



World Food Programme

*2<sup>nd</sup> Global  
Cash &  
Vouchers  
Workshop*

SUMMARY REPORT

22-23 November, 2010

Casa San Bernardo  
Rome, Italy



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### Executive Summary

The 2<sup>nd</sup> Global Cash and Vouchers Workshop in Rome 22-23 November 2010, was convened jointly by the Programme Division (ODX) and the Policy Planning and Strategy Division (OEDP), one year following the 1<sup>st</sup> Global Cash and Vouchers Workshop convened in Johannesburg 17-19 November 2009.

The overarching aim of the workshop was to consolidate new learning on designing and implementing cash and voucher modalities generated over the last 12 months and to identify success and challenges that would inform organization wide planning on taking cash and vouchers work to scale.

The workshop provided a unique opportunity for exchange between WFP programme staff from all regions; representatives from a range of functions in WFP headquarters (finance, procurements, ICT, logistics, and communications); as well as a number of invited external (non-WFP) participants. This 2<sup>nd</sup> Global Cash and Vouchers workshop was made possible with financial support from the German government.

The specific objectives and outcomes targeted for the workshop included:

### Workshop Objectives

*In consultation with external partners, the workshop aims to:*

1. Review WFP's current portfolio of cash and voucher programmes and identify 2<sup>nd</sup> generation lessons learned, based on the last 12 months of policy, planning and implementation experience.
2. Outline WFP's corporate expectations regarding the scaling up of cash and vouchers going forward, including:
  - strategic positioning of WFP's role in cash and vouchers;
  - anticipated growth of cash and vouchers over the next 5 years; and
  - a proposed approach for better coordinating cash and vouchers support across HQ units .
3. Discuss key areas requiring organizational attention as WFP takes cash and vouchers programmes to scale, including:
  - understanding the cost effectiveness of cash vs. vouchers vs. food aid;
  - ensuring informed transfer modality choices;
  - programme approval processes;
  - the role of functional units (e.g. finance, IT, private sector, procurement, etc.);
  - monitoring, evaluation & reporting;
  - building staff capacity; and
  - enhancing collaboration with external partners.

## Priority Outcomes of the Workshop

1. Shared understanding of the benefits, risks and challenges of scaling up cash and voucher programmes.
2. Shared understanding of how WFP can proactively and strategically manage the expected growth in cash and vouchers and the interdivisional implications.
3. Shared understanding of the key criteria in making appropriate choices between transfer modalities (food, cash, vouchers).
4. Shared understanding of the possible future directions of cash and vouchers within WFP and strategies for discussing WFP's role and rationale for deploying cash and vouchers with counterparts in the field (government, other UN, NGOs, donors).
5. Shared understanding of opportunities for enhancing collaboration with external partners on the design, delivery and generation of new knowledge regarding cash and voucher programmes.

During workshop discussions particular attention was given to:

- sharing insights from across the global portfolio on the type of cash and voucher interventions being delivered (including the programme categories within which these interventions are being implemented, the implementation rates WFP is exhibiting to date, as well as the delivery agencies and mechanisms being deployed);
- Specific insights from 2<sup>nd</sup> generation cash and voucher programmes, pilots going to scale, – both in terms of notable successes to build on and significant challenges requiring resolution;
- WFP's initial experience exploring the appropriateness of cash and voucher modalities in a range of emergency contexts;
- emerging insights from monitoring and evaluating the effects of WFP's cash and voucher programmes in a range of contexts; and
- Identifying the most critical requirements and considerations that should inform organizational planning on taking WFP's cash and vouchers work to scale.

During the workshop proceedings, WFP's Executive Director called for an interdivisional Action Plan to scale-up cash and vouchers, to be generated by the start of 2011. She further detailed that this Action Plan should clearly outline roles and responsibilities across levels and functions within the organization, as well as lay out a concrete set of milestones and requirements for how WFP will credibly and responsibly scale-up its work in cash and vouchers.

By the close of the workshop, participant discussions had generated a number of key conclusions:

1. WFP has an important and strategic space to occupy in the future, using food assistance tools – at scale - to protect livelihoods and meet the needs of the most vulnerable food insecure populations;
2. WFP would be judged on the efficiency and effectiveness of its programme design choices about how best to meet beneficiary needs in a given context;



## World Food Programme

3. WFP's programme skills and capacity to consistently make evidence based and well documented choices about transfer modalities; and to subsequently monitor and evaluate the results generated by these programmes must be significantly enhanced and will be critical to the medium to long term success of the organization in the shift from food aid to food assistance;
4. WFP headquarters and regional bureaux need to be the enabling environment for country offices, while still maintaining a proactive eye on the risk management requirements inherent to cash based transfers;
5. Significant opportunities exist to enhance collaboration and learning with external partners as WFP expands its experience and reach with cash and voucher modalities;
6. Programme and policy leadership within WFP on cash and vouchers will need to continue; however, coordinated interdivisional contributions and accountability to better support the design and implementation of cash and voucher programmes will also be required in order to successfully scale-up; and
7. The recently approved 'Cash for Change Initiative' in combination with the 'Action Plan' requested by the Executive Director will be the immediate mechanisms for facilitating capacity development and inter-divisional coordination, contributions and accountability towards WFP's cash and vouchers programming.



### Meeting Opening

The facilitator opened the proceedings of the two day 2<sup>nd</sup> Global Cash & Vouchers Workshop by orienting participants to the workshop facilities and providing a brief walk-through of the planned agenda as well as the target outputs and outcomes that the workshop hoped to achieve<sup>1</sup>.

Valerie Guarnieri, Director of Programme, then welcomed all participants, noting the participation of a number of external NGO partners, programme staff from all WFP regions, as well as a range of representatives from WFP headquarters units.

Valerie opened the workshop discussions by underlining the fundamental shift from food aid to food assistance introduced by WFP's latest Strategic Plan, and in particular the addition of cash and voucher modalities to WFP's toolbox. She also noted the importance of this group of participants coming together at this point in the evolution of WFP's work in these two modalities.

She then highlighted the **two track approach** to implementing cash and voucher programmes, employed by WFP to date.

**Track one** being the demand driven piloting of cash and voucher modalities at the CO level; where staff are learning about these new modalities through smaller scale pilot programmes first, and then determining the appropriate scaling up of these programmes in each context.

**Track two** being a set of more rigorous policy pilots in 5 countries where significant investments are being made in comprehensively measuring the results of cash and voucher interventions, to support both CO and corporate learning on these new modalities. She noted that this two track approach has resulted in WFP now being operational in cash and voucher modalities in 25 countries.

Valerie also noted that the intention of the workshop was to provide an opportunity to share 2<sup>nd</sup> generation learning on cash and vouchers, so that a collective understanding of how to move forward can be developed. Together participants would discuss:

- (i) the skills and capacities required to make appropriate choices on the right modality to use in a given context where WFP is operating;
- (ii) how to turn that choice into effective programme design and successful implementation; and
- (iii) how to ensure that sufficient controls are in place to measure and report on whether or not WFP's intended results are being achieved.

By the end of the workshop, she hoped that all participants would have a better understanding of the current challenges and successes in implementing cash and voucher programmes. Further she hoped that specific actions would be identified for overcoming some of the challenging in the future; and that a way forward for the successful scaling up of WFP's work in cash and voucher modalities would begin to be outlined. Finally, Valerie noted that WFP participants would have a separate one-day internal meeting, immediately following this two day workshop, to discuss and identify in greater detail the internal organizational requirements necessary to take WFP's cash and vouchers work to scale.

### WFP's Current Cash & Vouchers Portfolio – Part I

To set a common foundation for the next two days of discussions, John Prout provided a brief overview of WFP's current cash and vouchers global portfolio for all participants.

Key historical milestones marking the strategic transition from food aid to food assistance were reviewed, including the cash and voucher directive in 2007, WFP's 2008 – 2013 strategic plan, the 2008 cash and vouchers policy, and the 2009 cash and vouchers manual.

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<sup>1</sup> See the Executive Summary for the objectives and outcomes of the 2<sup>nd</sup> Global Cash & Vouchers Workshop and Appendix 1 for the 2<sup>nd</sup> Global Cash & Vouchers Workshop Agenda.

The significant growth over the last two years in the value and reach of WFP's global portfolio of cash and voucher interventions, as well as the number of countries piloting cash and voucher modalities was also highlighted (see table below).

	2009	2010	2011
Countries with active projects / in design	20	25	34
USD approved transfer value	54,0 M	122,9 M	77.2 M
USD planned transfer (pending approval)	n/a	6,3 M	36,8 M
Planned beneficiaries (approved)	2,5 M	4,2 M	3,8 M

John also noted that the expectation was for continued growth and significant scale up of cash and voucher activities in 2011 and beyond. In particular given that 12 of the 25 countries with active programmes in 2010 are already of the post-pilot, 2<sup>nd</sup> generation nature and that 7 of these 25 countries have activities with a transfer value of over \$20M USD<sup>2</sup>. In addition, John underlined that the figures shared for 2011 represent only a portion of the anticipated 2011 cash and vouchers activities – those that have already been approved.

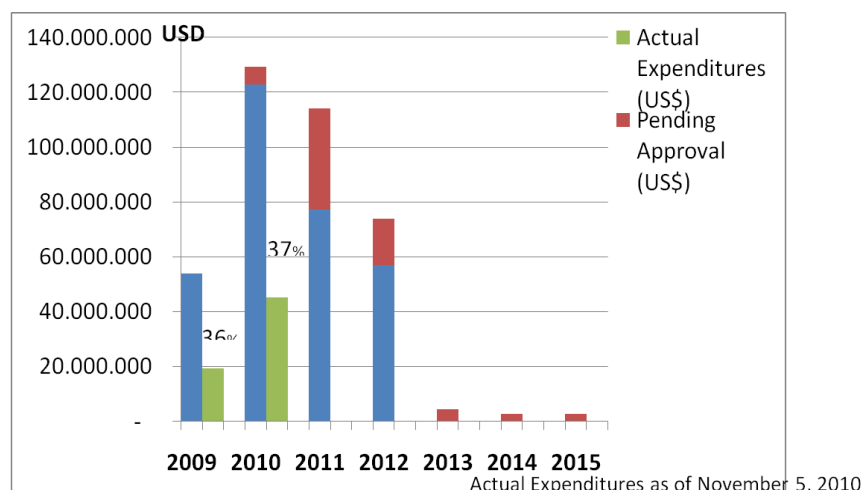
The breakdown of cash and voucher interventions by region, programme type and delivery instruments were also provided. Participants learned that 50% of WFP's cash and voucher transfers are occurring under PRROs, 38% under EMOPs, and 12% in Country Programme / Development categories.

It was noted that the volume of food assistance work in the Country Programme / Development categories may at first appear low, however, that this distribution was in line with the distribution of food aid activities across the WFP portfolio. Finally, direct cash, paper vouchers and e-vouchers were seen to be the three most commonly used delivery instruments and the conditionality of the majority of cash and voucher interventions was also noted.

Perhaps the most significant observation on the global portfolio shared with participants was the relatively low implementation rate seen in most programmes, relative to planned activity levels (see graph below). In fact, 70% of countries have below 50% implementation in terms of cash delivery – an issue that would be important to explore not just during the course of the workshop but also in the months ahead as the reasons for low implementation levels were still unclear in many cases.

<sup>2</sup> These countries include: Afghanistan, Bangladesh, Haiti, Nepal, OPT-WB, Pakistan and Zimbabwe.

WFP Implementation Rates for Cash and Voucher Interventions.



### Cash & Vouchers – A Strategic Tool To Meet Beneficiary Needs

Following the overview of WFP's current global cash and vouchers portfolio, WFP's Executive Director -- Josette Sheeran -- was invited to address participants and share her vision for the future of WFP's cash and voucher work.

In summary, a clear message was conveyed by Josette that WFP would be taking its work in cash and voucher modalities forward - to scale - and that she believed there was an important strategic space for the organization to occupy. She also emphasized that she wanted WFP staff to move forward with a clear understanding that the organization would be judged on the efficiency and effectiveness of its work in **all modalities**, therefore, maximum rigor in selecting the *right modalities*, at the *right time*, to generate the *right response* was critical.

Josette began her comments to participants by defining what the shift from food aid to food assistance is. She noted that: **Food aid** is direct transfer of food to address individual food insecurity; and **Food assistance** is a direct transfer to address individual food insecurity. She also underscored that WFP has a very clear mission and that this mission remains unchanged: to address lifesaving hunger and to protect lives and livelihoods in a world with huge vulnerability and volatility.

She further noted that WFP's purpose is to figure out the best way, with most appropriate tools, to address food insecurity and people's inability to access food. 10 years ago food was all WFP had to fulfil this purpose, but today bringing in food is not the only way anymore – WFP now has new tools: local purchase and cash and vouchers.

WFP's Executive Director underlined the success of WFP's Strategic Plan and how this document has provided the authorizing environment for WFP to do cash and vouchers work. However, with this new scope, she also noted the significant pressure to ensure that the right tools are deployed at the right time. She recognized that it will take time for WFP to be skilled at deploying these new modalities, in particular given the number of complex issues that must be well understood, including:

- criteria to decide, efficiency and effectiveness of different transfers;
- the protection issue and implications on women;
- urban hunger and nutritional issues;
- microeconomic understanding of communities and the impact of a chosen transfer;
- appropriate delivery instruments and conditionality of a chosen transfer; and



- controls -- how to create cash and voucher transfers that are fraud and counterfeit proof.

She also underscored that WFP headquarters will need to develop a much better engine for tracking experience and learning happening on the ground - across country offices, and that headquarters and regional bureaux, together, would need to be the enabling environment in order for WFP to get to where it wants to be on cash and vouchers 5 years from now.

Josette then challenged participants as to what may be realistic to achieve in 5 years? Could WFP be as good with digital space logistics, as it is in tracking bags of food? In 5 years will the rest of the UN system be using WFP cash and voucher logistics, as they use WFP's other logistics services today?

The Executive Director also noted the challenges facing WFP, as already the organization is hitting a pipeline of demand for cash and vouchers that is hard to meet. For example, she noted that the EC believes 50% of WFP transfers in the future should be cash and vouchers, and that Canada is moving to give cash -- the reality being that there is a lot of pressure, and also a lot of misunderstanding about when and how cash and vouchers can best meet beneficiary needs.

In closing, the Executive Director outlined for participants what would be required going forward if WFP is to own the space of addressing food insecurity through at scale cash and voucher programmes. She noted that WFP will need new capacities and skills and therefore will need to integrate new partners and experts into what the organization does. She also emphasized that WFP will need a **plan of action** to scale up cash and vouchers before the end of 2010. She detailed that this plan of action would require input from every CO, RB and unit in HQ; and that this plan of action should outline how the organization will scale credibly, and with the right controls to ensure that scale-up is implemented responsibly.

In follow-up to the Executive Director's comments a number of questions and comments were provided by participants. The main issues raised and the responses provided by WFP's Executive Director are noted in the table below:

AREA	PARTICIPANT COMMENTS / QUESTIONS	EXECUTIVE DIRECTOR RESPONSE
<i>Links with Broader UN System</i>	<ul style="list-style-type: none"> <li>• Regarding the plan of action for WFP you have called for -- how best to position WFP vis-a-vis other UN agencies (e.g. UNDP, UNHCR)?</li> </ul>	<ul style="list-style-type: none"> <li>• First and foremost, moving physical food will always be on WFP's agenda, as often hunger is a result of lack of food (50% of WFP work at minimum)</li> <li>• WFP has a choice to make, as moving physical food only is a shrinking space, and WFP capabilities and mission are stronger and larger than that</li> <li>• WFP needs to own this new space of addressing food insecurity with the best tool, therefore, WFP needs to gain the credibility and reputation necessary for this by building on strengths <ul style="list-style-type: none"> <li>○ Targeting most vulnerable (different than UNDP)</li> <li>○ Leveraging deployable capacity in the field (complementary to UNHCR)</li> </ul> </li> </ul>

AREA	PARTICIPANT COMMENTS / QUESTIONS	EXECUTIVE DIRECTOR RESPONSE
<b>Middle Income Countries</b>	<ul style="list-style-type: none"> <li>Current challenges in middle income countries where WFP is shifting to upstream technical advice – therefore, how best to integrate cash and vouchers into existing government safety net systems?</li> </ul>	<ul style="list-style-type: none"> <li>HR will likely need to build a roster of experts available for providing advice to governments in this area</li> <li>Imagine that WFP will need to model cash and voucher integration into existing safety nets, and then scale up working together with governments</li> </ul>
<b>Cash &amp; Vouchers Expertise</b>	<ul style="list-style-type: none"> <li>How can we address the current lack of capacity / expertise in cash and vouchers and ensure COs can effectively access the technical support required?</li> </ul>	<ul style="list-style-type: none"> <li>WFP will need to focus on building appropriate skills and expertise across the organization – in a strategic and deployable way (e.g. use direct service costs to bring in new talent)</li> <li>At the same time, WFP cannot have all the knowledge, but can be a catalytic platform to share knowledge <ul style="list-style-type: none"> <li>Opportunity to learn from the new function with Brazil -- centre of excellence -- knowledge of Brazil is being brought to other countries through WFP</li> </ul> </li> </ul>
<b>Monitoring, Evaluation &amp; Learning</b>	<ul style="list-style-type: none"> <li>How can we ensure the appropriate priority is placed on monitoring and evaluation?</li> </ul> <p><i>Note: In the past food was clearly WFP space, therefore, our systems for learning were not so developed, the situation with cash and vouchers is different</i></p>	<ul style="list-style-type: none"> <li>WFP ability in monitoring and evaluation will need to step up in these areas of new modalities</li> <li>In particular, WFP needs to understand very well the efficiency and effectiveness of the different modalities, food included</li> </ul>
<b>Donor Trends</b>	<ul style="list-style-type: none"> <li>Large scale emergencies often seen as opportunities for introducing new tools, given the magnitude of funds available (e.g. Pakistan), however, what is donor interest like more broadly?</li> </ul>	<ul style="list-style-type: none"> <li>Demand for nutritious products and targeted vouchers in emergency context will continue to grow</li> <li>Broader interest by donors is there, the problem is having the WFP pipeline ready to implement in line with donor interest</li> <li>For the moment WFP should manage expectations, while we increase our capacity to deliver at scale</li> </ul>

AREA	PARTICIPANT COMMENTS / QUESTIONS	EXECUTIVE DIRECTOR RESPONSE
<b>Balance Across Modalities</b>	<ul style="list-style-type: none"> <li>Risk of food being left out as a response, as donors are excited to do cash and vouchers work -- how can we ensure sufficient advocacy for traditional responses when we know they work in particular beneficiary situations?</li> </ul>	<ul style="list-style-type: none"> <li>As noted, WFP never will be out of food business, and it is expected that there will be a balancing out of the demand for new vs. traditional tools over time</li> <li>US will probably remain a commodity donor for some time to come</li> <li>WFP will stay focused on addressing food insecurity with a tool box consisting of: delivery of imported food, local purchase, cash and vouchers</li> <li>Quality of analysis is what will ensure appropriate choices and appropriate donor support</li> </ul>

At the close of the session the Executive Director re-iterated the need for a Plan of Action to be developed by the new year; with inputs from headquarters units, regional bureaux and country offices. She stated that the Plan of Action should clearly delineate roles and responsibilities across functions and levels of the organization, as well as outline how WFP will systematically scale up its cash and voucher capacities going forward.

#### WFP's Current Cash & Vouchers Portfolio – Part II

Following participant discussions with the Executive Director; Al Kehler and Steven Were Omamo were invited to provide comments and reflections on the critical questions and challenges arising across the global cash and vouchers portfolio over the last 12 month -- from a programme and policy perspective.

Al Kehler opened his programme reflections, by referring to where he believed WFP to be in the life-cycle, vis-a-vis cash and voucher programmes – just past the pilot and evaluate stages.

Stage	Objective	Attitude
<b>Pilot</b>	<b>Get Started</b>	<b>Excitement</b>
<b>Evaluate</b>	<b>Learn</b>	<b>Reality Check</b>
<b>Grow</b>	<b>Build Systems</b>	<b>Demanding Work!</b>
<b>Steady Stable</b>	<b>Maintain</b>	<b>Settle but Stay Fresh</b>

He highlighted some of the real and valid concerns about the risks involved in implementing cash and voucher programmes, and therefore, how WFP needs to:

- understand these risks and how to mitigate them better, as we continue to scale; and
- ensure there is a better balance between the concern about risk and creating an enabling environment for country offices.

Al then recognized that WFP's experience in cash and vouchers was still 'small', relatively speaking, however, that this experience has already helped the organization to learn a number of valuable lessons:

- An enhanced understanding of markets is critical;

- We must grow our own expertise to address the pervasive current capacity constraints (sufficient external expertise doesn't exist);
- Assessing and understanding the reach of financial institutions (banks, microcredit, etc.) in the countries in which we work will be important;
- We must become more adept at the new technologies that are being worked on and can be applied to service the poor; and
- We must deepen our knowledge and understanding of programming in urban areas, as cash and voucher modalities will pull WFP towards urban food insecurity.

Special emphasis was placed on the need to improve the rigor and quality of programme documentation. The need for the organization's documents to demonstrate high quality analysis and informed decision making about objectives and transfer modalities was underlined.

In addition, AI highlighted four critical areas for cash and voucher learning and systems going forward:

- making the transfer choice (4 choices: imported food, local food, cash, voucher);
- building the cash and voucher distributions systems;
- understanding and managing risks; and
- understanding and managing impact / results.

He also expressed the need for finance, procurement, ICT and logistics -- among others -- to contribute to building the organizational systems required for delivering cash and voucher programmes at scale. In closing, AI suggested that three parallel processes would be required going forward:

- (1) Learning the business of cash and vouchers;
- (2) Building the capacities; and
- (3) Institutionalizing the learnings.

Policy reflections were provided by Steven Were Omamo, who opened by sharing a few emerging 2<sup>nd</sup> generation cash and voucher policy questions with participants:

1. What are the appropriate boundaries for cash and voucher interventions?
2. How do we build capacity to match pace with growth, while keeping an eye on cash and vouchers as a means?
3. How do we strengthen and expand the evidence base and make timely decisions (ex-ante analysis critical)?
4. How do we preserve and affirm leadership in food assistance (ex-post analysis critical)?
5. How do we fruitfully connect to key policy platforms at global, regional and national levels?

Were then noted how the notion of food assistance was becoming clearer and clearer, both within and outside of WFP. However, he also noted that there were tough trade-offs to be considered, including:

- discipline vs. flexibility;
- flexibility vs. control;
- control vs. scale;
- scale vs. relevance; and
- relevance vs. rigor.

In closing, Were noted that moving forward it would be critical for WFP to develop a common “playbook”, at both the technical and operational levels. That this would assist the organization in taking its cash and vouchers work forward in a consistent and coherent manner, while at the same time keeping the door open for innovations. Finally, he informed participants that an update to the 2008 cash and vouchers policy paper is scheduled to be presented to the Executive Board in 2011.

Participant discussion followed, with a range of issues being raised. The main questions and responses provided are noted in the table below:

AREA	PARTICIPANT COMMENTS	PROGRAMME / POLICY RESPONSE
<i>Cash &amp; Vouchers Life Cycle</i>	<ul style="list-style-type: none"> <li>What is the expected timing to get to steady state?</li> <li>How can WFP capture the excitement of the work in this area without overpromising?</li> </ul>	<ul style="list-style-type: none"> <li>Minimum 5 yrs, maximum 10 yrs, with progress being faster in select countries</li> <li>Time is required to put in place the institutional structures (including learning processes), develop the skills &amp; capacities, and establish solid relationships with new partners</li> </ul>
<i>Implementation Rates – Planned vs. Actual</i>	<ul style="list-style-type: none"> <li>Difference between approved and actual implementation levels – do we know why?</li> </ul>	<ul style="list-style-type: none"> <li>Figures are auditable, approved budget and expenditure figures from WINGS</li> <li>Average of 36-37% implementation rate, with 70% of countries having a performance rate of less than 50% of cash expenditures</li> <li>Possible reasons: funding issues, implementation issues, reporting issues</li> </ul> <p>NOTE:</p> <ul style="list-style-type: none"> <li>Participants felt that the enabling environment and long approval process were also contributing factors</li> <li>Experience in many countries (e.g. Mozambique) is that it can take one year to get programme running (need to adjust from working in sequence to working in parallel)</li> </ul>
<i>Pilot to Scale-up Impact on 2011 Volume of Programmes</i>	<ul style="list-style-type: none"> <li>How many cash and vouchers programmes for 2011 are pilots vs. budget revisions?</li> </ul>	<ul style="list-style-type: none"> <li>Majority are budget revisions</li> <li>2011 figures are likely understated as they include projects doing pilots now, that will likely scale-up through a budget revision</li> </ul>
<i>Guidelines for Pilots</i>	<ul style="list-style-type: none"> <li>Can the guidelines for the various pilots be clarified?</li> </ul>	<ul style="list-style-type: none"> <li><b>Track One:</b> Implementation pilots have a \$USD 3 million limit for COs with no experience; no time frame limit, although pilots tend to be 9-14 months in length</li> <li><b>Track Two:</b> Spanish pilots are in 5 countries and involve a multi-year process, these pilots are expected to be a major learning source</li> </ul>

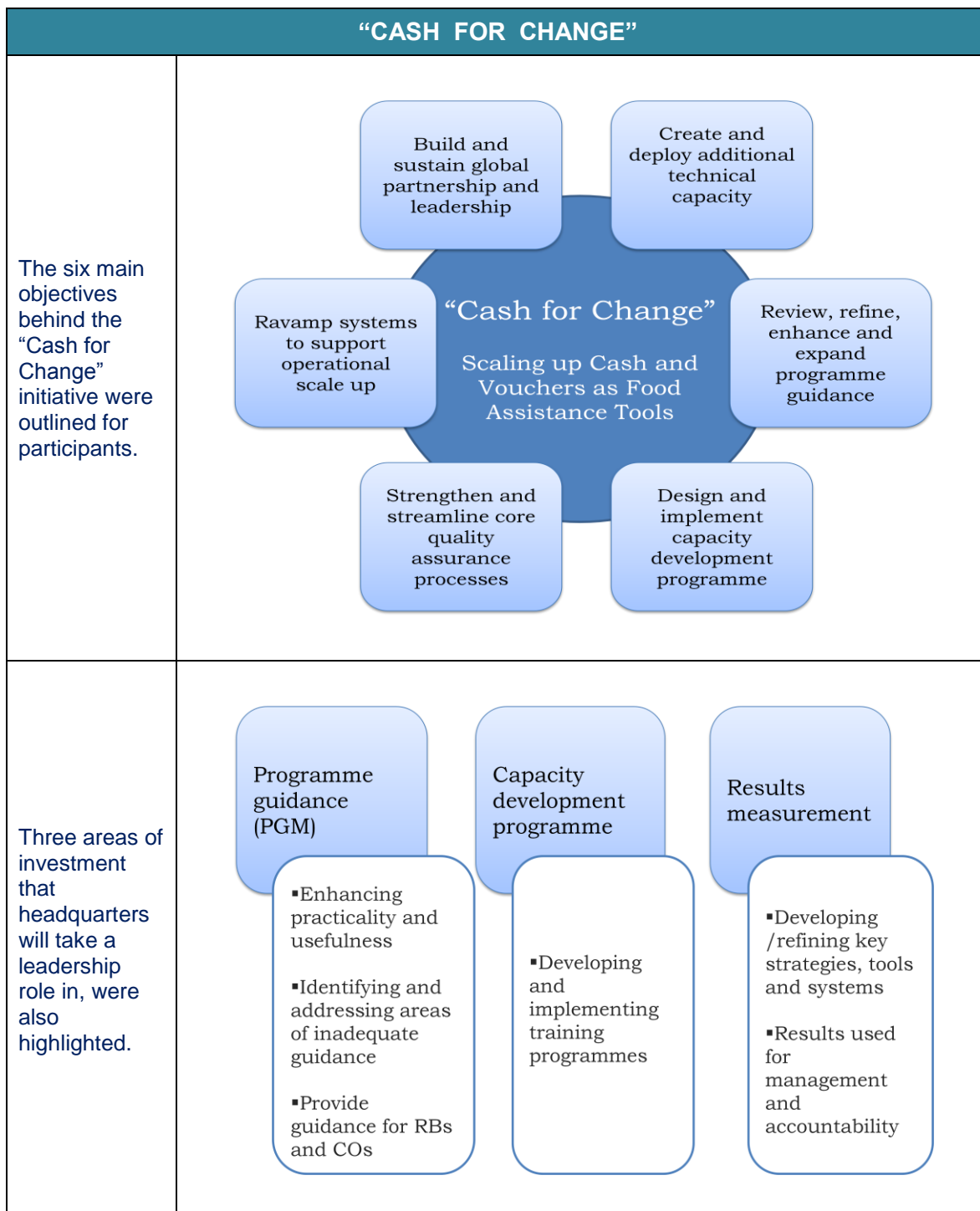
AREA	PARTICIPANT COMMENTS	PROGRAMME / POLICY RESPONSE
<i>Implications for Logistics</i>	<ul style="list-style-type: none"> <li>What implications for logistics are being taken into account given the shift from food aid to food assistance?</li> </ul>	<ul style="list-style-type: none"> <li>Logistics has specific capacities that can be brought to bear on aspects of cash and voucher implementation (e.g. supply chain management, negotiation with private sector partners, etc.)</li> <li>Re-tooling and or enhancing skills of logistics staff to address core cash and vouchers needs will also be explored</li> </ul>
<i>Learning / Results</i>	<ul style="list-style-type: none"> <li>Do we have cost efficiency data on the 12 “evaluations” completed to date</li> <li>Within WFP’s cash and voucher programmes, which are best in class and why? What can we learn?</li> </ul>	<ul style="list-style-type: none"> <li>“Evaluations” completed by 12 projects to date that have moved from pilot to scale are of variable depth</li> <li>Later sessions will highlight some of the emerging results from a few of these evaluations</li> <li>We are seeing that programmes are best in class in different ways in different contexts – there is much we can learn</li> </ul>

## Building the Foundations for Scaling Up

Valerie Guarnieri provided a brief overview of the recently approved “Cash for Change” initiative, which will be the immediate term mechanism for taking forward WFP’s efforts in cash and vouchers. This initiative is intended to provide the necessary foundation for the operational scale up of WFP’s use of cash and voucher modalities to meet beneficiary needs. She noted that capacity building across WFP, to fully operationalize cash and vouchers, is expected to require an investment of \$USD 5,7 million over 2 years; with \$USD 2 million granted to date.

Valerie highlighted that increased support to country offices was a central aim of this initiative, and that 3 additional professional programme staff would be available for field missions to aid with:

- 1) Deciding on the most effective transfer mechanism;
- 2) Determining the right transfer technology;
- 3) Establishing methods for risk management and mitigation and measure results; and
- 4) Ensuring coordinated support from across HQ divisions.



“CASH FOR CHANGE”	
Along with the critical importance of ongoing cooperation with external partners, at both the operational and strategic levels.	<div> <div>Operational Partnerships</div> <ul style="list-style-type: none"> <li>Operational engagement with key stakeholders</li> <li>Incorporation of lessons learned by WFP and partners</li> </ul> </div> <div> <div>Tapping into Global Expertise</div> <ul style="list-style-type: none"> <li>Draw on experience of countries and companies using similar transfer mechanisms</li> <li>External expert reference group</li> </ul> </div>



Following the presentation, comments and questions from participants were taken. The key issues raised are summarized in the table below:

AREA	PARTICIPANT QUESTION	PROGRAMME RESPONSE
<b>Timing</b>	<ul style="list-style-type: none"> <li>What is the time frame for the 'Cash for Change' initiative?</li> </ul>	<ul style="list-style-type: none"> <li>Intensive 2 year process is anticipated</li> <li>Next 6 months will focus on country office support and linkages with other headquarters units</li> </ul>
<b>Capacities</b>	<ul style="list-style-type: none"> <li>Is there a plan to do an assessment of existing capacity, against the core skills needed across the global programme team?</li> <li>To what extent can we combine skills recruiting (e.g. P4P market experts could also provide market expertise needed for cash and vouchers)?</li> <li>How can we de-mystify cash and vouchers (simply additional transfer modalities that require good programme skills)?</li> </ul>	<ul style="list-style-type: none"> <li>We are aware there is a lack of capacity overall, given the high demand for country office support</li> <li>We also know that external capacity is limited</li> <li>Need to assess specific regional needs and then see how best to coordinate distribution of staff capacities (HQ, RBx, COs); we will need to think strategically about this issue throughout the workshop</li> <li>Aim is to create same level of confidence in using cash and voucher modalities as food amongst programme staff (we cannot post "cash and voucher experts" within each country office).</li> <li>CO is where innovation will continue to happen and where programmes must be customized to beneficiary needs and context; HQ and RBx need to be the enabling environment.</li> </ul>
<b>Structure</b>	<ul style="list-style-type: none"> <li>Is there an opportunity to integrate senior finance, legal, ICT, procurement staff, etc. within the cash and vouchers unit?</li> </ul>	<ul style="list-style-type: none"> <li>Today we are planning for the programme staff to <u>explicitly</u> make links with the other functions, so that the full resources of these units can be tapped into as required</li> <li>We also recognize that there are some COs who have piloted and scaled up developing unique capacities at the country level to leverage</li> </ul>
<b>Synergies with External Partners</b>	<ul style="list-style-type: none"> <li>Cash for Learning Partnership (CaLP) will be holding 17 cash and voucher trainings globally over the next 12 months</li> <li>Interesting country level opportunity for WFP with CaLP Philippines current pilot re: disaster preparedness (e.g. Visa)</li> </ul>	<ul style="list-style-type: none"> <li>WFP open to leverage CaLP trainings to assist with staff and partner capacity building, however, will need to check to what extent CaLP trainings can address WFP specific needs re: internal organizational systems</li> <li>WFP is always open to exploring unique opportunities to learn / collaborate at the country level</li> </ul>

## Planning & Implementation Cash & Vouchers At Scale – Early Lessons

Participants from the Haiti and Zimbabwe country offices, Bill Nall and Simon Cammelbeeck, were asked to present brief case studies on their experiences to date taking cash and vouchers to scale. These two case studies were selected as Haiti provides an example of a programme that was designed to scale immediately, in the context of WFP's emergency response to the 2010 earthquake; while in contrast, the Zimbabwe country office draws on experience from two completed pilots that will be brought to scale in 2011.

Case study presenters were asked to provide a brief overview of the food security context in their country, the rationale for selecting cash and voucher modalities during programme design, as well as the key characteristics of their intervention (e.g. delivery mechanisms). Participants learned that Haiti's programme is providing food only, cash only, or a combination of food and cash for work to participants (~60,000), with the cash payments being made through a micro-finance institution. In contrast, one of the Zimbabwe pilots is providing cash transfers in envelopes to vulnerable group feeding beneficiaries in a very remote area, while the other pilot is distributing semi-closed vouchers (food basket only, but with a choice of 3 brands), delivered by mobile phone, in an urban area, to beneficiaries participating in a health based safety net programme.

In addition, case study presenters were asked to share the most significant challenges and lessons learned they have noted regarding taking cash and voucher programmes to scale, the highlights of which are summarised below:

COUNTRY	CHALLENGES	LESSONS LEARNED
<i>Haiti</i>	<ul style="list-style-type: none"> <li>Time, effort and specialised expertise required to:               <ul style="list-style-type: none"> <li>(i) market cash and food for work with partners;</li> <li>(ii) develop quality projects; and</li> <li>(iii) get financial procedures in place</li> </ul> </li> <li>Working closely with government planning processes – advantages, but requires time and effort</li> <li>The balance between the goals of resource transfer and asset creation was watched closely by Government and donors</li> <li>The number of discrete activities (over 150) and partners, and departmental governments, imposed a significant management burden</li> <li>The variety of different implementing partners – INGOs, community-based organizations, and other UN agencies – each with different capacities and procedures</li> </ul>	<ul style="list-style-type: none"> <li>Cash and food for work cannot be quickly and easily implemented as a disaster response mechanism, in the absence of advance preparation</li> <li>Cash and food for work has particular advantages for a country subject to recurrent disasters, if activities can be identified in advance and scaled up as needed</li> <li>There is an argument for continuing cash and food for work activities between emergencies, to be able to scale-up quickly as part of disaster response</li> <li>The strong linkage to a decentralized planning process is a particular advantage, if it can be used to identify labour-intensive activities – linked to development objectives – which can be quickly implemented in the event of a future disaster</li> </ul>
<i>Zimbabwe Cash Pilot</i>	<ul style="list-style-type: none"> <li>Beneficiaries risk averse</li> <li>Limited market structure</li> <li>Close monitoring of impact of cash injection in rural areas</li> <li>Parallel delivery mechanism for cash and food</li> <li>Determining USD value of cash transfer and adjusting during implementation (&lt; bank notes)</li> </ul>	<ul style="list-style-type: none"> <li>Beneficiaries preferred combination of cash and food</li> <li>Non recipients preferred beneficiaries to get food → Little sharing → Community discord with cash</li> <li>Market responded well to increased demand (after one to two months)</li> <li>Cash spent on food → mainly maize, little on pulses and veg oil → impact on dietary diversity</li> </ul>
<i>Zimbabwe Voucher Pilot</i>	<ul style="list-style-type: none"> <li>Initial low efficiency (network problems, inexperienced staff)</li> <li>Coordination of partners</li> <li>Some supply chain issues (limited stocks, wrong brand)</li> </ul>	<ul style="list-style-type: none"> <li>Intensive consultation with all stakeholders → WFP role as 'manager'</li> <li>Technical issues manageable but require specialized WFP attention</li> <li>Cost effective in urban setting</li> </ul>

	<ul style="list-style-type: none"> <li>Clinic staff willingness to apply exit criteria (BMI &gt; 18.5)</li> </ul>	<ul style="list-style-type: none"> <li>Need to rethink relationship with medical sector</li> </ul>
<b>Zimbabwe Both Pilots</b>	<ul style="list-style-type: none"> <li>Political suspicion , therefore needed an effective communication plan</li> <li>Timely harmonization of implementation prerequisites amongst HQ stakeholders</li> <li>CO Staffing</li> <li>HQ approval each time a project is developed</li> <li>Beneficiary sense of entitlement with cash and vouchers even higher risk than with food</li> </ul>	<ul style="list-style-type: none"> <li>During pilot, process flow is clearly defined, mapped and understood</li> <li>Transfer value must be set in transparent and flexible manner</li> <li>Early resource mobilization for cash and voucher pilots important</li> <li>Need for private sector partnership contract format (Standard MoU, Budget (fee basis), Management Joint account for redemption → Risk exposure)</li> <li>Partner selection critical</li> <li>Excitement re: delivery mechanism, but livelihood support programs remain essential</li> </ul>

Participant discussion followed, exploring a range of issues regarding the experience in Haiti:

## Financial Institutions

- Analysis indicated that microfinance institutions were able to cover cash and voucher rural areas at a third of the cost of banks.
- Commercial banks aimed for urban areas.
- Transfers to be done four days before payment, therefore, risk is quite limited while transiting through financial institutions.

## Preparation Time

- Two different preparation timelines of note:
  - Choice of asset creation type (linked to activity); and
  - Choice of implementation partner (linked to transfer).
- Both required 2 – 2,5 months of working time.

## Food / Cash Combination

- Food in rural areas, cash in urban areas around Port au Prince, in other areas a combination is being deployed.
- Choice also designed because there was a lot of food at hand.
- Challenge was to fix food ration and wages.
- The CO adapted according to the fluctuations in the market, in order to assign the appropriate amount of cash, on par with the minimum salary and food prices.

## Haiti Contribution to Average Implementation Rates (~37%)

- CO identified that it was not possible to reach the 70,000 jobs planned by April.
- Therefore, first few months was predominantly food distribution, with the transfer modality moving to cash only in the last few months (Sept-Nov 2010).

A number of questions and comments were also raised regarding Zimbabwe's experience:

## Pipeline Breaks

- Experience is that pipeline breaks are "less affordable" for cash or voucher interventions than for food interventions, perhaps because cash may create a higher level of dependency.

## Partnerships

- Zimbabwe found the private sector to be a big player as a partner, as they could take on some of usual NGO responsibilities.
- The Swiss Cooperation provided hands on experience in cash and vouchers, which was critical to the pilot success.

### Transfer Value

- It will be increasingly expected that WFP interventions do not obstruct the labour market.
- Transfer value will need to be coordinated on wage levels, as well as nutritional considerations.
- For e-vouchers it is quite easy to adjust transfer value, as it is linked to food commodities.

### Impact on Food Consumption

- Emphasis to be put on post-distribution monitoring.
- Real-time output monitoring is possible for accountability.
- Syria example also shared of putting ceilings on types of commodities, to ensure a good diversity of food, while maintaining beneficiary choice.

## Experience Sharing

In order to building on the insights generated from case study presentations, meeting participants were divided into working groups and asked to discuss the following questions:

1. Most significant implementation challenges experienced today
2. Implications for WFP successfully taking C&V to scale
3. Immediate organizational requirements  
(initial input into the "Interdivisional Plan of Action")

The collective outputs generated by the working groups for each question are summarized in the table below.

<p><b>1. Most significant implementation challenges experienced today</b></p>	<ul style="list-style-type: none"> <li>• Time required to put systems in place for effective delivery of cash and vouchers</li> <li>• Internal and external capacity</li> <li>• Establishing and managing relationships with new partners (e.g. financial institutions) <ul style="list-style-type: none"> <li>◦ Need for financial and other standard templates and guidelines for new types of partners</li> <li>◦ Different agreements with implementing partners required (e.g. standard FLA does not fit with cash and voucher needs)</li> </ul> </li> <li>• PRC process <ul style="list-style-type: none"> <li>◦ Needs to be lightened and streamlined</li> <li>◦ One possible solution to delays in PRCs would be to issue cash and voucher templates or standard formats.</li> </ul> </li> <li>• Quality of market assessments</li> <li>• Targeting (in particular in urban contexts)</li> <li>• Adaptability of current technology is a challenge</li> <li>• Flexibility in shifting from one transfer modality to other</li> <li>• How to intervene when dealing with moving populations (e.g. IDPs, Refugees)</li> </ul>
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<h2>2. Implications for successfully taking Cash &amp; Vouchers to Scale</h2>	<ul style="list-style-type: none"> <li>• One of the most significant problems with scaling up is expected to be finding the right partners. <ul style="list-style-type: none"> <li>◦ More partners needed when moving from pilot to scale.</li> <li>◦ Advantageous to find a service provider who can scale up at the beginning, rather than go back to a Budget Revision to change partners.</li> </ul> </li> <li>• Identifying the right delivery mechanism early in the process.</li> <li>• Managing expectations regarding implementation timelines and partner expectations re: WFP large scale food distributions.</li> <li>• Moving from current experience of piloting in stable contexts, to rapid cash or vouchers response at scale in emergency contexts, demands very different organizational capacities.</li> <li>• Having in-kind contingency remains important to respond quickly in case there is a problem in the market.</li> <li>• Funding mechanism to avoid pipeline breaks when delivering cash will be critical.</li> <li>• The government's buy-in in the program is key for longer term safety-nets – currently challenging to engage government consistently from conception – when scaling will need to build dialogue with government (policy frameworks) for mainstreaming and sustainability.</li> <li>• Opportunity to look at governments to understand scaling up processes and/or best practices, as they are the institutions that are at scale now.</li> </ul> <p>Participants also underlined that there were a range of implication for WFP's regular food aid activities, potential implications for the image of the organization, as well as how people see WFP and its mandate -- which all should be considered as WFP scales-up cash and vouchers.</p>
<h2>3. Immediate Organizational Requirements (Input to Inter-divisional Action Plan)</h2>	<ul style="list-style-type: none"> <li>• Roles and responsibilities within different divisions and units (HQ, RB, and CO levels) must be clarified (legal, finance, procurement, IT, etc.), current sense is that all the requirements for cash and vouchers rests with the programme division.</li> <li>• An investment plan for HQ, RBx and COs to build cash and voucher capabilities and skills must be developed -- one size doesn't fit all.</li> <li>• Corporate standard for the uses of cash need to be clarified. We must consider whether cash can be used for other elements of food security (e.g. health).</li> <li>• Guidelines need to be updated; and standardized systems, processes and tools to enable cash and vouchers work need to be developed. <ul style="list-style-type: none"> <li>◦ Documentation on cash and voucher processes and tools to be standardized.</li> <li>◦ Guidance on negotiating with the private sector to be developed.</li> <li>◦ Knowledge management strategy to be designed.</li> </ul> </li> <li>• Improving monitoring and evaluation of cash and vouchers, and across WFP programmes as a whole is a priority. <ul style="list-style-type: none"> <li>◦ Models and templates for monitoring cash and voucher interventions required.</li> <li>◦ Better linkages between analysis and monitoring and evaluation are necessary.</li> <li>◦ Monitoring systems should be developed for several goals: control, feedback, real-time management, and results measurement.</li> <li>◦ Coordinated evaluation of cash and vouchers programme on the ground is required.</li> </ul> </li> <li>• Building staff capacity, not just on cash and vouchers, but regarding safety net issues more broadly.</li> </ul>



### Implementing Cash & Vouchers in Emergencies

Annalisa Conte, building on her own experience in Burkina Faso, provided opening comments on what WFP is learning on the application of cash and voucher modalities in emergency settings. She offered the following observations:

- Current implementation of cash and voucher pilots suggests that these modalities are appropriate in emergency settings (EMOPs are 38% of WFP's current global cash and voucher portfolio).
- However, seeing the time necessary to put the structures in place for cash and voucher responses (up to one year), the organization must ask if they are the right tools to respond to emergencies. Alternatively, perhaps this timeframe will change once WFP becomes more familiar with microfinance institutions, banks, etc. -- when WFP is further along the learning curve.
- The need to continue to educate staff that cash and vouchers are tools / modalities for meeting beneficiary needs – not programme categories.
- The need to enhance programme analytical skills in order to answer the question “is cash or vouchers appropriate”, in particular given the number of factors that need to be considered to make a robust choice: situational analysis; market analysis; underlying rationale for WFP presence; and objectives being targeted.
- The need to better understand the spill over effects of cash and voucher interventions in different contexts: urban, rural, economic shock, refugee, etc. – how will it affect market actors (e.g. shop owners); how will the chosen modality relate to beneficiary preferences; what would be different if cash vs. food vs. vouchers are deployed?

The floor was opened for participant comments, which are summarized below:

- The question of how WFP can ensure that the quality of programme analysis is not sacrificed for speed of response during emergencies was raised. Burkina Faso was noted as an interesting example, because it was a high food price emergency, and therefore, not life-threatening -- so it was possible to implement vouchers.
- It was noted that analysis and implementation activities during a pilot can also contribute to other emergency responses over time (e.g. Burkina Faso targeting took much longer than anticipated, however, once analysis was completed it became a useful tool when emergency floods hit).
- Opportunities to develop models (e.g. with World Bank), that pre-identify beneficiaries eligible for cash or vouchers in an emergency were highlighted along with the link to contingency planning and preparedness.
- The utility of the Emergency Market Analysis Tool (EMMA) for conducting market analysis to inform modality choices was discussed (*Note: this was used in Haiti and in Pakistan*). Further discussion on its usefulness may be required.
- Given that emergency contexts typically mean there is a market disruption, the need for WFP to include the assessment / analysis of possible cash and voucher transfers from the beginning was underlined. For example, if a refugee inflow is predicted to arrive in a few months, WFP can plan a cash or voucher strategy in advance.
- Participants felt that over time, WFP's ability to strategically combine different modalities will likely evolve (e.g. WFP/NRC partnership in the D.R.C. is current testing movement between food and vouchers, a mid-term evaluation of will occur mid 2011). In addition, WFP's knowledge of how best to apply these modalities in different emergency contexts will also improve (e.g. sudden onset such as Haiti vs. a probable scenario, such as refugee influx in Uganda).





## World Food Programme

- Finally, the possibility that WFP programming tools (e.g. 3 month EMOP, 3 month EMOP extension, followed by PRRO) may be more of a challenge than the appropriateness of cash and voucher modalities was noted.

At the close of the session Al Kehler re-iterated that cash and voucher modalities do not change WFP's strategic objectives – the strategic results framework remains the same. However, what does change, is the that these new tools bring more choice and also bring WFP into a much larger policy and safety net debate – even in emergency contexts.

### Day One Wrap-Up

Valerie Guarnieri closed the first day of workshop proceedings by sharing the following observations:

1. WFP is in a unique stage of the cash and vouchers lifecycle -- it is a combination of *inspiration*, as we begin to see what the organization is capable of achieving; and *reality check*, as we better understand some of the significant constraints that must be overcome to take cash and vouchers work to scale.
2. The introduction of cash and vouchers has demanded a new level of rigor from WFP programme staff (e.g. targeting is more demanding, making appropriate choices requires greater analysis and attention to the assessment-response link) and the investments that the organization has not made in the programming of food are now more visible – therefore, programme leadership and capacities as a whole will need to be strengthened in 2011 (Year of Programme).
3. If roles and responsibilities between levels and functions within the organization seem unclear vis-a-vis cash and vouchers, that is likely because they were not clear before (i.e. under the food aid context). Cash and vouchers are presenting a unique opportunity for the organization to engage in a highly integrated manner, but this must be clarified and systematized going forward.
4. There are a basket of issues that need to be resolved to get WFP to the point where staff can give equal consideration to food, cash and vouchers; and whereby the organization has equal capacity to implement across all modalities. This workshop is expected to identify these issues and begin to propose possible courses of action.

### Choosing Appropriate Transfer Modalities

Al Kehler provided an introduction to the first session on Day Two of the 2<sup>nd</sup> Global Cash & Vouchers Workshop – *Choosing Appropriate Transfer Modalities*.

He noted that this session would focus on the most important capacity required of programme officers within the context of the new Strategic Plan – making the right choice from WFP's expanded toolbox, on how best to meet beneficiary needs.

Al noted that the session would begin with Issa Sanogo sharing some emerging insights on overall assessment requirements to inform modality choices; followed by Siemon Hollema who would share how the Nepal country office approached their modality choice; and finally with Ugo Gentilini sharing reflections on the experience gained in Pakistan during the recent flood emergency response programme design.

Al re-iterated one of the Executive Director's key messages, that going forward WFP will be evaluated based on the efficiency and effectiveness of its programme choices. He then noted the importance of making appropriate choices and the need for rigorous analysis and a credible case to be built for any given transfer modality choice.

In addition, Al noted that despite its limitations, the cash and vouchers manual served as a valuable starting point and checklist for COs, as they go through the process of selecting the right modality.

### Market Assessment to Inform Modality Choice

Issa Sonogo provided an overview of the critical information required from food security and market analysis to inform choices of transfer modalities.

Issa opened by sharing with participants that the ultimate goal of assessments is to inform the choice of an appropriate response, by identifying beneficiary needs and preferences. He noted that assessments inform beneficiary needs by looking at the following:

- Who is facing food insecurity – where;
- The scale of problem;
- The type of problem;
- The causes of problem; and
- Potential actions to address food insecurity.

Issa noted that a combination of different assessments are deployed by WFP, which tends to help the organization to make the choice of transfer modalities in a balanced manner. In addition, he noted that the most common types of assessments WFP sees leading to a cash or vouchers response are Household & Traders assessments and Community & Traders assessments.

He further outlined that three types of market information are critical to informing modality choices: (1) Household level; (2) Community level; and (3) Markets analysis with particular attention to the factors listed in the table below. In addition, he noted that the actual modality choice involves a strong collaboration between VAM and Programme (i.e. response analysis).

<b>Household</b>	<ul style="list-style-type: none"> <li>• Economic access to markets</li> <li>• Household dependence on markets</li> <li>• Coping strategies</li> </ul>
<b>Community</b>	<ul style="list-style-type: none"> <li>• Physical access to markets</li> </ul>
<b>Markets</b>	<ul style="list-style-type: none"> <li>• Availability and quality of food on local markets</li> <li>• Market integration</li> <li>• Risks of trade rupture</li> <li>• Risks of inflation and price volatility</li> </ul>

In addition, Issa noted that at all levels WFP needs to understand a broad range of interactions with the market (e.g. seasonality, security, and their influence on their access to markets) or the organization risks making the wrong decision on how best to respond to beneficiary needs.

In closing, Issa highlighted some of the challenges WFP is currently encountering with market analysis:

- Increased complexity of food security analysis with the introduction of market analysis.
- Infant market analysis expertise vs. surging cash-based initiatives.
- Refining the market analysis framework, to help look into key issues, without complicating assessment and obstructing our decisions.
- Building into assessments potential impacts of cash and vouchers on markets and the local economy.



- Observation of the reality that often decisions to go for cash or vouchers are made ex-ante and analysis is conducted ex-post, to fit the decision; which is contrary to the concept of a “choice of transfer modality”.
- Calculating cost-efficiency (alpha value), as part of the analysis with most programmes.
- Estimating cost effectiveness, which is difficult to quantify as some issues are not tangible and difficult to measure.
- Properly assessing the appropriateness of food, cash or voucher modalities:
  - Operational aspects (e.g. financial institutions, market monitoring)
  - Cost efficiency vs. cost effectiveness.

### Nepal Modality Choice

Siemon Hollema then spoke to the experience in Nepal and began by sharing with participants the approach taken by country office staff. Specifically, they first looked at the food security issues underlying programme design, and then took consideration of the most appropriate tools to meet beneficiary needs.

He shared some brief background on the country characteristics, explaining that Nepal is essentially divided into three topographical areas: (1) the mountains: with most of the food insecurity problems, where there are no markets; (2) the hills: where there are some markets; and (3) the flatlands in the south: where markets are active.

The main questions the staff took into consideration when selecting modalities were:

- How can WFP use its programs to push the activity from the flatlands to the mountains?
- Where is cash most suitable and where cash is a problem?

Staff produced a cash suitability map, based on market development, size of the market, number of traders etc. and then overlaid this with their food security map to inform choices. In addition, a cost efficiency assessment was completed.

Siemon also shared the decision tree that was used to select the different modalities for the various regions where WFP was operational.

The main implementation issues experienced by Nepal included:

- food price variation and price inflation (therefore a market monitoring system was used and if prices increased more than 20%, the wage was adapted);
- small transfer amounts spent on essentials;
- risk and security;
- mobile banking; and
- balance of food and cash: areas most in need were those with most limited markets.

### Pakistan Programme Design

Ugo Gentilini then provided a summary of the approach and learning in Pakistan when the appropriateness of cash as a response for the recent flood emergencies was explored.

Ugo first provided some information to participants on the context in Pakistan, including the fact that Pakistan already had experience with cash & vouchers and that there was a highly competitive cash environment (e.g. GoP social protection system, UNDP, WB, DFID, EC, NGOs). Ugo also noted that assessments needed to be updated to inform the modality choice, as infrastructure had been destroyed during the emergency and there were security concerns.

Market assessment activities at a provincial district level were conducted, including analyzing how quickly markets were coming back. A further comparative analysis was then conducted for the top performing districts (according to performance of the market and availability of financial

institutions), as well as fieldwork to validate the secondary data findings re: markets, traders, and beneficiaries.

Ugo underlined that the main dilemma faced by the country office was to try to combine rigorous assessment and analysis with a rapid answer on programme design. In the end it took the country office 2 ½ months starting from the time assessment activities, until the first distribution occurred.

Ugo further noted that the ex-ante analysis conducted by country office staff was critical for planning the approach (in this case sequential); determining the transfer value (the market value of the food ration was used to set the transfer size); and for developing monitoring and contingency plans (prices of 6 main commodities and household expenditures were monitored to inform programmatic actions during implementation).

In closing, Ugo provided a few insights on issues to consider upfront when conducting assessments and analysis to inform transfer modality choices:

### Setting objectives

- Evidence gap: reconciling cash and high-quality food-based nutrition

### Institutional features relevant for similar contexts

- Process to lead Inter-Cluster on cash/vouchers
- NGO consortiums challenging WFP's comparative advantages

### Options to streamline the process

- Regularly review/verify registration information in 'good' times
- Embed analysis (financial infrastructure) into broader program assessment
- Engage from the start, not from when conditions improve (efficiency gains in the order of 2-3 months; smoother linkages to early recovery)
- Parallel monitoring of markets for 2<sup>nd</sup> generation cash in high-potential areas
- Document why & how you do it (step-by-step) for the benefit other country offices / programme staff

### Participant Discussion

Following the above noted series of presentations, the floor was opened for participant questions and comments. The main issues discussed included:

- Rationale for introducing more comprehensive market analysis in 2005 and key aspects analysis should address, including;
  - Response capacity of the market, price outlook, and seasonality aspects
  - Indications on risk, to avoid undermining the market
  - Household survey to take into account beneficiary preferences
  - Market assessment should be done for general project design (not just to do cash and vouchers), and programme staff should make the case for whichever modality is selected
  - Importance of assessing how markets are expected to behave with planned intervention, not just how they are behaving before intervention;
- Caution against over generalizing (e.g. markets are integrated, therefore give cash);
- The need to keep project objectives in mind when setting the transfer value;
- The complexities of targeting, combined with setting the value of the transfer;
- The challenges in adjusting the cash or voucher value, according to changes in market prices during programme implementation (may need to combine considerations of wage levels and food basket given both have volatility);
- The observation that cash can often be more costly, when there are not economies of scale, therefore, cost efficiencies are greatest when there is a high value food basket; and

- The need for further guidance on selecting cash OR vouchers, given that most market tools lead to a decision of food OR cash/vouchers, without focusing on cash vs. voucher decisions.

### Experience Sharing

Following the presentations and discussion on choosing appropriate transfer modalities, participants had the opportunity to discuss related issues in more depth in working groups. Each working group was asked to explore the following questions:

1. What are the key elements that should be considered to assess the comparative advantage of food vs. cash vs. vouchers and why?
2. What difficulties have you faced in making this comparative analysis?

The collective results from the working group discussions are summarized below:

## KEY ELEMENTS

### Broad Contextual Factors

- Cause for food insecurity (access, utilization, availability)
- Internal Environment (WFP / partner capacity; cost-efficiency; impact of existing operations; time /speed / scale)
- External Environment (Government Policy, Situation Analysis, Infrastructure, Security, Markets)
- Beneficiary preference, cultural issues
- Donor preferences

### Design Fundamentals

- Determining objectives of the programme
- Cost effectiveness and potential for 2<sup>nd</sup> level impact
- Integrating nutritional aspect
- Seasonal aspects, livelihood aspects, policy aspects
- Incorporate what's working or not in current response & considering that re: future new modalities or combination of modalities
- Reviewing local production opportunities
- Reviewing what others are doing and links to existing safety nets
- Risk assessment / risk analysis
- Assessing speed of intervention required
- Sustainability and handover objectives

### Implementation Feasibility

- Market feasibility analysis -- determining how well markets are functioning and projecting anticipated effect of giving large injections of cash or food
- Capacity of service providers (including infrastructure required to support modality)
- Security
- Protection (e.g. gender based violence)
- Assessing potential for fraud, corruption
- Assessing replicability and scalability of desired intervention

## DIFFICULTIES

### Analytical Capacity

- Staff and skills to undertake analysis
- Working out cost efficiency
- Working out the cost effectiveness – in particular demonstrating additional benefits, if preferred modality costs more
- Quality of assessment to inform choice
- Integrating food security analysis at the very beginning along with analysis of the financial infrastructure
- Setting the transfer value (fair parity between food value and cash value on programmes distributing both); including handing over and capacity building aspects
- Time – rigor vs. humanitarian action -- in particular given level and sequencing of analysis

### Mandate & Guidance

- Mandate – how to ensure we don't 'extend' the WFP mandate with cash and voucher interventions
- Inadequate amount of normative guidance within the organization
- Normative guidance on specifically how to cross-compare different projects (alpha value re-visited)
- Require more documented best practices to be made available to country offices

### External Factors

- Donor and government preferences – link to availability of resources

### DIFFICULTIES

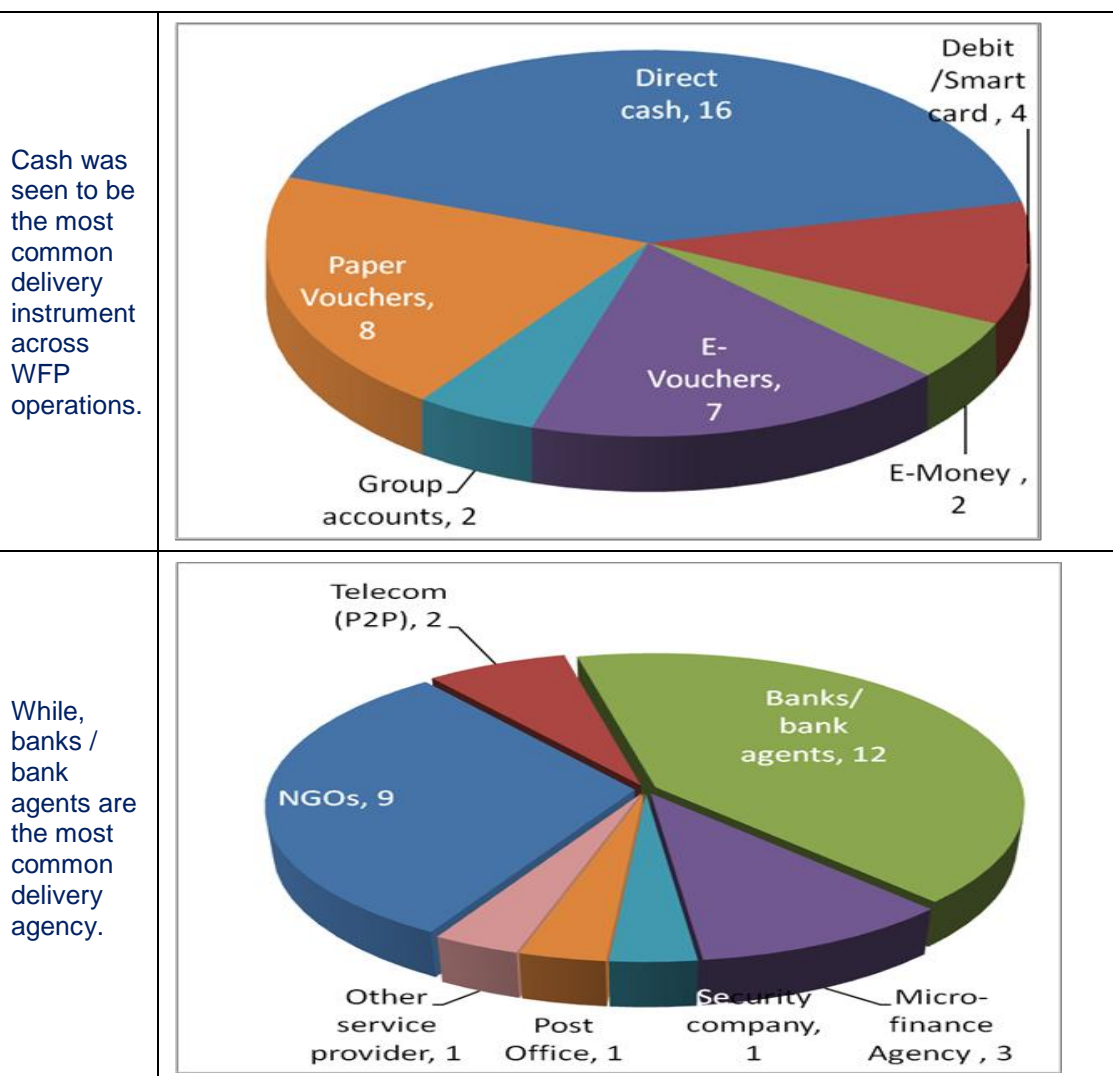
- Political interference
- Managing the competitive environment
- Donor acceptance and pressure for one modality over another

### Designing How To Deliver The Transfer

Levan Tchatchua was invited to present to participants a consolidation of WFP's learning to date on how to deliver cash and voucher transfers. He opened his presentation by underlining the importance of three key factors when designing how to deliver the transfer:

1. The context;
2. The duration of the operation; and
3. The infrastructure available.

To provide some foundational knowledge before discussing lessons learned and insights, Levan began by reviewing the characteristics of cash and voucher transfers across the WFP portfolio.



He then provided a summary of the advantages and disadvantages of delivery through banks, MFI / remittance agencies, and when using IT technologies (see table below).

CHANNEL	ADVANTAGES	DISADVANTAGES
<b>Banks</b>	<ul style="list-style-type: none"> <li>Know how to handle money</li> <li>Good system of safety and checks</li> <li>Regulated by appropriate laws</li> <li>Takes the risk for losses</li> <li>Timely reporting (may be even live)</li> <li>May agree to pay in advance</li> <li>Reduces risk of corruption, money diversion</li> </ul>	<ul style="list-style-type: none"> <li>Limited geographic coverage (mostly urban)</li> <li>Exclusion of beneficiaries without ID (for accounts only)</li> <li>Reluctant if profits are not lucrative enough (duration and transfer size)</li> <li>May take up to 1-2 months to establish partnership</li> </ul>
<b>MFI / Remittance Agencies</b>	<ul style="list-style-type: none"> <li>Presence in rural areas</li> <li>Experience in money transfers</li> <li>Transfer delivered on site</li> <li>Flexible schedules</li> <li>May operate in unsafe areas</li> <li>Take some risk for losses</li> <li>Fast to engage and operate (0.5-1 month)</li> </ul>	<ul style="list-style-type: none"> <li>Regional /District presence</li> <li>Several agencies may need to be contracted</li> <li>Transaction cost may be high</li> <li>May face liquidity problems (fund advance always required)</li> <li>Requires close monitoring</li> <li>Beneficiary - Agency relationship can be affected</li> <li>Slow reporting (delays in subsequent transfers)</li> </ul>
<b>IT Technologies</b>	<ul style="list-style-type: none"> <li>Instant and safe (ICT) transfers</li> <li>Reduces errors and fraud</li> <li>Reduces cost</li> <li>May be easy to scale up once the system established (ICT)</li> <li>Live transaction reports</li> <li>System may be used for information dissemination/ process monitoring</li> </ul>	<ul style="list-style-type: none"> <li>Infrastructure may not be available everywhere</li> <li>Regulatory restrictions (money)</li> <li>Recipients or shops (e-voucher) may not be familiar with the system (P2P - education)</li> <li>Requires investment</li> <li>May take up to 6 months to establish the system</li> </ul>

Levan outlined that the most significant challenges when it comes to designing cash and voucher programmes are:

- How to choose the delivery mechanism that is **reliable, efficient, accountable** and takes into account current and future needs; and
- How much to invest in capacity and infrastructure.

He offered some reflections on the key considerations that are critical for successfully delivering a cash or voucher transfer, as well as the key features that a transfer mechanism should have:

Key Considerations	Key Features
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<ul style="list-style-type: none"> <li>• Objectives (life-saving or protracted)</li> <li>• Duration of intervention</li> <li>• Transfer size and frequency</li> <li>• Context (urban vs. rural)</li> <li>• Legal and regulatory environment (for example collecting personal data)</li> <li>• Financial infrastructure</li> <li>• Technical infrastructure</li> <li>• Speed and time</li> </ul>	<ul style="list-style-type: none"> <li>• Reliability (capacity, efficiency)</li> <li>• Accountability (finance)</li> <li>• Security (system, beneficiaries, staff)</li> <li>• Scalability (can it be expanded)</li> <li>• Familiarity (understanding/training)</li> <li>• Compatibility (UNHCR; IOM; WFP systems)</li> <li>• Cost Efficiency</li> </ul>
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To complete the overview provided by Levan, participants from four countries – Syria, Mozambique, Zambia and Bangladesh -- were asked to provide brief descriptions of their current transfer mechanisms. These are summarized in the table below:

<b>Syria</b>	<ul style="list-style-type: none"> <li>• Distributing food through SMS entitlements;</li> <li>• CO development of software (located in WFP office)</li> <li>• Using points of sale in government shops</li> <li>• UNHCR provides list of beneficiaries</li> <li>• SMS sent by WFP on basis of household composition, household may then go to any selected shop</li> <li>• Cashier transaction sent back to WFP, and balance sent to household via SMS</li> <li>• No cash exchange with beneficiaries, cash movement at the end of the cycle between WFP and shops, on the basis of a receipts of database</li> </ul>
<b>Mozambique</b>	<ul style="list-style-type: none"> <li>• Debit card system implemented</li> <li>• Incorporates a monitoring system provided by the bank, which is a natural element of any debit card system</li> <li>• Only the shops that contract with WFP are where the cards can be used</li> <li>• Stigma issues for HIV beneficiaries eliminated by reducing logo size on card, making card resemble a regular debit card</li> <li>• No ICT involvement as it is a debit card system with ICT already in place</li> </ul>
<b>Zambia</b>	<ul style="list-style-type: none"> <li>• Commodity based e-voucher</li> <li>• ~70% of adults have access to cell phone</li> <li>• Financial institutions and ATM access reduced</li> <li>• Population was familiar with scratch top-up cards</li> <li>• Half the country lives 1 hour from bank, but 83 % live within an hour from a grocery shop</li> <li>• Online tracking system for WFP</li> </ul>



### Bangladesh

- CFW with group accounts
- System is based on strong collaboration with NGOs
- WFP funnels cash through NGOs to beneficiaries
- Running a pilot with three modalities
- Challenges as delays with payments, due to internal delays, and delays in country by banks
- Monitoring very high: monitors on distribution sites, as well as post distribution monitoring

Participant discussions followed where the following issues were raised:

- Importance of ensuring that mechanisms such as e-vouchers don't exclude the most vulnerable (Syria example where 97% have mobile access and the limited cost to provide free SIM cards to other 3% of beneficiaries was cited; as well as Mozambique example of providing training on use of mechanism);
- That WFP as an organization must commit to have the mechanisms in place to be able to keep up with advances in technology and security, and to ensure system compatibility as cash and voucher goes to scale (the opportunity to share source code across COs was raised);
- The potential benefit that this extended use of technology, would free up resources for programme officers to invest time in the activities they must carry out (e.g. monitoring the use of the cash and beneficiary behaviours, as the e-system is often only tracking cash movements from WFP to beneficiary)
- How costs may vary depending on the financial partner selected (e.g. in some countries microfinance institutions have huge potential and are more developed than banks, however monitoring costs need to be better understood);
- Given the heavy technology investments involved, how can WFP best collaborate with other agencies to avoid mismatch and/or duplication of systems; and
- The need to understand and develop appropriate internal control mechanisms.

### Early Results from Cash and Voucher Transfers

Nicolas Bidault (Programme) and Susanna Sandstrom (Policy) were invited to share insights with participants on the early results and lessons learned that WFP is generating from programming to date in cash and vouchers. Nicolas provided an overview of key monitoring issues and considerations related to cash and voucher modalities; whereas Susanna reviewed highlights of some of the evaluations conducted as part of the Track Two 'Spanish pilots'.

Nicolas began by referencing the different levels of monitoring, noting that the organization's Strategic Results Framework output indicators for cash and vouchers were not yet clearly defined, however, that the outcome indicators remain the same across all modalities as they are tied to the objectives the intervention aims to achieve.

He further underlined that if cash was the decision during programme design, that the M&E process should be answering the question: was it the best choice at the time of programme design and is it still the best choice for WFP beneficiaries going forward.

He then highlighted a number of the key information needs for cash and vouchers monitoring, including:

- Monitoring key context indicators;



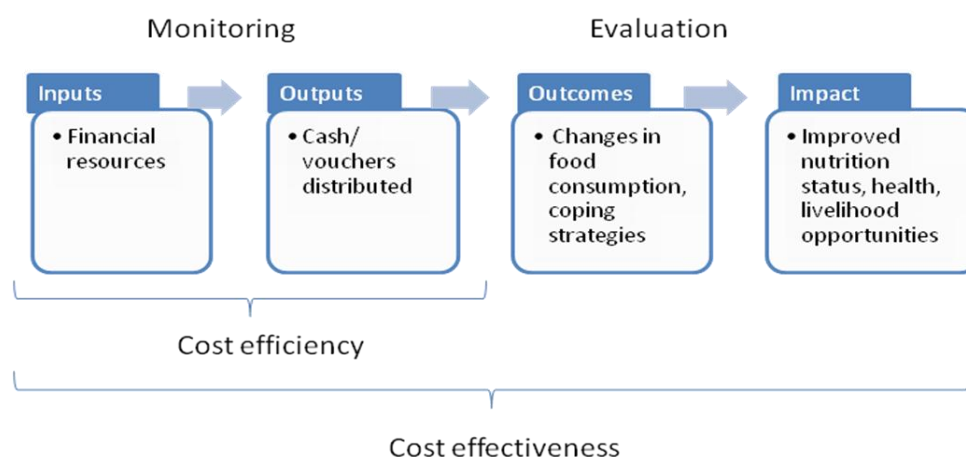
- Process monitoring (ensuring real time quality checks of distribution and post-distribution; physical verification of beneficiaries, shops, financial institutions, etc.; and the development of any necessary action plans for follow-up);
- Output monitoring (provision, utilization and coverage of interventions); and
- Outcomes monitoring (the same for all modalities, reliant on quality baseline data and follow-up comparisons)

Nicolas further highlighted a number of investments that are required for cash and voucher monitoring and evaluation, including: indicators (data gap analysis), clear data sources and baselines (to be able to compare over time), data management (data flow, analysis, databases), consistent data quality assurance, adequate staff with the capacity to conduct monitoring and evaluation activities, and systematic evaluations (self-evaluation and impact evaluation).

Going forward a number of key areas of focus were noted, that should enhance WFP's ability to monitor results for cash and vouchers:

- Definition of a minimum set of indicators;
- The corporate M&E systems under development (ODJ and COMET);
- M&E system assessment tools;
- Capacity building: people with different skills are needed;
- M&E budget to be included in activity budget, with a budget dedicated to evaluation; and
- Ability to reflect transfer choice accurately (e.g. resolve blue book / SPR problem where cash is defined as an activity type; include specific cash and vouchers output indicators in the Strategic Results Framework).

Susanna Sandstrom then initiated her presentation by clarifying the concepts of monitoring and evaluation and how they relate to cost efficiency and cost effectiveness (see figure below). She also informed participants that her comments would focus on outcome and impact level learning to date.



Susanna noted that at outcome and impact levels, WFP is interested in looking at cash and voucher effects at the household level, within markets, as well as regarding labour and production. WFP's experience to date is that some of the organization's basic assumptions about cash and vouchers (see tables below) might or might not be validated, as there are very different results emerging by context.

Pros		Cons	
Cash	Vouchers	Cash	Vouchers
Cost-efficient		Decrease decision making power of women	
	Provide choice	May compromise food security and nutrition objectives	
	Strengthen local markets	Eroded by inflation (unless commodity voucher)	
	Increase in dignity		

Susanna then provided an overview of the four countries for which insights would be shared (see table below):

Sri Lanka cash pilot 2005	Bangladesh – four interventions	Malawi cash & food for livelihoods pilot 2008	Afghanistan voucher pilot 2009-2010
<ul style="list-style-type: none"> <li>Part of EMOP, started 11 months after the tsunami</li> <li>Random selection of beneficiaries to food and cash</li> <li>Study undertaken by IFPRI</li> </ul>	<ul style="list-style-type: none"> <li>Purposive selection into the programmes</li> <li>Study undertaken by IFPRI</li> </ul>	<ul style="list-style-type: none"> <li>Part of a PRRO</li> <li>Random selection of beneficiaries to food, cash or mix</li> <li>Study design and data collection undertaken by IFPRI</li> <li>Analyses made by CO</li> </ul>	<ul style="list-style-type: none"> <li>Part of a PRRO</li> <li>Only voucher beneficiaries part of the study</li> <li>Evaluation undertaken by CO</li> </ul>

Some of the learnings highlighted during the presentation included:

### Dietary Diversity

- With full freedom to use vouchers on any food item, on average households purchases 3 different items and used 50% of the voucher value on the main staple wheat flour [Afghanistan]
- No evidence of increased dietary diversity / nutritional impact pre vs. post pilot, however, significant change in coping strategy index (reduced from 12 pre-pilot to 2 post-pilot) [Afghanistan]

### Cash vs. Food Effects

- Compared to food receiving households, cash receiving ones:
  - reduced consumption on basic staples;
  - showed increased diet diversification;
  - did not spend more on alcohol; and
  - spent more on non-food expenditures, especially on clothing;
 suggesting that cash effects are stronger for the poorest households [Sri Lanka];

### Preferences

- Preferences for transfer type varied more by access to markets than by gender [Sri Lanka]

- Men and women unanimously preferred vouchers to food [Afghanistan]
- Most beneficiaries preferred the transfer type that they actually received [Bangladesh]

### Use of Transfers

- Women in cash households report more control than women in food households [Sri Lanka]...
- ... and family members benefitted equally or more from cash transfers [Sri Lanka, Bangladesh]
- Food consumption was more diversified when women had control [Sri Lanka]

### Women's Empowerment

- Cash for work transfers had a positive impact on women's decision making within the household, but worsened sometimes in the community since it is not considered appropriate for women to engage in manual labour [Bangladesh]

The floor was opened for participant comments and contributions in response to the two presentations on early results in cash and vouchers. The following issues were raised during the discussions:

- How to ensure that any income effects are somehow linked to the benefit of accessing food;
  - Uganda experience was shared where transfer value is fixed based on income, therefore, they are looking at income effects of transfer value, without an explicit link to a food ration
  - The question of how to capture effects on markets was also explored
- A desire to see early results of the cost efficiency of different forms of technologies was expressed;
- Experience regarding changes in food quality with use of vouchers was shared:
  - OPT experience where there is a check on quality and satisfaction of beneficiaries by WFP and safety is monitored by the government.
  - Syria experience where responsibility is transmitted to the Implementing Partner (government shops) and linked to chosen brands. Volunteers in shops also monitor expiry dates on commodities.
- The need for continued discipline on the mandate question, and to be clear on what we want to achieve and what we are able to measure;
- The challenge in measuring secondary effects of cash and voucher interventions was noted; and
- The need to revisit WFP's monitoring and evaluation systems as a whole was reiterated, in particular given it was felt that WFP is currently in a period where donors are willing to fund cash and voucher programmes, however, in 2-3 years they will expect to see clear evidence of results.

### **Experience Sharing**

Participants were provided with the opportunity to discuss the challenge of measuring the results of cash and voucher interventions in more depth by breaking into small groups. Each group was asked to discuss the following two questions:

What are the critical requirements to strengthen our monitoring systems for these two new modalities?

Additional insights based on your experience monitoring and evaluating cash and voucher interventions?

Results from the small group discussions included:

<b>Monitoring as Management Tool</b>	<ul style="list-style-type: none"> <li>• M&amp;E too often thought of as an issue of reporting (meeting donor or headquarter requests) – not often enough as a management tool</li> <li>• Convinced that by automating systems, it will free up time for programme monitors to actually track the effect of the transfers</li> <li>• Monitoring needs to be broad enough to capture context, market environment, etc. to be effective for cash and vouchers – needs to focus on managing the projects well, not reporting well – corrective actions should be fed by monitoring results</li> </ul>
<b>M&amp;E System Requirements</b>	<ul style="list-style-type: none"> <li>• First and foremost we need a good output monitoring system</li> <li>• Need to involve our partners in the process of developing monitoring systems</li> <li>• Need to ensure on the ground monitoring is strengthened</li> <li>• Need to include monitoring of retailers</li> <li>• May be useful to look back at why WFP wasn't able to establish stronger monitoring systems for food transfers, before putting monitoring systems demands on cash and vouchers (e.g. culture of accountability has not been followed through with any past approaches on M&amp;E system improvements)</li> </ul>
<b>M&amp;E Guidance &amp; Approach</b>	<ul style="list-style-type: none"> <li>• May be value in greater integration between VAM and M&amp;E</li> <li>• Need to clarify M&amp;E guidance in the cash and vouchers manual going forward</li> <li>• Processes need to be streamlined</li> </ul>
<b>Technical Issues</b>	<ul style="list-style-type: none"> <li>• Better targeting approaches and systems are required</li> <li>• WFP puts a heavy weight on the Food Consumption Score, will need to measure effectiveness on a wider range of outcome indicators for cash and vouchers</li> <li>• When working on Livelihoods, portion of transfer directed towards other areas, not just food – how best to measure</li> </ul>
<b>Risk Management</b>	<ul style="list-style-type: none"> <li>• Lot of additional risk associated with the use of cash and vouchers, as well as loss of control – can't lose sight of field monitor roles – must determine how to strengthen risk management approaches</li> </ul>

### Optimizing Collaboration and Learning with External Partners

For the final workshop session, several of WFP's external partners participating in the workshop were asked to provide highlights regarding their own cash and vouchers activities as well as reflections on the workshop discussions.



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In addition, presenters were specifically asked to provide comments on how they felt they could contribute to WFP's cash and voucher development in the future; as well as the types of contributions they would be looking to WFP to make going forward. Selvi Vikan from the Cash and Learning Partnership (NRC), Junus David from World Vision International, as well as Megan McGlincy from Catholic Relief Services presented.

The various contributions highlighted by each participant to enhance and optimize collaboration between WFP and its external partners are noted in the table below:

EXTERNAL PARTNERS	PARTNER CONTRIBUTIONS TO WFP	WFP CONTRIBUTIONS TO PARTNERS
<b>Cash and Learning Partnership (CaLP)</b>	<ul style="list-style-type: none"> <li>13 Global cash and voucher trainings in 2011 (supported by ECHO)</li> <li>4 major pieces of research on cash and vouchers planned, with opportunities for WFP to influence topics and/or participate in research</li> <li>Advocacy to enhance awareness on cash and voucher modalities and appropriate implementation</li> <li>Capacity building across humanitarian sector, including 5 cash focal points in Kenya, Philippines, Pakistan, Niger and Zimbabwe</li> </ul>	<ul style="list-style-type: none"> <li>Stimulate greater UN involvement in CaLP research on cash and vouchers and /or membership in CaLP</li> <li>Participation in CaLP trainings</li> <li>Contribution to advocacy efforts to bring consideration of food assistance on par with food aid, with the appropriate analysis and evidence base to make informed decisions on both</li> <li>Collaboratively explore cash and voucher contributions to disaster preparedness in countries with recurrent shocks</li> </ul>
<b>World Vision International</b>	<ul style="list-style-type: none"> <li>Long-term presence at the community level</li> <li>Can include developmental activities to complement WFP cash and voucher programmes</li> <li>Extra resources within World Vision to complement WFP's input</li> <li>World Vision's knowledge and experience in food programmes <ul style="list-style-type: none"> <li>Logistics</li> <li>Programme</li> <li>M&amp;E</li> </ul> </li> <li>Incorporation of mobile technology during registration and distribution *LMMS (Last Miles Mobile Solution)</li> </ul>	<ul style="list-style-type: none"> <li>More cash and voucher programming when feasible</li> <li>Specific FLA format &amp; budget</li> <li>Clarify funding scope / line-items (i.e. food aid, LTSH)</li> <li>Standard reporting</li> <li>Standard M&amp;E requirement / scope</li> <li>Funding for M&amp;E</li> <li>Longer term projects to: <ul style="list-style-type: none"> <li>maximise change / impact</li> <li>reduce administration</li> <li>stimulate the local market</li> <li>increase predictability for implementing partner &amp; beneficiary</li> </ul> </li> <li>Secured funding during project timeframe (i.e. no pipeline break)</li> <li>Adequate input / resource in Cash For Work program for sustainable output</li> </ul>
<b>Catholic Relief Services</b>	<ul style="list-style-type: none"> <li>Experience in vouchers programmes at the country level (mostly seed vouchers)</li> <li>Implementation of complementary activities that allow for market based transfers</li> <li>Experience on market assessment, response analysis and M&amp;E (including indicators under development, and common database being developed across 5 NGOs)</li> </ul>	<ul style="list-style-type: none"> <li>More collaboration through the project cycle (trend is that NGOs are becoming more of a service provider, however, have much to offer in initial program design and targeting)</li> <li>Piloting and developing ICT solutions / platforms</li> <li>Joint market assessments</li> <li>Price data collection and synthesis of data</li> </ul>



### Workshop Close

Valerie Guarnieri, Al Kehler and Steven Were Omamo closed the workshop proceedings with a few final comments, including:

- The significant shift in the quality and depth of dialogue since the 1<sup>st</sup> Global Cash & Vouchers Workshop in Johannesburg and the breadth of learning WFP is generating through its 2<sup>nd</sup> generation cash and vouchers programmes;
- The recognition that today, WFP is just moving past the **Pilot** and **Evaluate** stages of the life cycle, and therefore, only beginning to enter the **Growth** stage;
- The expectation that innovation and learning on these two new modalities will continue to be driven from the field up, as well as through continued collaboration with external partners and corporate led systematic efforts such as the Spanish pilots;
- The need for WFP headquarters to balance its risk management approach to cash and vouchers, with greater emphasis on enabling country offices moving forward;
- The ability for the addition of cash and voucher modalities to stimulate an increase in the organization's level of programme discipline and increased attention to monitoring results – priorities for the Global Programme Team in 2011; and
- The need for continued programme and policy leadership, as well as joint inter-divisional contributions and accountability, to develop the Action Plan called for by the Executive Director, and to successfully scale up cash and vouchers across WFP operations.

Appendix 1 - 2<sup>nd</sup> Global Cash & Vouchers Workshop Agenda

Day One		
8:30 – 9:00	<b>Arrival &amp; Coffee</b>	
9:00 – 9:30	<b>1. Welcome &amp; Workshop Overview</b> <i>Welcome and context for the workshop, participant introductions.</i> <i>Review of workshop objectives and agenda.</i>	Valerie Guarnieri + Facilitator
9:30 – 10:30	<b>2. Cash &amp; Vouchers – A Strategic Tool to Meet Beneficiary Needs</b> <i>WFP Executive Director opens the workshop by commenting on the strategic value of WFP's cash and voucher programmes.</i> <i>Address followed by participant Q&amp;A.</i>	Josette Sheeran
10:30 – 11:30	<b>3. WFP's Current Cash &amp; Vouchers Portfolio</b> <i>Overview of WFP's planned cash and voucher projects and those currently under implementation globally.</i>  <i>Review of the critical questions and challenges arising from the portfolio over the last 12 months, followed by participant Q&amp;A.</i>	John Prout  Al Kehler & Steven Were Omamo
11:30 – 12:00	<b>COFFEE BREAK</b>	
12:00 – 13:00	<b>4. Building the Foundations for Scaling up Cash &amp; Vouchers</b> <i>Expected growth in cash and vouchers over the next five years.</i> <i>Overview of the proposed organizational approach to strategically manage cash and vouchers and the links with WFP's global programme strategy.</i>	Valerie Guarnieri + Open Plenary
13:00 – 14:15	<b>LUNCH</b>	
14:15 – 15:15	<b>5. Planning &amp; Implementing Cash &amp; Vouchers At Scale – Early Lessons</b> <i>Case Studies: Haiti and Zimbabwe.</i> <i>Zambia to open participant discussions.</i>	Bill Nall, Simon Cammelbeeck + Open Plenary
15:15 – 16:30	<b>6. Experience Sharing</b> <i>Participants share experiences in small groups, as a complement to the case studies presented.</i> <i>Consolidation of key insights generated in open plenary.</i>	Working Groups
16:30 – 17:00	<b>COFFEE BREAK</b>	
17:00 – 17:45	<b>7. Appropriateness of Implementing Cash &amp; Vouchers in Emergencies</b> <i>Participant discussion of how effectively cash and vouchers can be deployed as part of emergency response.</i>	Annalisa Conte + Open Plenary
17:45 – 18:00	<b>Day One Wrap-up</b>	Valerie Guarnieri



## Day Two

9:00 – 9:15	<b>Summary of Day One &amp; Agenda Update</b>	<b>Facilitator</b>
9:15 – 10:15	<b>8. Choosing Appropriate Transfer Modalities</b> <i>Emerging insights on assessment requirements to inform modality choices. Reflections from Nepal CO experience. New challenges emerging during the decision making process.</i>	<b>Al Kehler (Intro) + Issa Sanogo, Siemon Hollema, Ugo Gentilini</b>
10:15 – 11:30	<b>9. Experience Sharing</b> <i>Participants exchange experiences in small groups. Consolidation of key insights generated in open plenary.</i>	<b>Working Groups + Open Plenary Playback</b>
11:30 – 12:00	<b>COFFEE BREAK</b>	
12:00 – 13:00	<b>10. Designing How To Deliver The Transfer</b> <i>Review of the key components that are critical for successfully delivering a cash or voucher transfer (e.g. procurement of financial or food services, the use of information technology, identification of and collaboration with implementing partners).</i>  <i>Select COs to initiate participant discussion.</i>	<b>Levan Tchatchua + Open Plenary</b>  <i>(Bangladesh , Mozambique, Syria, Zambia)</i>
13:00 – 14:15	<b>LUNCH</b>	
14:15 – 15:15	<b>11. Early Results from Cash &amp; Voucher Transfers</b> <i>Reflections on the implications for WFP's monitoring and evaluation requirements for cash and vouchers as a whole. Exploration of the early results being generated by cash and voucher programmes, and specific areas of learning WFP will be looking at going forward.</i>	<b>Al Kehler (Intro) + Nicolas Bidault Susanna Sandstrom</b>
15:15 – 16:15	<b>12. Experience Sharing</b> <i>Participant identification of the critical challenges and key successes encountered to date, monitoring and evaluating cash and voucher interventions.</i>	<b>Small Group Brainstorm + Playback in Open Plenary</b>
16:15 – 16:45	<b>COFFEE BREAK</b>	
16:45 – 17:45	<b>13. Optimizing Collaboration &amp; Learning with External Partners</b> <i>Presentation on CaLP and presentation of NGO perspectives and experience with cash and vouchers.</i> <i>Participant discussion on ways to optimize collaboration and learning with NGO counterparts.</i>	<b>Selvi Vikan (CaLP) Junus David (World Vision) Megan McGlency (CRS)</b>
17:45 – 18:00	<b>Workshop Close</b>	<b>Valerie Guarnieri</b>

## Appendix 2 – 2<sup>nd</sup> Global Cash & Vouchers Workshop Participants

NGO	Name	Function
NRC	Selvi Vikan	Food Security Advisor/CaLP Representative
CRS	Megan McGlinchy	Markets and Urban Food Security Advisor
WVI	Junus David	Program Development Advisor

ODB	Name	Function
ODB	Gerald Daly	Senior Regional Programme Advisor
ODB	Kader Diallo	Cash& Voucher Focal Point
Bangladesh	Rezaul Karim	Head of Programme
Nepal	Francesca Majorano	Programme Officer
Pakistan	Dominique Frankefort	Deputy Country Director

ODC	Name	Function
ODC	Magdalena Moshi	Regional Programme Advisor
ODC	Paul von Kittlitz	Cash& Voucher Focal Point
OPT	Caterina Galluzzi	Head of OPT-WB Operations and Food Voucher Project
Syria	Silvana Giuffrida	Deputy Country Director

ODD	Name	Function
ODD	Patrizia Papinutti	Reg. RBM/M&E Advisor Cash and Voucher focal point
ODD	Naouar Labidi	Regional VAM Advisor
Burkina Faso	Annalisa Conte	Country Director
Niger	Gianluca Ferrera	Deputy Country Director
Senegal	Pascale Crapouse	Deputy Country Director

ODJ	Name	Function
ODJ	Charles Inwani	Cash& Voucher Focal Point
ODJ	Jacqueline Flentge	M&E Advisor
ODJ Kampala	Mads Lofvall	Sr Regional Prog Advisor, Cash& Voucher Focal Point
ODJ	Eric Kenefick	Regional VAM Officer
Kenya	Cheryl Harrison	Programme Officer
Mozambique	Kaori Ura	Programme Officer
Uganda	Jimi Richardson	Programme Officer C&V
Zambia	Calum McGregor	Programme Officer
Zimbabwe	Simon Cammelbeeck	Deputy Country Director
DRC	Peter Transburg	Programme Officer

ODP	Name	Function
ODP	Jaime Vallauré	Deputy Regional Director
ODP	Margaretha Barkhof	Regional VAM Advisor
Ecuador	Nelson Ortega	Head of Operations
Haiti	William Nall	Programme Officer

ODS	Name	Function
ODS	Mahadevan Ramachadran	Regional Programme Advisor
ODS	Hazem ALMAHDY	VAM Officer
ODS	Selamawit OGBACHRISTOS	Programme Officer

HQ Programme and Policy Units	Name	Function
OD	Torben Due	Director of Operations
ODX	Valerie Guarnieri	Director
ODXP	Al Kehler	Chief
ODXP	John Prout	Senior Programme Advisor C&V
ODXP	Levan Tchatchua	Programme Officer C&V
ODXP	Nicolas Bidault	M&E Consultant
ODXP	Volli Carucci	Programme Advisor
ODXP	Edith Heines	Programme Advisor MCH
ODXP	Ilaria Dettori	Chief School Feeding
ODXP	Paul Turnbull	Senior Programme Coordinator, Project Cycle
ODXP	Jaqueline Frize	Consultant RAP
PSF	Steven Were Omamo	Chief
PSF	Ugo Gentilini	Policy Officer
PSF	Susanna Sandstrom	Policy Officer
ODXF	Joyce Luma	Chief
ODXF	Valerie Ceylon	Programme Advisor
ODXF	Siemon Hollema	Senior Programme Advisor
ODXF	Issa Sanogo	Programme Advisor



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HQ Other Units	Name	Function
RMFT	Robert Vanderzee	Chief
RMFFG	Afewerki Yehualashet	Finance Officer
ODPG	Andrew Lukach	Chief
ODIP	Martin Faucher	IT Officer
ODLT	Chris Nikoi	Chief
CP	Nancy Roman	Director

<b>Facilitation</b>	Gillian Anderson	Strategy & Performance Consultant
<b>WS Support/Coordination</b>	Andrée Turpel	Programme Officer C&V
	Carlos Centeno	Programme Officer/Fellow