



MEETING REPORT

GLOBAL LEARNING EVENT: Coordination of cash transfer programming in emergencies

Hosted by the International Federation of Red Cross and Red Crescent Societies

Geneva, 27th November 2012



Event supported by:



Humanitarian Aid
and Civil Protection

www.cashlearning.org



Contents

SUMMARY	3
BACKGROUND	7
OBJECTIVES.....	8
AGENDA and DISCUSSION	8
Gaps in coordinating cash transfers	8
A framework for cash coordination	9
Roles and responsibilities	12
END NOTE AND NEXT STEPS.....	16
ANNEXES.....	17
Agenda.....	17
Participants.....	18
Feedback from Working Groups	20

SUMMARY

Despite progress in acceptance, cash transfers are still not widely utilised for delivering emergency assistance at scale. One of the identified constraints to their wider uptake is that the place of cash remains unclear in emergency coordination systems.

The Cash Learning Partnership (CaLP) convened a learning event, hosted by the International Federation of Red Cross and Red Crescent Society on 27th November 2012, to explore the issue of the coordination of cash transfers in emergencies. The meeting provided a platform for dialogue with actors from the UN system, NGOs, donors and other stakeholders. It examined three related questions:

1. **What are the main gaps and weaknesses** in current coordination arrangements for cash transfers?
2. **What would a more predictable and systematic cash coordination system look like?**
3. **What are the roles and responsibilities of the various stakeholders** in delivering this?

Gaps in coordination

To date, cash coordination has suffered from an *ad hoc*, rather than a systematic approach, with a lack of clarity on key issues such as leadership, resourcing, and linkages between cash coordination mechanisms and the overall humanitarian response. This has impacts on the timeliness, credibility and authority of coordination, and ultimately service delivery.

Cash coordination encompasses a range of functions, from the technical (eg. a community of practice) to the strategic (determining when it is appropriate to deploy cash transfers). Whilst all areas of cash coordination require strengthening, it was agreed that the *greatest gaps lie in strategic coordination*.

Specific attention was drawn to ensuring a comparative analysis of the use of cash and in-kind transfers is routinely conducted. This process is sometimes referred to as *response analysis*. The meeting identified the need for all clusters to consider the potential of cash transfers at an early stage.

A framework for improved coordination

When considering possible ways forward for improving cash coordination, the main areas of agreement reached over the course of the day were as follows:

- Cash coordination needs clearly defined, and predictable, allocation of leadership responsibilities. There is little appetite, or need, for creating additional coordination forums. Cash coordination functions should be principally managed as part of established emergency coordination mechanisms.
- In most major humanitarian emergencies coordination is handled through the cluster system. Therefore strengthening the capacity of the cluster system to coordinate cash transfers is a priority.
- At the same time solutions for addressing strategic cash coordination need to be adaptable to the context, able to consider refugees and IDPs (since these are out of cluster system) and instances where clusters are not present or operational (e.g. when governments lead the coordination of emergency response).
- Cash is a modality, not a sector. It has a broad potential relevance across all humanitarian sectors. Therefore a principal conclusion is the ***need to mainstream cash within all the sectoral clusters***.

- Aligned with this, and given the multi-sector nature of cash, the weight of opinion was against the idea that responsibility for cash be placed solely within one established sector or become the responsibility of a new 'cash cluster'. It was felt that responsibility for cash coordination should not be solely led and promoted by a single agency/ partnership/ forum (for instance, CaLP currently has limited capacity for taking on the larger inter-sector coordination that CTP needs over the long term).
- The clusters are already responsible – at least in principle – for most of the coordination functions that relate to the use of cash. The critical question is therefore making consideration of cash explicit within the work of all the clusters, and improving their overall performance.
- It is imperative to sensitise the humanitarian leadership (e.g. the HC and HCT) on the need to evaluate the use of cash transfers as part of the humanitarian response. The limited appreciation of the role of cash amongst senior field managers is reflected in the humanitarian action plans.
- If the sectoral assessments identify a role for cash transfers, the HC needs to be an effective advocate for this decision to donors, host governments and within the HCT. A strategy needs to be set-up to find out how best to capacitate the HCs to fulfil this role (possibly with the support of OCHA). The momentum for this is building now and the opportunity should be seized.
- Cash coordination at cluster level should be complemented by additional cross-sectoral coordination. The options for this are either to include specific responsibilities within the inter-cluster coordination mechanism, or to create a separate working group, or a combination of both options. A clear consensus did not emerge on the responsibilities and placement of this inter-sectoral group, or how it would be reflected at global level. The long-term arrangements for this warrant further discussion.

Roles and responsibilities

The final session allowed for discussion and elaboration of a potential set of roles and responsibilities for cash coordination within different parts of the coordination system. Working in groups and plenary, participants developed proposals for a breakdown of responsibilities for cash coordination functions at different levels within the existing coordination system structure. Suggestions were made for key actions that could be undertaken to promote the active fulfilment of these responsibilities. A synthesis of this is below:

Component of coordination system	Cash coordination responsibilities (in country)	Suggestions for practical actions that could move this forward (OCHA: Global clusters; CALP; donors; NGOs; Red Cross Movement; Government)
HC and HCT	<ul style="list-style-type: none"> • HC: Ensure cash transfers are considered at all stages of the programme cycle (including response analysis) at cluster level • HC and HCT: Endorsing the use of cash modalities within the CHAP, on the recommendation of the clusters • HC: Mobilization and placement of additional technical resources to support cash transfer coordination. This may include an inter-sectoral 	<p>OCHA (with CaLP support):</p> <ul style="list-style-type: none"> • Training for HCs (through e.g. the HC training and handbook) and OCHA HoAs to build cash literacy • Include cash in the Transformative Agenda • (OCHA + IASC NATF) Integrate CTPs in needs assessments e.g. MIRA <p>UN agencies:</p> <ul style="list-style-type: none"> • Orient their Heads of Office to the cash agenda.

Component of coordination system	Cash coordination responsibilities (in country)	Suggestions for practical actions that could move this forward (OCHA: Global clusters; CALP; donors; NGOs; Red Cross Movement; Government)
	<p>advisory group, 'CashCAP' advisor, semi-autonomous cash working group, etc.</p> <ul style="list-style-type: none"> • HC: Advocacy to government, donors and private sector to create an enabling environment for cash transfers as part of the emergency response 	<p>CaLP and other NGOs:</p> <ul style="list-style-type: none"> • Advocacy on cash transfers to the HC, other members of the HCT, affected governments and media <p>OCHA and CaLP:</p> <ul style="list-style-type: none"> • Consider establishing a (CashCAP-like?) roster of cash professionals to be deployed to support HCs and sector clusters
Sectoral clusters	<ul style="list-style-type: none"> • Assessment of overall humanitarian needs and propose appropriate response strategy (cash or in-kind transfers) to HC • Establish a sub-cluster TWG on cash transfers or appoint a cash champion / focal point if required • Advocacy with cluster partners vis-a-vis consideration on the use of cash transfers • Technical appraisal of projects from cluster member agencies that include cash transfers • Information management of cash interventions (3Ws) • Monitoring of sectoral interventions (cash transfers and in-kind) • Undertake preparedness for cash transfers (baseline market assessments, standing agreements with private sector service providers) 	<p>Global clusters with CaLP support:</p> <ul style="list-style-type: none"> • Sector specific cash trainings developed and implemented by global clusters with CaLP support • Review needs assessment/ response analysis guidance to include cash transfers • Include CT in Cluster 'performance and monitoring tool' • Consider providing global surge capacity on cash transfers <p>Cluster leads:</p> <ul style="list-style-type: none"> • Establish a TWG for cash or focal point within the clusters if required • Coordinate common market assessment / response analysis amongst cluster members <p>NGO agencies:</p> <ul style="list-style-type: none"> • Include cash programming into their training and staff development. • Participate in sub-cluster cash TWGs or nominate cash champions
Inter-cluster mechanism	<ul style="list-style-type: none"> • Build understanding of cash transfers amongst cluster coordinators, • Promote integration in sector response plans • Joint assessment and analysis, e.g. MIRA (see right), market assessments • Ensure coherence between the cash transfer programmes amongst clusters, e.g. setting wage rates • Joint mapping of cash transfers (3W) • Identify common issues related to use of cash transfers (e.g. inflation etc), and communicate to HC 	<p>OCHA/ IASC</p> <ul style="list-style-type: none"> • Promote common systems for use across clusters e.g. designing joint monitoring tools, capacity building and delivery mechanisms) • Ensure MIRA is cash relevant <p>Global clusters as above for building cash literacy in clusters, tool development and training</p>

Component of coordination system	Cash coordination responsibilities (in country)	Suggestions for practical actions that could move this forward (OCHA: Global clusters; CALP; donors; NGOs; Red Cross Movement; Government)
Technical Working Group / Cash Transfer Advisory Group	<ul style="list-style-type: none"> • Provide technical support to decision makers and implementers • Recommend best practices and minimum standards, generation of tools etc • Research: evidence based advocacy • Provision of common information and analysis • Linking preparedness, relief and development – link into existing social protection systems 	<p>Assumption that does not sit in one cluster - does not supplant the sub-cluster TWGs</p> <p>Is this group necessary/ appropriate?</p> <p>IF yes, definition of its TORs and reporting lines is needed (possibly by OCHA)</p>

Institutionalisation and capacity building were identified as key themes throughout the day. Within this, building system-wide literacy and capacity for cash was identified as a priority area to address, including amongst OCHA country offices, HC/RCs, etc and the global clusters.

A short to medium term role for a ‘CashCAP’ (possibly along the lines of GenCAP and ProCAP) was suggested by a number of those present. Specific discussion on this (who to host, who to resource etc) was not addressed during the meeting. This will require further exploration, for example looking at standby capacity examples for what could work for cash.

It was noted that cash can also play a powerful role as a multi-sector and multi-purpose tool that flexibly addresses a range of needs. There is a risk that aligning the use of cash too closely with a sectorally based coordination system may constrain its more innovative applications. However, mainstreaming cash coordination into existing clusters can still be seen as a pragmatic first step in the short- to medium-term.

BACKGROUND

The Cash Learning Partnership (CaLP)¹ learning events provide an opportunity for humanitarian professionals to come together to share experiences and debate issues related to cash transfer programming (CTP) in emergencies. The aim is to strengthen humanitarian preparedness and response systems, to better meet the needs of disaster affected people and promote recovery.

About the Cash Learning Partnership

The Cash Learning Partnership aims to improve the quality of emergency cash transfer and voucher programming across the humanitarian sector.

Originating from the will to gather the lessons learnt from the Tsunami emergency response in 2005, the CaLP is today composed of Oxfam GB, the British Red Cross, Save the Children, the Norwegian Refugee Council and Action Against Hunger / ACF International. The five steering committee organisations have come together to support capacity building, research and information-sharing on cash transfer programming as an effective tool to help deliver aid in times of crisis.

Originating from the will to gather the lessons learnt from the Tsunami emergency response in 2005, the CaLP is today composed of Oxfam GB, the British Red Cross, Save the Children, the Norwegian Refugee Council and Action Against Hunger / ACF International. The five steering committee organisations have come together to support capacity building, research and information-sharing on cash transfer programming as an effective tool to help deliver aid in times of crisis.

Starting in 2010, CaLP partnered with the

This global learning event – the sixth such event organised by the CaLP – was hosted by the International Federation of the Red Cross (IFRC) and sponsored by the European Commission's Humanitarian Aid department (ECHO). It focussed on the issue of the coordination of cash transfers in emergencies.

Considerable progress has been made in the acceptance and use of cash transfer programmes (CTPs) in humanitarian response. There is a wide recognition that cash transfers and vouchers can be appropriate and effective tools to support populations affected by disasters, in a way that maintains dignity while stimulating local economies and markets.² Despite this evidence cash transfers are still not widely utilized for delivering emergency assistance at scale. One of the main constraints identified by stakeholders is that the place of cash is not always clear in the sector based emergency coordination systems.³

To date, cash coordination has suffered from an *ad hoc* rather than systematic approach, with a lack of clarity on key issues such as leadership, resourcing, and linkages between cash coordination mechanisms and the overall humanitarian response.⁴ As such, a need has been identified for further dialogue amongst decision-makers on cash coordination

mechanisms (in a given emergency, as well as at global and inter-cluster level) and leadership, with actors from both within and outside the UN system.

CaLP recently commissioned studies into field-level cash coordination in [Haiti](#)⁵ and the [Horn of Africa](#)⁶. These case studies were combined with experiences from Pakistan into a [comparative study of emergency cash coordination mechanisms](#)⁷, to draw out lessons for improved cash coordination in given emergencies. The results of these studies provided a platform for further discussion at the meeting, to help identify possible ways forward.

This learning event brought together decision-makers and humanitarian professionals from within and outside of the UN system, to discuss lessons learnt and to think through more systematic approaches to cash

¹ CaLP is the Cash Learning Partnership led by Oxfam GB, British Red Cross, Save the Children, Norwegian Refugee Council and Action Against Hunger / ACF International, supported by the International Federation of the RC/RC Societies and by the European Humanitarian Aid Department (ECHO) and

² Harvey P. and Bailey S. Good Practice Review 11: Cash transfer programming in emergencies. ODI/HPN and CaLP, June 2011.

³ Frize J. and Austin, Ready or Not? Emergency cash transfers at scale. A report for the Cash Learning Partnership. October 2011,

⁴ Ibid.

⁵ Kauffman, D. Review of cash-transfer coordination in Haiti following the earthquake of January 2010, May 2012: <http://bit.ly/TMgCBm>.

⁶ Collins, O. Review of emergency cash coordination mechanisms in the Horn of Africa: Kenya and Somalia. The Cash Learning Partnership, May 2012: <http://bit.ly/S6rxsb>.

⁷ Kauffman, D. and Collins, O. Comparative study of emergency cash coordination mechanisms. The Cash Learning Partnership, May 2012: <http://bit.ly/Qauf3n>.

coordination. This event was attended by over 50 people. Key stakeholders represented at the meeting included those from UN agencies (including OCHA and IASC), global clusters, NGOs, the Red Cross and Red Crescent Movement, and donors. (See Annex 2 for a full list of participants.)

OBJECTIVES

The overall purpose of CaLP learning events is to provide an opportunity for humanitarian professionals to come together to debate, discuss, and share experiences in cash transfer programming in emergencies.

This event addressed a number of specific objectives related to cash coordination. It examined three sequential questions:

1. What are the **main gaps and weaknesses in current coordination arrangements** for cash transfers?
2. What would a **more predictable and systematic cash coordination system** look like? Can we agree on a broad framework of responsibilities and leadership for the various cash coordination functions?
1. What are the **roles and responsibilities of the various stakeholders** in delivering this? How can we collaborate to realise this vision?

The discussion was limited to the coordination of cash transfers in emergencies, with a focus on the role of the cluster system - rather than the coordination of cash transfers in more developmental settings. The role of Government in coordination, especially in relation to cash based social protection systems, was acknowledged but not discussed in this meeting. However, this is clearly a topic that requires further attention.

The discussion was grounded on practical experiences of the challenges of coordination. This was used to inform the development of a consensual set of priorities and potential actions. The main goal was to produce recommendations – to the humanitarian community – on ways to move forward on cash coordination. For example, the meeting sought to identify where further research, guidelines and capacity development are needed.

AGENDA AND DISCUSSION

The agenda was structured around the three key objectives of the meeting, and spanned one full day⁸. There was a conscious effort to adopt a participative and interactive format – where the presentations were balanced with adequate formal and informal knowledge sharing and networking.

The meeting opened with introductory remarks from Matthias Schmale, Under Secretary General National Society and Knowledge Development on behalf of IFRC. This was followed by a presentation from the CaLP Coordinator, Tess Williams.

Gaps in coordinating cash transfers

The first main session was used to present and exchange practitioner experiences on how coordination challenges have impacted on the application of cash transfers in emergencies.

⁸ The full agenda presented as Annex 1.

Two presentations⁹ were used to prime the discussion. The first by Koko Sossouvi (formerly of Mercy Corps in Haiti) reviewed the post-earthquake cash transfer coordination arrangements in Haiti. The focus here was coordination during the implementation phase of an ongoing humanitarian response.

The second presentation, by Kerren Hedlund (Independent Consultant, for Humanitarian Outcomes) presented findings on cash coordination in Somalia, taken from an evaluation of the cash and voucher response to the 2011 famine. This focussed on the decision making aspects of the coordination arrangements. The specific focus was the timeline of decisions on the form of the intervention. The presentation was interactive with volunteers from the audience in role play of different humanitarian roles.

Discussion

Overall participants concurred with the overarching conclusions on the major limitations evident in the coordination of cash transfers in humanitarian emergencies. To date, cash coordination has suffered from an ad hoc, rather than a systematic approach, with a lack of clarity on key issues such as leadership, resourcing, and linkages between cash coordination mechanisms and the overall humanitarian response. This impacts on the timeliness, credibility and authority of cash coordination, and ultimately service delivery.

A number of more specific issues were highlighted in the ensuing discussion. Remarks from the floor included observations that:

- Caution is needed when attributing the delay in response in Somalia solely to coordination issues – there were many contextual factors in play, including fear of diversion via al-Shabaab, and associated legal implications.
- An on-going fear of the misuse of cash remains an important contributing factor. This requires continued advocacy. Clearly improved cash coordination in isolation is not sufficient to take cash transfers to scale.
- There is an evident limited/lack of engagement from sectors/clusters beyond food and livelihoods. This was noted in Haiti, but is replicated in other crises.
- There is a need to remember that clusters are more than just the UN. NGOs and the broader humanitarian community also are stakeholders in the cluster system. Therefore, the responsibility to strengthen cluster mechanisms is a shared one.
- There are evident difficulties in coordinating monitoring and evaluation and vulnerability assessments when organisations are autonomous with differing expertise – coordination cannot be forced.
- There is a need to clarify CaLP's role in cash coordination. Having taken a prominent role in previous crises there is an expectation of future responsibilities.

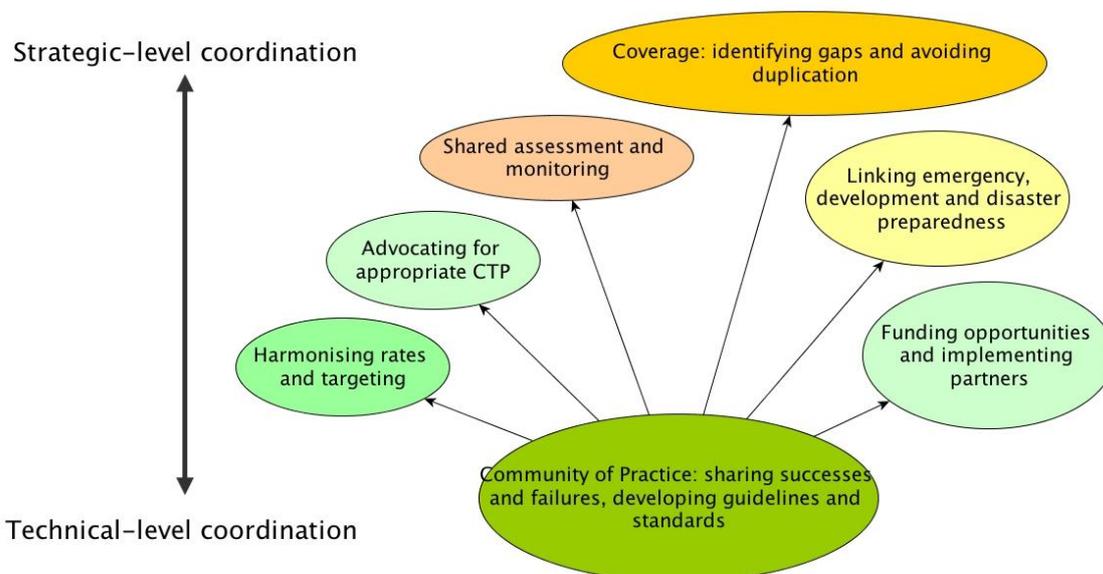
A framework for cash coordination

Drawing on the findings of the CaLP case study reviews and the comparative study on emergency cash coordination mechanisms, a synthesis view was offered on what the component coordination functions are with respect to cash transfers. Olivia Collins (formerly of Groupe URD) presented a synthesis view on what needs to be coordinated in order to deliver effective CTP, based on findings from the CaLP / Groupe URD study on cash coordination.¹⁰

The overall coordination task was broken down into six key functions, spanning both strategic and technical functions (see graphic below). This highlighted the fact that cash coordination is a complex task that intersects with the responsibilities of a number of different bodies. It is not a discrete function that falls neatly within a purview of a single entity.

⁹ All presentations are available on the CaLP website.

¹⁰ Kauffman and Collins 2012, op cit.



Discussion

Following this presentation, a panel of key stakeholders were invited to comment on the report conclusions. These speakers primarily represented their own organisations, but to a certain extent reflect concerns of the wider constituencies they represented. These were:

- A national level NGO perspective: Glenn Hughson (CaLP)
- An INGO strategic/ policy overview: Kevin Savage (World Vision International)
- A global (sector) cluster representative: Marjolaine Martin Greentree (FAO - Global Food Security Cluster)
- OCHA perspectives on humanitarian coordination, and inter-sectoral coordination: Neils Scott (OCHA), Kirsten Gelsdorf (OCHA)
- A donor: Sara McHattie (DG ECHO)

The panel discussion addressed the questions of *what coordination activities are needed to support cash transfers*, and amongst this range of functions, *what are the immediate priorities* where stakeholders should collectively invest resources in strengthening.

There was general agreement amongst the panel on the range of coordination functions identified by the consultants. The distinction between technical coordination (*how* to deliver cash during implementation) from the more strategic aspects of cash coordination (e.g. deciding whether cash is the right option) was found to be useful. The major gap identified and highlighted in the proposed framework was the need to include *response analysis* as a coordination function, or put another way, the making the strategic choice and analysis of whether to use cash or in-kind transfers.

This relates to the more general point that it is not always feasible or appropriate to partition many cash coordination functions. Response analysis is a critical question that is inadequately considered in a range of sectors. Critically, this hinges on an assessment of the capacity of markets to support cash transfers.

By definition this is not a cash specific question; along with other similar challenges such as monitoring, the inadequacy of response analysis across the sectors points to a failing of the current coordination system. The deficit of human resources available for coordination in general was also pointed out. Resources for this need to be allowed for by agencies and social financiers to cover staffing and other costs.

The panel noted the need to strike the right balance between strategic and technical coordination. In terms of gaps, there was a broad consensus that coordination at the technical level is currently more successful, than at the strategic level. For example, in East Africa, coordination of the technical aspects of cash-based programming is functioning, but the strategic side is lacking. The priority is addressing the strategic level of cash coordination, particularly assessment and decision-making.

Previous *ad hoc* models of NGO led technical cash coordination mechanisms create an informal and inclusive atmosphere that has proven to be conducive to sharing good (and bad) practice, yet are noted to have inadequate UN involvement. This can create issues of legitimacy, which in turn can impact on the ability to address more strategic cash coordination. In terms of leadership and responsibility, it was accepted that a large part of cash coordination should sit sectorally, in the clusters. ***Capacity building and institutionalisation are priorities here.*** The weight of opinion was against locating responsibility for cash coordination within one existing cluster - or establishing a new 'cash cluster'. Rather, the current emphasis should be on institutionalizing consideration of cash within each of the existing clusters.

One obvious priority is to incorporate consideration of CTPs into various key documents and handbooks (including CERF guidelines, cluster related handbooks and procedures).

There is a need to complement sectoral coordination, with coordination at the inter-sectoral level. The applicability of CTPs across a number of sectors means that there is a need to harmonise coordination of some key decisions at a higher level. For example, infrastructure established for a particular cash distribution may be utilised to support transfers in multiple sectors.

An immediate priority is ensuring that the common humanitarian action plan considers the use of cash transfers. This requires strengthening the cash literacy of the HC and other members of the HCT, so that they can exercise their leadership functions with regard to the use of cash transfers. An informed leadership can legitimise and support cluster based decisions to use cash - and if needed ensure that clusters consider this option.

It was noted that issues related to the use of cash transfers do not feature within the 'Transformative Agenda' and this needs to be rectified.

The potential of deploying senior level expertise on CTPs from rosters was raised on a number of occasions as one way of supporting future of cash coordination. The design of this could draw from mechanisms that have been developed for similarly cross-cutting issues (e.g. GenCap and ProCap). Comments from the floor supported this as a potential means to get emergency cash transfers on the agenda at the strategic level, but with a caution that this requires further thought and consultation.

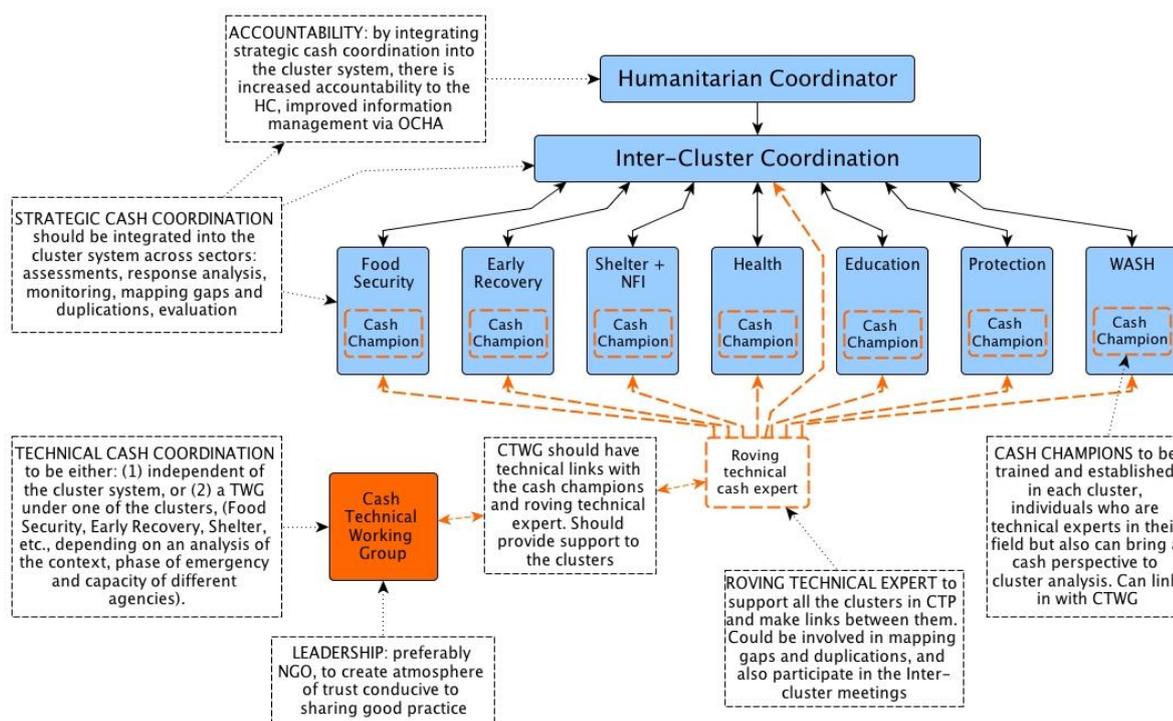
Key points brought out from the morning session:

- *The main gaps in CTP coordination are in strategic coordination*
- *A key challenge for CTP coordination in emergencies is to break down coordination functions and tasks, and to locate responsibilities both in clusters and at an inter-sectoral level.*
- *The need for capacity building at cluster as well as HC/RC and HCT levels was emphasised*
- *Some interest in a 'CashCAP'-type entity was expressed, though the parameters of this would require further discussion and exploration*

Roles and responsibilities

The third and final session allowed for discussion and elaboration of proposals for a set of roles and responsibilities for cash coordination within different parts of the coordination system.

Domitille Kauffmann (Independent Consultant, formerly Groupe URD) and Olivia Collins presented a proposed framework for cash coordination at field level (see below) which was developed as part of their consultancy report for CaLP.



Initial feedback from the floor included:

- The leadership level of the HC and HCT should be included in the framework
- There is another option for the technical working groups, which is not included in the framework: the cash coordination group could be a sub group of the inter-cluster coordination group (as opposed to being independent of the cluster system) (Kirsten Gelsdorf – OCHA. Domitille Kauffmann and Olivia Collins confirmed that there was no explicit reason why this wasn't presented as an option in the framework)
- There should be a link with governments / existing coordination mechanisms
- There needs to be more detail on accountability and mandate for each actor
- Some amendments needed: Early Recovery will not exist as a cluster at field level – rather a system of advisers with working groups established by theme, based on need; NFIs should not appear with the Shelter cluster

Discussion on roles and responsibilities

To further develop the ideas and themes from this presentation, the meeting divided into four groups to discuss and elaborate proposals for roles and responsibilities under this framework. Each group was asked to populate a matrix outlining a potential breakdown of responsibilities for cash coordination functions at

different levels within the existing cluster system structures¹¹ - and identified key actions that could be undertaken to promote the active fulfilment of these responsibilities.

Teams each presented back their grid describing the proposed roles and responsibilities of actors (see annex for full details). The conclusions of the different groups were reconciled at the plenary level. There was large degree of consensus evident amongst the various groups for how some of the roles, responsibilities and practical actions could look.

The main points of agreement on roles and responsibilities can be summarised as follows:

- Cash coordination functions should be principally managed within established cluster coordination mechanisms. There is little appetite, or need, for creating additional coordination forums.
- Cash is a modality, not a sector. It also has relevance across all sectors. Therefore a principal conclusion is the need to **mainstream cash within all the sectoral clusters**. Institutionalisation and capacity building are both key and the global clusters have a key role in supporting an understanding of the role of cash transfers at the national level.
- Clusters are a collective responsibility of all the members – UN agencies and NGOs. Therefore, improving coordination within the cluster system requires the active participation of all UN and NGO agencies – and is not just the responsibility of the lead agencies. As a precondition, a wider and better understanding of the cluster system amongst all stakeholders is necessary.
- The groups rejected the idea that cash might be placed within one established sector, to become the responsibility of a new 'cash cluster'. It was felt that cash coordination should not be solely led and promoted by a single agency / partnership/ forum (for instance, CaLP currently has limited capacity for taking on the larger inter-sector coordination that CTP needs over the long term).
- It is imperative to sensitise the humanitarian leadership (e.g. the HC and HCT) on the potential of cash transfers. The HC needs to be an effective advocate for this to donors, host governments and within the HCT. OCHA could have a key role in capacitating the HCs to fulfil this role.

A synthesis of proposals developed for the breakdown of responsibilities, and a parallel set of the suggested actions that could advance their implementation, is provided in the table below (full responses from the group work are provided in Annex 3):

Component of coordination system	Cash coordination responsibilities (in country)	Suggestions for practical actions that could move this forward (OCHA: Global clusters; CALP; donors; NGOs; Red Cross Movement; Government)
HC and HCT	<ul style="list-style-type: none"> • HC: Ensure cash transfers are considered at all stages of the programme cycle (including response analysis) at cluster level • HC and HCT: Endorsing the use of cash modalities within the CHAP, on the recommendation of the clusters • HC: Mobilization and placement of additional technical resources to support 	<p>OCHA (with CaLP support):</p> <ul style="list-style-type: none"> • Training for HCs (through e.g. the HC training and handbook) and OCHA HoAs to build cash literacy • Include cash in the Transformative Agenda • (OCHA + IASC NATF) Integrate CTPs in needs assessments e.g. MIRA <p>UN agencies:</p>

¹¹ One observation from the meeting is that there is still only a limited understanding of the cluster system. OCHA referenced a document that spells out the role of clusters - <http://clusters.humanitarianresponse.info/>

Component of coordination system	Cash coordination responsibilities (in country)	Suggestions for practical actions that could move this forward (OCHA: Global clusters; CaLP; donors; NGOs; Red Cross Movement; Government)
	<p>cash transfer coordination. This may include an inter-sectoral advisory group, 'CashCAP' advisor, semi-autonomous cash working group, etc.</p> <ul style="list-style-type: none"> • HC: Advocacy to government, donors and private sector to create an enabling environment for cash transfers as part of the emergency response 	<ul style="list-style-type: none"> • Orient their Heads of Office to the cash agenda. <p>CaLP and other NGOs:</p> <ul style="list-style-type: none"> • Advocacy on cash transfers to the HC, other members of the HCT, affected governments and media <p>OCHA and CaLP:</p> <ul style="list-style-type: none"> • Consider establishing a (CashCAP?) roster of cash professionals to be deployed to support HCs and sector clusters
Sectoral clusters	<ul style="list-style-type: none"> • Assessment of overall humanitarian needs and propose appropriate response strategy (cash or in-kind transfers) to HC • Establish a sub-cluster TWG on cash transfers or appoint a cash champion/ focal point if required • Advocacy with cluster partners vis-a-vis consideration on the use of cash transfers • Technical appraisal of projects from cluster member agencies that include cash transfers • Information management of cash interventions (3Ws) • Monitoring of sectoral interventions (cash transfers and in-kind) • Undertake preparedness for cash transfers (baseline market assessments, standing agreements with private sector service providers) 	<p>Global clusters with CaLP support:</p> <ul style="list-style-type: none"> • Sector specific cash trainings developed and implemented by global clusters with CaLP support • Review needs assessment/ response analysis guidance to include cash transfers • Include CT in Cluster 'performance and monitoring tool' • Consider providing global surge capacity on cash transfers <p>Cluster leads:</p> <ul style="list-style-type: none"> • Establish a TWG for cash within the clusters if required • Coordinate common market assessment / response analysis amongst cluster members <p>NGO agencies:</p> <ul style="list-style-type: none"> • Include cash programming into their training and staff development. • Participate in sub-cluster cash TWGs or nominate cash champions
Inter-cluster mechanism	<ul style="list-style-type: none"> • Build understanding of cash transfers amongst cluster coordinators, • Promote integration in sector response plans • Joint assessment and analysis, eg. MIRA (see right), market assessments • Ensure coherence between the cash transfer programmes amongst clusters, eg. setting wage rates • Joint mapping of cash transfers (3W) • Identify common issues related to use of cash transfers (e.g. inflation etc), and communicate to HC 	<p>OCHA/ IASC</p> <ul style="list-style-type: none"> • Promote common systems for use across clusters e.g. designing joint monitoring tools, capacity building and delivery mechanisms) • Ensure MIRA is cash relevant <p>Global clusters as above for building cash literacy in clusters, tool development and training</p>
Technical Working Group / Cash Transfer Advisory Group	<ul style="list-style-type: none"> • Provide technical support to decision makers and implementers • Recommend best practices and minimum standards, generation of tools etc • Research: evidence based advocacy 	<p>Assumption that does not sit in one cluster - does not supplant the sub-cluster TWGs</p> <p>Is this group necessary/ appropriate?</p>

Component of coordination system	Cash coordination responsibilities (in country)	Suggestions for practical actions that could move this forward (OCHA: Global clusters; CALP; donors; NGOs; Red Cross Movement; Government)
	<ul style="list-style-type: none"> • Provision of common information and analysis • Linking preparedness, relief and development – link into existing social protection systems 	IF yes, definition of its TORs and reporting lines is needed (possibly by OCHA)

In addition to the broad areas of agreement, a number of topics emerged for which further discussion is still needed.

It is clear that cash coordination at cluster level should be complemented by a cross-sectoral coordination mechanism. The options for this are either to include specific responsibilities within the inter-cluster coordination mechanism, or as a separate working group, or a combination of both options. A clear consensus did not emerge on the responsibilities at inter cluster-level - or its placement.

The boundaries between the work of the inter-cluster mechanism and a (formalised) inter-sectoral cash working group were unclear. Some argued that an additional cash working group outside of established structures was unnecessary and potentially counter-productive. Others saw an important role in preparedness for such an additional body, for instance in identifying all the different cash transfer delivery partners (eg. the private sector).

At the national level there is the need for a mechanism to coordinate preparedness for cash transfers in highly vulnerable contexts in advance of a disaster. However independent technical working groups, formed outside of the cluster system, have short-comings of self appointed leadership and may lack accountability.

A short to medium term role for a 'CashCAP' (possibly along the lines of GenCAP and ProCAP) was suggested by a number of those present. While specific discussion on this (who to host, who to resource etc) was not had during the meeting, it is likely something that would require further exploration (e.g. looking at standby capacity examples for what could work for cash).

It was also noted that cash can also play a powerful role as a multi-sector and multi-purpose tool that flexibly addresses a range of needs. There is a risk that aligning the use of cash too closely with a sectorally based coordination system may constrain its more innovative uses. However, mainstreaming cash coordination into existing clusters is a pragmatic short- to medium-term priority.

Key points brought out from the afternoon session:

- *The importance of using existing coordination structures better for cash coordination, rather than building new ones*
- *Cash is not the sole responsibility of one cluster, but all clusters*
- *Global clusters have a key responsibility to build capacity, including at national level*
- *The top level of the coordination system (HC/RC/HCT) needs to be engaged for leadership – OCHA could have a key role in building internal capacity and literacy for CTP*
- *Predictability of arrangements and responsibility is important but cash coordination needs flexibility to adapt to the context*

END NOTE AND NEXT STEPS

Overall it was concluded that this event successfully achieved its main objectives. It promoted, and reinforced, collaborative action in support of cash transfer programming amongst the global and regional communities of practice. The specific outputs of the meeting will help to inform where further action and dialogue are needed.

Ultimately the focus on coordination of CTP in emergencies should not detract from need to improve implementation, particularly given limited and stretched resources. However, actions to improve cash coordination (such as building capacity and preparedness across the clusters) will undoubtedly have impacts on the quality of implementation.

Tess Williams (CaLP) closed with an outline of what CaLP will do for follow up, and what the dimensions of its role would be in the long term given the current CaLP strategy:

- CaLP will develop a meeting report, and follow this up with a proposed action plan, to drive forward the cash coordination agenda.
- CaLP will support OCHA and the clusters (starting with a few, key clusters) to progress on actions identified.
- CaLP can hold a light list of coordinators in the short term but will not be able to host a roster over the long term. The current CaLP strategy has it that CaLP is due to end / change form in 2015, which means that it is not the appropriate organisation for this role over the long term as it is currently formed.
- CaLP will contact key people in the near future to move forward actions on cash coordination.
- CaLP will put the event report and further cash coordination information on their website (www.cashlearning.org).

ANNEXES

Annex 1: Agenda

Host:  International Federation
of Red Cross and Red Crescent Societies

Event supported by:



Agenda

9:00 - 9:30	Event Registration	
9:30 - 10:00	Meeting Introductions and Administration	
	Welcome on behalf of the International Federation of the Red Cross and Red Crescent Societies	<i>Matthias Schmale, Under Secretary General National Society and Knowledge Development, IFRC</i>
	Welcome and Introduction by the Cash Learning Partnership (CaLP)	<i>Tess Williams, CaLP Coordinator</i>
	Introduction to Workshop Objectives and Agenda	<i>Nick Maunder, Facilitator</i>
10:00-11:00	Exploring the Problem - Experiences in Coordinating Cash Transfers in Emergencies	
	Emergency cash coordination in Haiti	<i>Kokoevi Sossouvi, Independent consultant</i>
	Coordination and emergency cash transfers in Somalia	<i>Kerren Hedlund, Humanitarian Outcomes team, Evaluation of Unconditional Cash and Voucher Programmes in South Central Somalia</i>
	Plenary Discussion	
Coffee / Tea		
11:30 - 1:00	Identifying Priorities for Improved Coordination of Cash Transfers	
11:30 - 12:00	A synthesis view - what needs to be coordinated for cash transfers and what are the gaps in delivering these functions?	<i>Domitille Kauffmann and Olivia Collins, Independent consultants / Groupe URD</i>
	Points of clarification	<i>Nick Maunder</i>
12:00 - 1:00	Panel Discussion - Perspectives on coordination needs and gaps for Cash Transfers in emergencies	<i>OCHA, Global Food Security Cluster (Marjolaine Martin-Greentree), CaLP (Glenn Hughson), World Vision International (Kevin Savage) and ECHO (Sara McHattie)</i>
	Drawing discussions together	<i>Nick Maunder</i>
Lunch		
2:00 - 4:30	An Agenda for Action - Principles, Responsibilities and Resources	
2:00 - 2:30	A proposed framework for coordinating cash transfers in emergencies	<i>Domitille Kauffmann and Olivia Collins</i>
	Q & A	
2:30 - 4:00	Facilitated group discussion, themed around: principles, responsibilities, leadership and resources	
	Feedback to Plenary	
4:00 - 4:30	Drawing discussions together - final remarks and closure	<i>Nick Maunder</i>
	Official closure	<i>Marga Ledo, Senior Officer – Recovery, IFRC</i>
Departure		

Annex 2: Participants

Name	Organisation	Job Title
Amador Gomez	ACF Spain	Technical Director
Andrew Collodel	Help Age	Emergency Programme Coordinator
Angela O'Neill De Guilio	Concern	Regional Director – Southern Africa
Annalisa Conte	WFP	Head of the Cash for Change Unit
Björn Hofmann	IASC	Associate Humanitarian Affairs Officer
Christophe Breyne	CaLP	West Africa Focal Point
Claire Rodgerson	CaLP	Administrator
Dalia El Aama	IFRC	Food Security Intern
Daniel Kull	World Bank	Senior Disaster Risk Management Specialist
Domitille Kauffman	Independent Consultant	
Fanny Busuttil	IFRC	Cash Transfer Programming Intern
Francesco Baldo	FAO	Food Security and Livelihood Cluster Coordinator for Somalia
Gabrielle Smith	Concern	Social Protection and Safety Nets Advisor
Glenn Hughson	CaLP	East Africa Focal Point
Haley Bowcock	CaLP	Advocacy Officer
Helen Obregon	Oxfam International	Humanitarian Policy Assistant
Jean Lapegue	ACF France -Global Wash Cluster	Senior WASH Advisor
Jock Baker	Care	Programme Quality & Accountability Coordinator
Kate Ferguson	IFRC	Cash Transfer Programming Coordinator
Kerren Hedlund	Independent Consultant	
Kevin Savage	World Vision International	Humanitarian Research Coordinator
Kirsten Gelsdorf	OCHA	Policy Development and Studies Branch
Kokoevi Soussouvi	Independent Consultant	
Lili Mohiddin	CaLP	Technical Coordinator
Lisa Henry	Danish Church Aid	Humanitarian Director
Marcus Skinner	Help Age	Humanitarian Policy Coordinator
Marga Ledo	IFRC	Senior Officer Recovery
Marjolaine Martin Greentree	FAO-gFSC	Senior Programme Advisor
Marta Pena	IFRC	Senior Officer - Shelter and Settlements
Mateusz Buczek	OCHA	Humanitarian Affairs Officer
Matthias Schmale	IFRC	Under Secretary General National Society and Knowledge Development
Matthieu Dobler	UNDP-Early Recovery Cluster	Field Early Recovery Intern
Michael Ochieng	CaLP	Capacity Building Officer
Miguel Urquia	UNHCR	Senior Emergency Shelter Coordinator
Mirjam Resch	UNHCR	Operational Solutions and Transition Section
Nance Kyloh	USAID	Senior Humanitarian Advisor
Niels Scott	OCHA	Chief Humanitarian Coordination Support Section

Name	Organisation	Job Title
Nick Maunder	Independent Consultant	
Nupur Kukrety	Oxfam	Emergency Food Security and Livelihoods Advisor
Olivia Collins	Independent Consultant	
Pablo Medina	IFRC-Shelter Cluster	Senior Officer - Shelter Coordination, Shelter and Settlements
Paul Spiegel	UNHCR	Deputy Director, Division of Programme Support and Management
Paula Brennan	Save the Children UK	Deputy Head – Humanitarian Technical Unit
Piero Calvi	Help Age	Humanitarian Advisor
Pilar Palomino	UNICEF	
Rick Bauer	Oxfam	Public Health Engineering Adviser
Rudolf Gsell	SDC	Cash Modalities Focal Point
Sandra Rosner	IFRC	External Audit Coordinator
Sara McHattie	ECHO	ECHO Regional (East Africa)
Stefanie Krause	UNHCR	Associate Community Services Officer
Stuart Kefford	UNDP-Early Recovery Cluster	Inter-Agency, Field Early Recovery Advisor
Tarun Sarwal	ICRC	Livelihoods Advisor
Tess Williams	CaLP	Coordinator
Vanee Parthipan	CaLP	Finance Officer
Yoann Tuzzolino	CaLP	Communications Officer

Annex 3: Feedback from Working Groups

Level of coordination	Cash coordination responsibilities (in country)	Practical actions to move forward (OCHA: Global clusters; CALP; donors; NGOs; RCM; gov) These could be at international level also, to move forward the actions at national level
	Group – ELEPHANTS	
	<ul style="list-style-type: none"> Accountability to ERC, Strategic decision, Link with the Government, Advocacy on CT, Influencing government , donors and private sector 	Ensure that the HC understands and considers CT, through training for HCs (through the HC training and handbook) and HC role Undertaking advocacy (CALP; NGOs) Setting advocacy targets on CT to OCHA
	Group – LIONS	
	<ul style="list-style-type: none"> HC - Interlocutor between donors and government, endorsing a strategy that involves cash as a modality HCT – Advise HC, endorsing strategy that involves cash OHoA – secretariat, IM, support to intercluster and HC, help to endorse a strategy that involves cash 	Build cash literacy in HCs, OHoA, HCTs (OCHA, supported by CaLP)
	Group – HEDGEHOGS	
<ul style="list-style-type: none"> TWG established immediately in any L3 emergency (or provide support to existing). HCT to decide where the TWG sits under a cluster. HCT to decide on the need for a TWG. Integrate cash programming (cash transfer logic) into the entire humanitarian programme cycle (and all the way down through the system. Suggestion: CASH CAP sitting directly with the HC, and supported by a voluntary advisory groups (cluster coordinators, deputy heads). 	HC SUPPORT: HC Guidance and cash issues included in the HC training course. TRANSFORATIVE AGENDA: include cash in the agenda (humanitarian programme cycle)	
Group – MONKEYS		
<ul style="list-style-type: none"> Linkage with Govt. -Create an enabling environment for CTPs Linkage with donors – negotiating challenges with CTP Strategic oversight on CTPs – response analysis includes consideration of CTP 	CaLP/OCHA to train at the HCT level Integrating CTPs in assessments eg MIRA CaLP targeting media for advocacy (to facilitate risk taking by HCT) CaLP maintains a roster of people Revision of the HCRC guidelines – CaLP/OCHA Training for HCRCs and OHoA - CaLP/OCHA/Donors	
	Group – ELEPHANTS	
	<ul style="list-style-type: none"> Forum to exchange and create coherence synergies and priorities between the different clusters 	Promote joint systems in case several clusters do cash (e.g. designing joint monitoring tools, capacity building and delivery mechanisms)
	Group – LIONS	
<ul style="list-style-type: none"> Joint assessment / analysis, and common approaches, 3W, other inter-cluster mechanisms that are relevant 	Global inter-cluster (via lead agencies) to ensure cash-relevant issues being raised at inter-cluster level	

	<ul style="list-style-type: none"> to cash (e.g. MIRA) Cluster coordinators to speak on behalf of cash technical working group Identify issues related to cash (e.g. Inflation etc), raise with HC 	<p>IASC to ensure MIRA process is cash-relevant</p> <p>Building cash literacy in global clusters (Global Clusters, with CaLP support)</p>
	Group – HEDGEHOGS	
	<ul style="list-style-type: none"> Cluster coordinators understand cash issues and plan to integrated them into cluster plans and response (not necessarily M&E). MONITORING: No monitoring responsibility of cash programming on its own. Remain with focus on cluster objectives irrespective of the modality of delivery. 	<p>PREPAREDNESS: for coordination modalities.. Engagement with IASC groups (NATF, MIRA) Training of cash champions and CALP persons (assessments, coordination, M&E).</p> <p>MONITORING: No monitoring responsibility of cash programming on its own. Remain with focus on cluster objectives irrespective of the modality of delivery.</p>
	Group – MONKEYS	
	<ul style="list-style-type: none"> No text 	No text
	Group – ELEPHANTS	
	<ul style="list-style-type: none"> Assessment for the need for cash, Propose to the HC the best strategy and modalities in connection with CT (cash doesn't change the cluster role and responsibilities). To consider including a technical advisory group (or champion) on CT if needed 	<p>Build CT capacity in the cluster</p> <p>Include CT into Cluster 'performance and monitoring tool'</p> <p>Needs analysis</p> <p>Implementation and monitoring</p> <p>Preparedness</p> <p>Cluster agencies to Establish TWG for cash within the clusters</p> <p>Possible to identify 1 agency within the TWG who would be mandated to, and resourced, to undertake the necessary market baselines as part of the response analysis? rather than hve all agencies doing their own?</p> <p>Global level: to build capacity to the sectors, ensure surge capacity (RRTs like project) and preparedness (RECAs like project)</p> <p>Should a global cluster hold CT, ensure standards setting, preparedness, surge capacity? Group thinks globally no (5 / 2).</p>
	Group – LIONS	
	<ul style="list-style-type: none"> Response analysis Technical appraisal of cluster responses that include cash Advocacy with partners vis-a-vis cash Preparedness (incl. with partners) Information management 	As above re: cluster capacity building - but also for national partners (Global clusters, supported by CaLP)
	Group – HEDGEHOGS	
	<ul style="list-style-type: none"> Cash Champions within clusters (ownership). Roving expert going across clusters. 	<p>CALP members include cash programming into their training and development.</p> <p>UN agencies orient their Heads of Agencies to the cash agenda..</p> <p>Integrate cash into global cluster trainings.</p>
	Group – MONKEYS	
	<ul style="list-style-type: none"> Involve the private sector in contingency planning Including CTP in sectoral response 	<p>Identify champions within the clusters</p> <p>Sector specific cash trainings developed and implemented by CaLP with global clusters</p>
Technical Working	Group - ELEPHANTS	

Group / Cash transfer Advisory Group		
	<ul style="list-style-type: none"> Provide technical support to strategic decision makers (to clusters) and implementers 	<p>To be formed if there is limited CT capacity within the sectors = shouldn't supersede the TWG which should exist in the clusters but fact is right now the clusters TWG don't nec have the capacity.</p> <p>doesn't sit within any 1 cluster; job in 'down time' as well = would have an important role in preparedness eg Identifying all different delivery partners (private sector); Linkages with the Resident Coordinator and other necessary stakeholders to establish preparedness frameworks</p> <p>Need to define its TORs</p>
	Group – LIONS	
	<ul style="list-style-type: none"> Support to HC/HCT/OHoA Recommend best practices and minimum standards, generation of tools etc Provision of common information and analysis Coordination functions identified earlier 	<p>Identify way to advise inter-cluster (who?)</p> <p>Provide explicit funding lines for cash coordinators (donors)</p>
	Group – HEDGEHOGS	
	<ul style="list-style-type: none"> Technical working group is required. In all L3s (predictability) RESEARCH: evidence based advocacy. 	<p>CALP: Development of a financially sound system to underpin cash programming / delivery.</p> <p>AGENCIES: tap into expertise that already exists on cash programming (system-wide).</p> <p>RESEARCH: evidence based advocacy.</p> <p>RESOURCE MOBILISATION: emergency rosters, donor engagement.</p>
Group – MONKEYS		
<ul style="list-style-type: none"> Linking preparedness, relief and development – tap into existing social protection systems Ensure coherent approaches in CTP 	<p>Deployable standby capacity - CaLP or SC agencies or other agencies</p> <p>Getting the right person, having the right TOR for them – clarity on decision making capacity and where they should sit/report to – HCT?</p>	