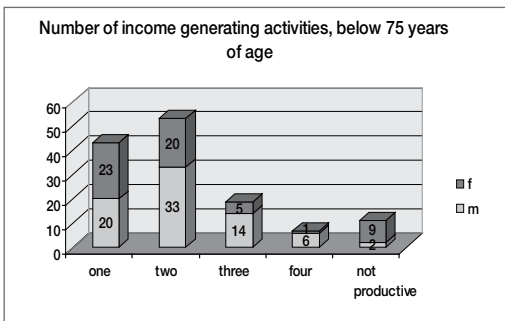


Figure 6

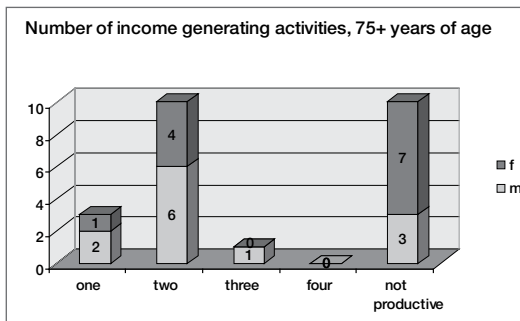


Figure 7

In the following graph the different sources of income for of the surveyed beneficiaries is reflected. For 21 people (13 per cent), mostly women, family support is their only source of income. The livelihood activity supported with the grant is mostly carried out by their family members (or has collapsed). These people are no longer productive and fully dependent upon their family members. 42 per cent of the people aged above 75 fall within this category.

45 respondents, or 28 per cent of the sample, had one income-generating activity. The majority of the respondents, 90 people or 56 per cent, reported to have two or more income-generating activities. Less than half (69, 43 per cent) of the surveyed people received support from their children and/or other family members. Oftentimes this support is irregular and in-kind.

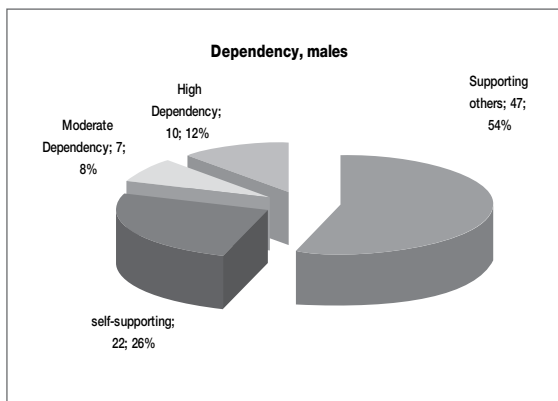


Figure 8

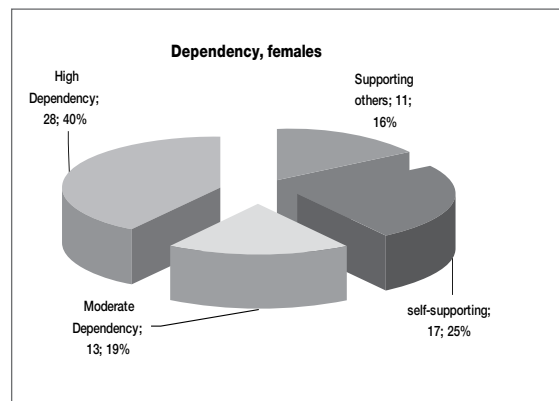


Figure 9

Based upon the respondents' answers about their different sources of income and the observations of the monitoring team, an estimation was made of the dependency of older people on others for their income, which is reflected in graphs above. Surprisingly, 37 per cent of older people were supporting others (not including their spouse), indicating that the livelihood activities constituted an important part of the household income. Mostly, this concerned children or grandchildren. Another 25 per cent of the respondents were self supporting. Only 38 per cent was moderately or fully dependent upon others for their day-to-day living.

The fact that 87 per cent of the interviewed older people are still engaged in productive activities, and that 37 per cent are not only supporting themselves but also their children or grandchildren, clearly points towards the need for livelihood support to this age-group after a disaster.

Relative importance of the supported activity in beneficiaries livelihood strategies

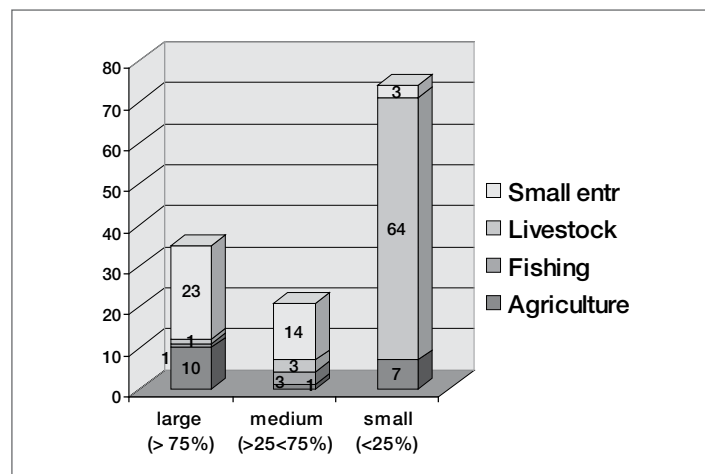


Figure 10

The beneficiaries interviewed during impact monitoring have also been asked to estimate the importance of the supported livelihood activity in their total income. In 43 per cent of the relevant cases, the income generated with the livelihood activity supported with the grant formed a large or medium share of the total income of the older person. In the cases where the supported livelihood activity contributed only a small amount to their income, the supported activity was mostly livestock. This reflects the fact that livestock is regarded as a savings and for their day-to-day income, people tend to rely on other sources of income.

Social impacts

During the impact monitoring process focus group discussions talked about the social and psychological effects of the cash grant on the lives of the beneficiaries and environment. The willingness to discuss such issues varied from group to group — generally the men were less eager to speak about social and psychological impacts than women.

In most villages, some or all participants acknowledged the grant had social effects. Throughout the FGDs, three types of social impacts were highlighted:

- **Easier to borrow.** In seven FGDs, participants mentioned that it is easier to borrow cash or in-kind from other community members. Now that they are earning or have assets, their neighbours are more confident that they will repay.
- **Increase in respect.** In four villages participants mentioned that they felt more respect from their community members. In three villages people denied this and said that their respect was already high. Two women from Lambaro Neujid recounted that they were working irregularly as labourers and were treated with less respect by their employees and some members of their community. Now that they are able to earn income themselves, their respect in the village and also their self-respect had increased.

Two women from Beurandeh also found their respect had increased. Before, one woman's neighbours never invited her to share their food, shunning her company. Now, the neighbours do this more often. Another woman mentioned that previously, people were whispering whenever she approached a shop, saying that she probably had to borrow again. Now they've stopped doing this.

"Now I don't need to beg anymore for my daily needs," one man from Meunasah Keudee said. Another woman mentioned that sometimes the shopkeeper did not even want to stand up for her when she entered the shop. Such things don't happen anymore (since she received the grant).

- **Increase in independence.** In two FGDs, women mentioned that they were more independent from their children. They have to ask their children for support less often. Other women were no longer dependent upon daily labour. For instance, Ibu Mardiah Amin, 56, from Beurandeh recounted that before she received the grant, she was working as a labourer on someone else's land. With the grant, she was able to open up her own shop.

In Meunasah Mon the group maintained that the grant has not had great social impact. This village is severely tsunami-affected. Many people stated that social cohesion was already high. "We have swum in the waves of the tsunami together, we know each other well," one of the OPA officials said. Also, some people said that the OPA has increased the unity amongst older people, indicating that the formation of the OPA has had a larger social effect than the cash grant.

In Ladong, one man explained that now that he and his male older friends have something to do, they no longer sit around at the coffee shop all day and quarrel. His life has become more peaceful.

The participants were specifically asked if they thought the grant created any change in the relationship with their younger family members. In two villages participants recognised a real change in the relationship. In Ladong, some men mentioned that the relationship with their children had changed. Their children are less worried, because they know their father has something to do and does not sit at the coffee shop all day. In Beurandeh, two women found that the relationship with their children had changed for the better, because the children can focus more on their own families.

In the other villages, some people mentioned that if anything, their children were happier now because they were asked less often for support. But the general feeling

was that the relationships with other (younger) community members had not changed. Mostly, the older people maintained that they already enjoyed respect from their children, and that their children took pride in taking care of their parents.

Psychological impacts

In FGDs conducted during the impact monitoring, psychological impacts of the cash grant programme were also discussed. In nine out of 10 discussions, participants affirmed that the grant has had a positive impact on their feeling of well-being. Three sorts of psychological impacts were discerned.

- **More money to spend.** In six FGDs, the main reason for an improvement in well being was because they had more money to spend. This made them feel happier and also decreased their worries about how to survive from day to day.
- **More to do.** In five discussions, people mentioned they felt better because they had more to do and more purpose in their lives. For instance, some women in Durung village mentioned that taking care of their animal gave them an activity throughout the day, which gave them more purpose in their life. These women clearly linked their livelihood activity to the OPA, and in this context mentioned that their life now had more meaning. This feeling was echoed by women in Lamreh. Women in Lambaro Neujid acknowledged that having more to do during the day provided distraction and made them feel more useful. “We will never forget what happened during the tsunami, but the work provides a good distraction,” one of the women explained.
- **More pleasant livelihood activity.** In Durung there were also older women who indicated the quality of their lives had improved since they changed their livelihood activity to a more suitable and pleasant one.



Ibu Mariam finds peace in being able to take care of her goats, thus finding a sense of purpose in her otherwise monotonous life.

Part III: A step beyond cash grant

HelpAge was aware that the cash grants should not be seen as only one potential tool in a wider process of assisting people to recover and rebuild their livelihoods following a disaster. While the grants enable the injection of much needed cash into the devastated local economy, there is also a strong need for continuous interaction with beneficiaries to assist them with sustaining their livelihoods in the long term. The Extended Response Programme provided HelpAge with an opportunity to go beyond cash grant programme.

Based upon the results of the impact monitoring process, HelpAge identified several areas with scope for further strengthening of the livelihoods of the beneficiaries. In consultation with the Older People Associations several interventions were agreed upon.

The following matrix provides a summary of the issues and indicates the interventions taken to address the issues. The detailed summary of the interventions is provided in the paragraphs following the matrix.

Area	Issue	Interventions
Skills	Livestock rearing is a popular activity amongst older people, but many of them, especially older women lack knowledge of modern livestock rearing techniques.	2 – Training on goat rearing & vaccination 3 – Livestock bank 4 – Submit proposals to livestock department and SWD 5 – Creating linkage with livestock counsellor and livestock NGO
	Farmers indicated an interest in increasing their knowledge on organic farming techniques.	7 – Creating links with INGOs/NGOs
	Older people making handicrafts interested in enhancing their production and marketing skills.	7 – same as above
Capital	Beneficiaries consistently mention lack of capital as greatest obstacle in improving their livelihoods. Knowledge about micro-credit limited amongst older people.	4 – Submit proposal to social welfare department and livestock department
Lack of awareness about existing services	Knowledge is scarce amongst older people about existing government and private services and how to access them.	1 – Database 4 – Submit proposals to government departments 5 – Creating linkage with livestock counsellor 6 – Creating links with MFI 7 – Creating links with other INGOs/NGOs

1. Database

In order to facilitate access for older people to existing government services and NGO programmes, the OPA leaders collected further information on the livelihood activities of its members. With the assistance of HelpAge and YBA, a database was designed. The information from this database was used in submitting proposals to the Social Welfare Department and the Livestock Department. By showing that 86% of the members of the OPAs were engaged in income-generating activities, the database was also a strong tool in convincing agencies that older people are still productive and should therefore be included in livelihood projects. A separate survey was conducted by HelpAge about the different handicrafts skills of the older people in the project area. The survey indicated that there are at least a score of older women who have advanced skills in handicrafts such as tailoring, traditional motifs, basket weaving and coconut carving. There were also a score a women and men who have these skills but are out of practice due to economic or health impediments. This survey helped give a better picture of the level of skills in handicrafts among the older people.

2. Training on goat rearing and vaccination camp

Livestock rearing, especially raising goats was a popular activity amongst the beneficiaries. Most of them had lifelong experience in raising livestock. However, their knowledge on techniques such as safe open grazing, treatment of common diseases or the need of regular medication was generally limited, especially with women.

In response to these needs HelpAge organised a two-day "Training on Goat Raising and Medication Camp" for female goat keepers. This training was conducted by an expert from the Livestock Department. This allowed participants to also learn more about the different services available from the Livestock Department. The training and medication camp also served as a starting point to reinstate the regular cycle of advice, medication and immunization service of the government expert. This cycle had been disrupted after the tsunami and had not yet been reinstated.

3. Livestock bank

With support from HelpAge, the OPA Forum Kesuma Bangsa established a livestock bank. Under this scheme, 10 high quality goats (two males, eight females) were purchased. These goats are kept in two separate cages. OPA members work in shifts to care for the goats. HelpAge's local partner organisation YBA takes care of the day-to-day management of the project. The offspring of the 10 goats will be shared between the forum and the caretakers through adaptation of a traditional profit-sharing system called Mawah. This way, the livestock bank will create a sustainable source of income for both the forum as well as the caretakers. Moreover, the two male goats will be available for the OPA members and the wider community, facilitating access of the older people to good quality breeding services. The individual livestock bearers and the other OPA members will have access to high quality goats either by becoming a caretaker or by free breeding with the male goats. Lastly, the bank will serve as a good example of proper goat rearing techniques.



The Forum Kesuma Bangsa members in a meeting with the district head (Pak Bhupati) to explore linkages with the government.

4. Proposals to Livestock Department and Social Welfare Department

On behalf of its members who are livestock keepers, the OPA Forum Kesuma Bangsa submitted a proposal to the Provincial Livestock Department for access its Poverty Alleviation Programme for the year 2009. Under this programme, livestock, fodder and medication is provided by the department. In similar fashion, the OPA forum also submitted a proposal to the Provincial Social Welfare Department to apply for its programme of livelihood cash grants. Decisions on these proposals would be made in 2009, and so at the time of writing it was still unknown if the OPAs would succeed in accessing these government services.

5. Creating links with the expert services of the Livestock and Agriculture Department

Both the Livestock Department as well as the Agriculture Department have expert services at sub-district level. However, many older people were not aware of this, let alone how to make use of these services. At the same time, many of them indicated they would greatly benefit from regular advice on issues related to rearing livestock or farming. Thus, HelpAge set out to facilitate access for older people to these services by connecting the expert consultation services through the OPA Forum. Relations with the relevant experts were established, and they made presentations at the Forum about their services and how to use them.

The OPA members benefited in several ways from the connections established between their forum and the government expert consultation services. For instance, after meeting with the forum, the Agriculture Counsellor made efforts to secure corn seeds for distribution to interested OPA members. Also, every month the livestock expert visits each OPA under his responsibility to provide advise and medical treatment of livestock.



With ten high quality goats the livestock bank holds a strong potential for multiplication of high-bred goats among the OPA members in Aceh.

6. Creating links with microfinance institutions

Beneficiaries consistently mention lack of capital as the greatest obstacle in further developing their livelihoods. As the emergence of microfinance institutions (MFI's) is a fairly new development in Aceh, knowledge about microcredit was generally limited amongst older people. Generally, they were not very enthusiastic about the idea of taking a loan to develop their livelihoods and were more grant-oriented. Also MFIs generally do not provide credit to people aged 60 and above, presuming that the risks of defaulting is too high with this group.

However, HelpAge's experience in other countries is that older people are amongst the most consistent and reliable in the management of savings and the repayment of loans. Aware that almost four years after the tsunami the period of cash grants and donations of in-kind support was over, HelpAge in Banda Aceh set out to foster relationships between MFIs and active older people. This was a long process, entailing intensive counselling to eliminate misconceptions of both older people and microfinance institutions. At present, the efforts are still ongoing to establish these connections. Nevertheless, HelpAge has succeeded in lobbying Grameen Foundation to extend the upper age limit to 65 years from 55 years of age for offering microcredit to the women in Aceh.

A few OPAs have already begun the process of setting up their own microcredit programme from their OPA fund for their members.

7. Establishing relationships with NGOs

HelpAge endeavoured to create links between OPAs and its forum, and NGOs wherever possible and relevant. For instance, HelpAge has placed CHF's Healthy Markets Programme in contact with the OPA Forum. As a result, the Forum has secured access to a stall in a newly constructed market hall. Its members can use this outlet to sell their products, facilitating their access to a larger market.

HelpAge has also introduced a local NGO (Yayasan Lamjabad) that is working in one of the project villages to the OPA and its members. Interested OPA members can access this NGO's programme in organic farming and handicrafts.

Lessons learned/suggestions for improvement

- With hindsight, it would have been better to conduct capacity-building trainings in conjunction with disbursement of the cash grant. Possibly, this could have enhanced the impact of the cash injection. However, this was not feasible considering the limited budget and timeframe available at that time.
- Efforts should have been made to establish a more stringent timeline for submitting applications to various government agencies as deadlines for this year were missed.
- Workshops to provide detailed information about the livelihood programmes available in various government and non-government agencies could have been conducted as that would have transferred the knowledge in a more comprehensive way.



Annexes

Adhering to the humanitarian standards.

Humanitarian standard and principles	The HelpAge Banda Aceh Office Livelihood cash grant project for older people
<p>1. General humanitarian principles</p> <ul style="list-style-type: none"> ■ Humanity: Overarching principle of assistance based on humanitarian needs. ■ Impartiality: Non-discrimination in regards to religion, gender, age, ethnicity, and so on. 	<p>1. The 791 beneficiaries were all tsunami-affected older people (above 55 years of age).</p> <p>2. Many did not receive adequate help to re-start their livelihood activities.</p> <p>Thus, this project demonstrated humanity and impartiality by reaching out to the older people who needed support to reactivate their livelihood.</p>
<p>2. Code of Conduct for The International Red Cross and Red Crescent Movement and NGOs in Disaster Relief (1994)</p> <ul style="list-style-type: none"> ■ Humanitarian imperative ■ Non-discriminatory, non-political, non-religious and needs-based aid ■ Respect of culture and customs ■ Build on local capacities ■ Involve programme beneficiaries ■ Meet basic needs and reduce future vulnerabilities ■ Accountability to beneficiaries and donors ■ Respect dignity 	<p>1. This project was open to all older people (above 55 55 years of age) irrespective of gender, religion, or creed.</p> <p>2. It respected the local culture and custom such as being mindful of the praying time, communication styles, and other social norms.</p> <p>3. This project helped many older people to preserve their traditional livelihood and knowledge such as livestock rearing and handicrafts. HelpAge also tapped the communal feeling by forming Older People's Associations.</p> <p>4. The programme beneficiaries through the Older People's Associations were involved in the implementation of the project such as purchasing, monitoring etc.</p> <p>5. The basic needs of 791 older people in terms of their livelihood were taken care of. By forming the Older People's Associations and through linkages with other agencies (government and non-government) the future vulnerabilities of the beneficiaries are being reduced.</p> <p>6. The project developed various controls mechanism and tools to remain accountable to both the donors and the beneficiaries.</p> <p>7. The project respected the dignity of older people: by providing cash the beneficiaries were given the opportunity to identify and meet their needs themselves. There was maximum freedom of choice on how to use it. It also demonstrated the capacities and the needs of the older people so that their dignity is maintained by other agencies as well.</p>
<p>3. Sphere Humanitarian Charter and Minimum Standards in Disaster Response (1997, 2004)</p> <ul style="list-style-type: none"> ■ Affirmation of humanitarian principles ■ Right to life with dignity ■ Roles and responsibilities of governments and humanitarian actors 	<p>Same as above</p>

Cash assessment checklist¹⁰

Issue	Key questions	Methods
Needs	<p>What was the impact of the shock on people's livelihoods?</p> <p>What strategies are people using to cope with food or income insecurity?</p> <p>Do emergency-affected populations have a preference for cash or in-kind approaches?</p>	<p>Standard household economy and livelihoods assessment approaches</p> <p>Participatory approaches</p> <p>Interviews, surveys</p>
Markets	<p>How have markets been affected by a shock (disruption to transport routes, death of traders)?</p> <p>Are the key basic items that people need available in sufficient quantities and at reasonable prices? Are markets competitive and integrated?</p> <p>How quickly will local traders be able to respond to additional demand?</p> <p>What are the risks that cash will cause inflation in prices of key products?</p> <p>How do debt and credit markets function, and what is the likely impact of a cash injection?</p> <p>What are the wider effects of a cash project likely to be on the local economy, compared to in-kind alternatives?</p> <p>Will government policies affect availability of food or other commodities?</p>	<p>Interviews and focus group discussion with traders</p> <p>Price monitoring in key markets compared to normal seasonal price trends</p> <p>Interviews and focus group discussions with money-lenders, debtors and creditors</p> <p>Assess the volume of cash being provided by the project compared to overall size of the local economy and other inflows such as remittances</p> <p>Ensure that remote areas are covered in analysing how markets work</p> <p>Market analysis tools such as commodity chain analysis, trader survey checklists</p> <p>National and local statistics on food availability</p> <p>Agricultural calendars for seasonality</p> <p>Government subsidies and policies</p>
Security and delivery options	<p>What are the options for delivering cash to people?</p> <p>Are banking systems or informal financial transfer mechanisms functioning?</p> <p>What are the relative risks of cash benefits being taxed or seized by elites or warring parties compared to in-kind alternatives?</p>	<p>Mapping financial transfer mechanisms</p> <p>Interviews with banks, post offices, remittance companies</p> <p>Interview with potential beneficiaries about local perceptions of security and ways of transporting storing and spending money safely</p> <p>Analysis of the risks of moving or distributing cash</p> <p>Political economy analysis</p>

Issue	Key questions	Methods
Social relations and power within the household and community	<p>How will cash be used within the household (do men and women have different priorities)?</p> <p>Should cash be distributed specifically to women?</p> <p>How is control over resources managed within households?</p> <p>What impact will cash distributions have on existing social and political divisions within communities?</p> <p>Are there risks of exclusion of particular groups (based on ethnicity, politics, religion, age or disability)?</p>	<p>Separate interviews with men and women</p> <p>Ensure that different social, ethnic, political and wealth groups are included in interviews</p> <p>Political economy analysis</p>
Cost-effectiveness	<p>What are the likely costs of a cash or voucher programme, and how do these compare to in-kind alternatives?</p>	<p>Costs of purchase, transport and storage of in-kind items compared with costs of cash projects</p>
Corruption	<p>What are the risks of diversion of cash by local elites and project staff?</p> <p>How do these risks compare to in-kind approaches?</p> <p>What accountability safeguards are available to minimise these risks?</p>	<p>Assessment of existing levels of corruption and diversion</p> <p>Mapping of key risks in the implementation of cash transfers</p> <p>Analysis of existing systems for financial management, transparency and accountability</p>
Coordination and political feasibility	<p>What other forms of assistance are being provided or planned?</p> <p>Will cash programmes complement or conflict with these?</p> <p>How would cash transfers fit with government policies, and would permission to implement such project be obtained?</p>	<p>Mapping of other responses through coordination mechanisms</p> <p>Discussion with government officials at local, regional and national levels</p>

Grants Award Committee (GAC) HelpAge International, Banda Aceh, Indonesia

Composition of Committee:

The committee shall comprise of following members from HelpAge and YBA:

- Program Manager, HelpAge International
- Program Assistant, HelpAge International
- Finance Officer, HelpAge International (Secretary)
- Field Coordinator, HelpAge International
- One representative from YBA, to be determined by Director YBA

Purpose:

- To review the grant proposals ensuring technical viability and approve the grants in line with the overall objective of the Cash Grant Programme.

Quorum:

- The GAC meeting shall be held and decisions made, with at least three member, two from HelpAge International and one from YBA.

Frequency:

- GAC meeting shall be held on a weekly basis for the period that applications for cash grants are being submitted by YBA to HelpAge International.

Process:

1. The secretary shall be responsible to organise the meeting, prepare the meeting minutes and to transfer the money of the approved grants of YBA.
2. The minutes of the meeting shall record the decisions regarding:
 - a. Rejection of proposals
 - b. Approval of proposals
 - c. Requirement of further information in order to make decision
3. The decisions shall be made by consensus. In the case of a disagreement amongst the members, the reasons for the disagreement must be documented. The final decision shall rest with the program manager with a written justification in response to the points of disagreement.

Cash Grant Management Disbursement Order - HelpAge International

Date : _____

To : Finance Officer

From : Programme Manager

You are hereby authorised to transfer a sum of Rp _____ to YBA bank account number _____ on account of the cash grants approved as per the decision made in the Cash Grant Management Committee meeting held on _____. Minutes of the meeting are attached herewith:

List of Cash grants approved:

S#	Grant Proposal Number	Filing Reference	Name of Beneficiary	Village	Type of Business	Amount of Cash Grant
1						
2						
3						
4						
5						
6						
7						
8						
9						
10						
Total Rp.						xxxxxxx

Signed: _____

YBA Cash Grant Procurement Process

- After YBA receives funds from HelpAge for the approved cash grants, YBA shall disburse the grants to the individual beneficiaries.

- YBA will classify similar types of grants, so that procurement of items for similar grants can be purchased at the same time instead of individually.

- YBA is responsible to keep all the original invoices/receipts relating to each beneficiary's purchase of livelihood items.

- Wherever a proper invoice/receipt is not available, an internal bill shall be created by YBA to complete the supporting documents relating to procurement. (sample attached)

- YBA will maintain a separate file for each cash grant beneficiary to keep the original bills/invoices relating to procurement of goods.

- YBA will make procurement records available to the finance officer of HelpAge who will review and verify the records periodically.

Cash Payment Invoice

Date: _____

Paid to Mr./Ms. _____

Indonesia Rp/ _____

On account of: _____

Paid by:
Beneficiary _____

Received by:
Seller: _____

Verified by: OPA member _____

Certification Of Procurement

Reference: Cash Grant Proposal Number _____

Date: _____

Paid to Mr./Ms. _____

Indonesia Rp/ _____

On account of: _____

Paid by:

Beneficiary _____

Received by:

Seller: _____

Verified by: OPA member _____

Note:

YBA must provide this certificate to HelpAge after the purchasing process for each cash grant has been completed.

Cash Grant Management

Role and Responsibilities of HelpAge International, YBA and OPA

Pre-award stage:

- OPA shall identify the needs and shall be responsible to approve the business proposal.
- YBA shall be responsible to assist the OPA to complete the Cash Grant Proposal (sample attached: Project Proposal – Annex 2).
- YBA shall be responsible to assess the technical viability of the business proposed and submit the proposal to HelpAge with their recommendations.
- HelpAge shall be responsible to review the proposal and if necessary, further consult with YBA before making a decision.

Award stage:

- HelpAge shall approve or reject the grant proposal considering the technical viability of the proposal. This decision will be made during the meeting of HelpAge Cash Grant Committee (sample attached: ToR Cash Grant Committee – Annex-3).
- HelpAge shall inform YBA of the decision and YBA shall inform OPA/beneficiary.
- HelpAge shall transfer the funds for the approved grants to the YBA bank account (sample attached: Disbursement Order HelpAge – Annex-4). A copy of the disbursement order will be forwarded to YBA.
- HelpAge shall give copies of approved proposal to YBA for circulation to OPA and beneficiary.

Post-award stage:

(See also: Procurement process to be followed by YBA – Annex-5)

Disbursement:

- YBA shall disburse the cash grant to each beneficiary according to the approved proposal.
- OPA shall be responsible to verify the receipt of grant by the beneficiary and the receipt must be attached with the disbursement voucher prepared by YBA (sample attached: Acknowledgement Receipt of Cash Grant – Annex-6).
- OPA and YBA shall be responsible to assist the beneficiary with purchasing of all the items required to start up the business.
- YBA shall be responsible to submit certification of procurement (signed by OPA, beneficiary and YBA) to HelpAge verifying the completion of the purchasing process (sample attached: Certification of Procurement – Annex-7).
- YBA shall be responsible to maintain an overall grants database to

reflect information regarding: cash grants approved and disbursed to beneficiaries; amount of actual expenditure against the approved amount of cash grant; and start up of livelihood activities (sample attached: Grant Matrix – Annex-8).

- YBA shall be responsible to keep the original receipts/invoices relating to procurements for cash grants for periodical review by finance officer of HelpAge.

Implementation/Monitoring:

- OPA shall be responsible to closely monitor the progress of business with beneficiaries.
- YBA shall be responsible to periodically coordinate with the OPAs and beneficiaries to oversee the progress of business in line with the monitoring indicators.
- HelpAge shall periodically coordinate with YBA and OPA/beneficiaries to monitor the progress of business.

See also:

- Cash Grant Management, Monitoring indicators – Annex 9).
- Cash Grant Management, Record Keeping by HelpAge Finance Section – Annex 10)



**Analysis of livelihood cash grant programme
implemented for older people after Tsunami**

Banda Aceh, Indonesia

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**HelpAge
International**

age helps