



HAÏTI

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Country mapping – large scale cash transfers for COVID-19 response

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Key terminology (CaLP glossary of terms)

Cash and Voucher Assistance (CVA) (key term)

CVA refers to all programs where cash transfers or vouchers for goods or services are directly provided to recipients. In the context of humanitarian assistance, the term is used to refer to the provision of cash transfers or vouchers given to individuals, household, or community recipients, not to governments or other state actors. This excludes remittances and microfinance in humanitarian interventions (although microfinance and money transfer institutions may be used for the actual delivery of cash). The terms 'cash' or 'cash assistance' should be used when referring specifically to cash transfers only (i.e. 'cash' or 'cash assistance' should not be used to mean 'cash and voucher assistance'). This term has several synonyms, but Cash and Voucher Assistance is the recommended term

Safety Nets (SN) or Social Safety Nets (SNN)

Safety nets target the poor or vulnerable and consist of non-contributory transfers, such as in-kind food, cash or vouchers. They can be provided conditionally or unconditionally. Safety nets are a sub-set of broader social protection systems.

Social Assistance/Social Assistance Transfers

Repeated, unconditional, predictable transfers of cash, goods or services provided on a long-term basis to vulnerable or destitute households or specific individuals (e.g. the elderly, pregnant women), with the aim of allowing them to meet basic needs or build assets to protect themselves and increase resilience against shocks and vulnerable periods of the life cycle. Usually refers to government assistance provided in cash, but can also refer to in-kind assistance.

Social Protection

Actions carried out by the state or privately, to address risk, vulnerability, and chronic poverty. Social protection refers to comprehensive systems including safety nets, social assistance, labour market policies, social insurance options (e.g. contributory pensions, health insurance), and basic social services (e.g. in education, health, and nutrition).

List of abbreviations

AGD	Age, Gender and Disability (approach)
CaLP	Cash Learning Partnership
CBTWG	Cash Based Transfers Working Group (for Haiti)
CDA	Common Donor Approach
CNSA	Coordination Nationale de la Sécurité Alimentaire
CVA	Cash and Voucher Assistance
CWG	Cash Working Group (standard)
ERC	Emergency Relief Coordinator
HCT	Humanitarian Country Team
(I)NGO	(International) Non-Governmental Organisations
FAES	Fond d'Assistance Economique et Sociale
ILO	International Labour Organisation
IPC	Integrated Food Security Phase Classification
KII	Key Informant Interview
MAST	Ministère des Affaires Sociales et du Travail
MEB	Minimum Expenditure Basket
MUCT	Multiple Use Cash Transfers
NVI	National Vulnerability Index
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PNPPS	Politique Nationale de Protection et de Promotion Sociales
PSP	Payment Service Provider
SIMAST	Système Informatique du MAST
SSN	Social Safety Nets
TSPS	Table Sectorielle de Protection Sociale / Social Protection Sectoral Table
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
4W	Who is doing What, Where and When

Executive summary

Background: as COVID-19 impacts on health, livelihoods, and wellbeing of all people around the world, the UN Under Secretary General - Emergency Relief Coordinator called on international community for a recovery package of USD90Bn necessary to support 700 million extremely vulnerable people around the world. In light of the inherent benefits of using cash assistance in the response to COVID-19, there is a potential for a large proportion of this aid to be delivered through such assistance.

Purpose and objectives: this is a rapid country review aiming to identify the best ways to fast-delivery of these cash transfers by (i) prioritising reasonably actionable measures to channel the available aid towards the most in need, and (ii) identifying a better modus operandi for an articulated humanitarian and development action to support such measures.

Methodology: is based on extensive desk review, consultations with relevant groups of stakeholders from government (MAST), humanitarian coordination, World Bank, donors, UN agencies, (I)NGOs, and Cash Working Group (CWG), and thru intensive but quite broad debriefing and review process. Main limitations are determined by the very short length of the assignment (12 days) and the ongoing dynamics in each sector, with high potential for constant reconfiguration and requiring further investigation.

Key findings and recommendations: This rapid exploratory review finds that there is significant potential to scale up cash assistance to those in need in the context of Haiti. Cash assistance currently delivered through humanitarian channels reaches about 10% of the people in need (PiN) identified by the Humanitarian Response Plan (HRP) updated for 2020 whereas the cash assistance delivered through social protection mechanisms (SSN) reaches 15% of the estimated in need following the COVID-19 impact.

It is important to specify that COVID-19 pandemic overlapped with a fragile political, economic, and social context, and significant part of the operations, both humanitarian and social protection, rely on rough estimates. For instance, the national registry system SIMAST covers only 20% of the population, not necessarily in need, and based on a complex index of vulnerability indicators it planned to reach with a World Bank Emergency COVID-19 cash transfers operation about 11% of them. The COVID-19 pandemic determined an increase in number of PiN both in humanitarian area - 11%, and in the total population - an estimated 55% of the total population requiring contextual short term aid.

In the immediate term, there is high potential for significant scale-up, depending on both the additional funding available and some adjustments the local stakeholders should bring at operational level. From the humanitarian perspective, there is a potential to reach with cash transfers an additional 4.5M people in need, out of which 80% are in IPC3 and 4, as per the HRP estimates, whereas through the SSN system there are prospects of providing COVID-19 tailored cash assistance to additional 1,3M households, which, at an average of six persons per household would equvalate 7.8M persons in need.

Such efforts could be enabled through the implementation of some short-term operational adjustments, requiring actions at three levels:

1. *Ensure appropriate targeting and effectively reach those in need, by a joint CWG and the World Bank effort supporting MAST to revise vulnerability index for humanitarian and social protection sectors. Resources are available for this action*
2. *Better link humanitarian and social protection cash assistance, with OCHA, MAST and the World Bank to coordinate the process while the CWG and the Coordination table (TSPS) of MAST to provide technical support. Resources are available for this action.*
3. *Guarantee proper reach of humanitarian cash assistance, with the CWG, based on the above points, to advocate for funds and donors to provide financial support. Resources are partially available for this action.*

In the medium term, there is potential to continue strengthening both mechanisms internally and cross-sectorally, while advancing to reach more PiN not reached in the short term. Depending on the resources allocated, the country could be able to advance towards more comprehensive humanitarian and SSN coverage, while several structural adjustments would need to be operated too. In this phase it is estimated that more PiN who are currently invisible to either of the systems could also be reach with cash transfers. Particularly those living in remote areas, mainly rural, and not being attended by neither humanitarian programmes nor by SSN. The current data availability and an out-of-date census does not allow for further calculations, but this fragile population should be among the 38% of Haitian in IPC3 and 4. Such efforts rely on some medium term possible operational adjustments, requiring actions at three levels:

4. *Achieve consolidated lists of beneficiaries in and between the sectors, with the CWG (under the overall leadership of the HC and HCT) and TSPS to coordinate the process within and between humanitarian and social protection sectors and all other stakeholders to be involved. Resources are available for this action.*
5. *Reaching those who fall in-between the systems and fill-in the gaps, with CWG (under the overall leadership of the HC and HCT) and TSPS to coordinate the process. Resources are necessary for this action.*
6. *Coordinate and management for scale-up (including at longer term), with all stakeholders to be involved, and a local-based decision to be taken regarding the stakeholder(s) to take the leading / coordination role. Resources are available for this action.*

In the longer term, both mechanisms could continue to not only be strengthened internally and cross-sectorally but could work together in a more consolidated manner, with the aim of complementing each other and envisioning a strategy for a potentially sustained Government-led response to those in need. This would require:

7. *Expanding the social transfers to all in need, with MAST and the World Bank who would coordinate and implement the process, supported by relevant UN agencies and NGOs. Resources are partially available for this action.*
8. *Developing and articulating the payment channels and infrastructure, with MAST and other government actors working together with the Donors as means to solidly coordinate the process and closely involving the Payment Service Providers. Resources are necessary for this action.*

NB: the information reflected in the executive summary is structured in a synthetic manner allowing to easily access essential information whereas the report provides wealth of additional details, including on how to achieve each of the suggested recommendations.

The report also provides a summary of provisioned action points as a table, in section 4.2, which would constitute the basis of an operational plan to be developed by each country relying on a coordinated and effective system of responsibilities and accountability and based on solid information management systems. This will also require specific additional resources and strategic decision taken based on standard operationalisation processes

I. Introduction

This first chapter introduces the assignment by presenting the rationale and objectives, setting out the background and outlining the methodology followed. The structure of the report is also presented as means to facilitate an easy access to the most relevant part of the report and set-up the framework of expectations from this rapid exploratory analysis.

I.1. Rationale of the assignment

As COVID-19 impacts on the health, livelihoods and wellbeing of people around the world, governments and societies are faced with tremendous challenges to (i) ensure (proper) health services capacity, (ii) establish lockdown measures to reduce suffering and death, and (ii) deploy (proper) safety nets for those in lockdown or indirectly affected.

In this context the UN Under Secretary General - Emergency Relief Coordinator (ERC) called on rich country governments and International Financial Institutions (IFIs) for a \$90Bn COVID-19 recovery package targeting 700 million vulnerable people around the globe. The ERC – along with the UN Secretary General – called for much of delivery to be through cash transfers as the only way to ensure basic needs are met at scale while kick-starting economic recovery.

Therefore, the CaLP network, working with OCHA, convened a process to explore how such an economic recovery package could be delivered in the most vulnerable contexts through cash transfers, including to those out of the reach of social protection systems. In an initial paper they proposed to follow up with a detailed analysis for what response could look like – as a plan / suggested action points – on a country by country basis, recognizing that the channels, actors, and process would look quite different in every context.

Consequently, these country plans / suggested action points, at the core of this exploratory review, are to be developed by and with the key actors from each context, who have the best understanding of needs, capacities, and constraints.

I.2. Objectives, methodology and limitations

In this respect, a rapid desk review, doubled by a consultative process, was carried out in Haiti with the purpose to develop a 'plan', in close articulation with the Humanitarian Country Teams (HCT), the government and development counterparts, to reach all those under the poverty line with cash transfers. This plan includes details on potential mix of mechanisms to use in order for every adult and child under the national poverty line¹ to receive a direct cash transfer, and its design responds to the following specific research objectives:

1. Review existing measures in place, both from humanitarian and development perspectives, and identify the main gaps in reaching the most in need.
2. Propose a plan of action / suggested action points in order to channel the available aid towards the most in need, particularly the invisible ones (not seen by the systems).
3. Engage in consultations with relevant counterparts, ensure feasibility, co-opt national governments, and avoid overlapping or duplication.

¹ Including adapted thresholds in COVID-19 contexts.

The methodology adopted for this rapid review assignment includes the following elements:

- Desk review of relevant literature.
- Consultations with selected representatives from humanitarian coordination, government, donors, UN agencies, World Bank, (I)NGOs, and Cash Working Group (CWG) through Key Informant Interviews (KII).
- Debriefing and feedback with the participants to the review to present initial findings and results of the consultations and reach agreement on the final product.
- Preparation of a comprehensive report.

Literature Review

The desk review started at an early stage (beginning of July 2020) following an introductory call. An initial list of documentation was provided to the consultant. This was followed by documents shared by OCHA, CaLP and Haiti CWG and online research conducted by the consultant. A full list of the documents consulted is provided at the end of this report.

KII

Within a period of two weeks (second half of July 2020) the consultant managed to conduct seven KII with Haiti based respondents and one KII with the World Bank. A full list of stakeholders consulted, by type of stakeholder, can be found in Annex 1. The implementation schedule of the KII is presented in Annex 2. This includes the three countries in the study, namely Cameroon, Haiti, and Somalia as the interviews were carried out in parallel.

Debriefing and feedback

With the CWG support, a review/feedback process regarding the draft report was organised. Additionally, other stakeholders, such as CaLP regional advisors were also consulted. The purpose of these debriefing/feedback sessions was to double-check findings, ensure recommendations buy-in at country level and also reach strategic advice and articulation. A full list of participants in this process is presented in Annex 3.

Reporting

This report provides a rapid though quite comprehensive account of the outcome of country based plan development (desk review and consultation) including the debriefing and feedback processes through comments received on the report outline and the draft report.

Limitations

This is a rapid exploratory review, in a context where 12 days per country were allocated in order to plan, deploy, analyse, and summarise the main findings. Therefore, a limited number of stakeholders were interviewed (one per group of interest), and the desk review was carried out at a fast pace too. The consultation processes were also adapted to these constraints.

In addition, the status of operations, both in humanitarian and social protection areas, is quite uneven. This means that new emerging business models are about to be tested, while they are all requiring specific time for deployment, particularly the establishment of Social Safety Nets (SSN) programmes, Social Registry, and National Identity Papers programmes. Consequently, further investigation is required for a better understanding of their functioning and mainly of their (potential) interactions and complementarities with the ongoing humanitarian operations.

I.3. Structure of the report

Chapter 2 sets out the context for the assignment with a discussion around the impact of the pandemic, all by contextualising the approach in Haiti: country context and vulnerable groups, humanitarian intervention, status of social protection with a focus on the Social Safety Nets (SSN) programme(s), coordination mechanisms in place for cash transfers, both within the humanitarian assistance and between the systems, and key challenges for reaching the most in need, and the invisible ones, with cash transfers. Therefore, this chapter should be considered as the current status of operations, resulting from a stocktaking approach of the ongoing way of doing business.

Chapter 3 goes into the details of potential improvements in each area of interest, with in view the current implications of the COVID-19 epidemic. It provides information regarding a careful look at the population in need, with insights regarding the economic effects of the pandemic, an analysis of how to better articulate the targeting of the assistance, scenarios on potential broader and stronger cooperation between the humanitarian and development stakeholders, with a particular note on the role and positioning of the World Bank operations, followed by effective deployment of cash transfer measures to deliver results for the most in need, with suggestions on how to better reach those who might fall in-between the systems. Therefore, this chapter should be considered as the adjusted/improved status of operations, developed in an exploratory manner with the support of the key informants.

Chapter 4 proposes a summary of findings for policy and advocacy purposes, followed by a consolidated plan of action / suggested action points, build upon the key takeaways from each analytical phase of the review. This plan of action / suggested action points reflects the current needs and does not look into potential mid- and long-term measures but offers the flexibility to add further adjustments, depending on the developments in each area of interest.

2. Country context and key challenges in cash transfers

The World Bank 2020 Global Economic Prospects² forecasts both the immediate and near-term outlook for the impact of the pandemic and the long-term damage it has dealt to prospects for growth. The baseline forecast envisions a 5.2% contraction in global GDP in 2020, using market exchange rate weights – the deepest global recession in decades, expected to leave lasting scars through lower investment, an erosion of human capital through lost work and schooling, and fragmentation of global trade and supply linkages.

Poverty projections suggest that the social and economic impacts of the crisis are likely to be quite significant. Estimates show that, when compared with pre-crisis forecasts, COVID-19 could push 71 million people into extreme poverty in 2020 under the baseline scenario and 100 million under the downside scenario. The impacts on the world's most vulnerable indicate an estimated 130 million additional people facing acute food insecurity by the end of 2020, and the projections of economic fallout indicate up to half a billion people pushed into poverty.

Latin America is one of the most unequal regions³ in the world and the differential impacts of COVID-19 risk making this situation worse. The sharp drop in economic activity is expected to lift⁴ the unemployment rate from 8.1% in 2019 to 13.5% in 2020. The poverty rate is expected to rise by 7.0 percentage points in 2020, to 37.2%, while extreme poverty is expected to rise by 4.5 percentage points, from 11.0% to 15.5%, which represents an increase of 28 million people.

Regarding Haiti, the World Bank also forecasts⁵ that it is the poorest country in the Western Hemisphere, with a Gross Domestic Product (GDP) per capita of \$756 in 2019 and a Human Development Index ranking of 169 out of 189 countries in 2019. According to the Human Capital Index, a child born today in Haiti will be only 45% as productive as an adult if he/she enjoyed full education and health. The latest official poverty estimated (2012) suggested that over 6 million Haitians lived below the poverty line of US\$2.41 per day, and more than 2.5 million fell below the extreme poverty line of US\$1.12 per day.

The revised⁶ Humanitarian Response Plan (HRP) for Haiti indicates that 5.1 million people are currently in need of humanitarian assistance, representing 47% of the Haitian population. As of 19th of July, 7,100 cases of COVID-19 have been confirmed resulting in 151 deaths. The impact of the COVID-19 pandemic on health services, particularly concerning maternal health are significant. The number of prenatal consultations has decreased significantly compared to 2019, limiting as well the overall number of medical checks, including routine vaccination activities which are temporarily on hold. Food insecurity remains a substantial concern with 4.1 million people in Acute Food Insecurity⁷ IPC3 and IPC4 or 38% of the Haitian population.

² <https://www.worldbank.org/en/publication/global-economic-prospects>

³ UN 2020, Policy brief: the impact of covid-19 on Latin America and the Caribbean, July 2020

⁴ <https://www.paho.org/en/news/30-7-2020-eclac-and-paho-controlling-pandemic-requires-convergence-and-coordination-between>

⁵ <https://www.worldbank.org/en/country/haiti/overview>

⁶ <https://www.humanitarianresponse.info/en/operations/ha%C3%AFti/infographic/haiti-humanitarian-snapshot-19-july-2020-fr-en>

⁷ <http://www.ipcinfo.org/ipcinfo-website/ipc-overview-and-classification-system/ipc-acute-food-insecurity-classification/en/>

2.1. Key data about the population in need of assistance

The COVID-19 pandemic imposed a revision of the Haiti 2020 HRP by building a new humanitarian strategy⁸ regarding a context already affected by a series of shocks, combined with structural weaknesses of the country, an extremely unstable social, economic, security and political contexts, all leading to a diminished capacity of the most vulnerable people to cope with the challenges and fulfil their basic needs, most of them vital. 2019 was already marked by a political, economic, social and security crisis that determined 80% increase in humanitarian needs and had a considerable impact on humanitarian access.

The Haiti Humanitarian Needs Overview (HNO) Revision for 2020, already indicated⁹ that 4.6 million people (40% of the population) need humanitarian assistance while Haiti capacity to face the consequences of COVID-19 is extremely limited. The risks related to the epidemic should be understood in a context of huge health needs and a health system particularly weak. Before the pandemic, 2.3 million people already required humanitarian aid in health sector, including over 1 million children and 315k pregnant women.

Moreover, health and hygiene conditions remain precarious with 60% of households without access to water and soap at home, 66% not treating water prior to consumption and 26% do not have access to improved water sources (40% in rural areas). In terms of specific groups in need in this total, the analysis allowed to identify 1.6 million women, 962k men, 1.1 million girls, 1 million boys and 101k persons with disability.

The crisis prior to COVID-19 has led Haitians to leave the country, including through irregular ways, which exposes them to additional protection risks such as human trafficking. The situation¹⁰ on the Haitian Dominican border, where an average of 9k to 10k deportees and voluntary returnees have been registered per month since 2015, is also disconcerting, as most of the migrants arrive without resources or documentation, some of them sick or injured and highly vulnerable to abuse and exploitation.

2.2. Humanitarian response

The HRP for 2020 revised the number of people in need of humanitarian assistance from 4.6 million to 5.1 million, while the targeted persons increased from 2.1 million to 2.3 million. The total envelope needed to support these persons is of \$328 million out of which \$253 million was forecast for the initial HRP (77.1%) while additional \$75 million (22.9%) were requested after HRP revision, prior to COVID-19 pandemic. Following the pandemic, the plan indicated 10.9 million persons in need, with the same figure of people targeted by humanitarian response measures in the COVID-19 framework, requiring an additional \$144.4 million out of which \$105 million for COVID-19 health related interventions and \$39.4 million for COVID-19 non-health related support. This leads the total required envelope to \$472 million all combined.

⁸ <https://www.humanitarianresponse.info/en/operations/ha%C3%AFti/document/ha%C3%AFti-annexe-covid-19-plan-de-r%C3%A9ponse-humanitaire-hrp-pour-2020-mai-2020>

⁹ <https://www.humanitarianresponse.info/en/operations/ha%C3%AFti/document/haiti-aper%C3%A7u-des-besoins-humanitaires-%E2%80%93-janvier-2020>

¹⁰ <https://reliefweb.int/report/haiti/haiti-humanitarian-needs-overview-summary-revision-2020-february-2020>

In terms of numbers of persons per type of assistance needs (excepting the COVID-19 health related interventions) the top three categories include: 4.1 million persons in need of food security, 2.2 million persons in need of health assistance, and 912k persons requiring protection. The most significant increases in needs are in the areas of education +240% (from 74k to 250k), nutrition +104% (from 66k to 134k) and WASH +82% (from 770k to 1.4 million). Cholera and shelter stood steady with 145k and 516k respectively. However, the targeted persons include only 1.6 million persons receiving food security aid, 1.3 million persons receiving health assistance aid, and 295k persons receiving protection aid.

In May 2020, the Cash Working Group (CWG) for Haiti issued an update based on OCHA's 4W approach (Who is doing What, Where and When) regarding the status of cash transfers and resources availability for the current year, indicating a total of 85k households receiving cash transfers and 30 partners planning to provide cash assistance in 2020.

In the total emergency assistance, 70% represent cash and vouchers assistance whereas the remaining 30% is provided in-kind. The official food basket of CNSA – Coordination Nationale de la Sécurité Alimentaire / National Coordination of Food Security – is of USD98, the improved food basket is of USD110 whereas the rural Minimum Expenditure Basket (MEB) is of USD215. The Multiple Use Cash Transfers (MUCT) currently provided by the humanitarian actors is of an average of USD65 per transfer, and regularly three payments are provided to the household, totalling USD195.

2.3. Social protection

With the support of the World Food Programme (WFP) the Government of Haiti adopted by Decree on June 5th, 2020 the National Policy for Social Protection and Promotion (PNPPS – French acronym¹¹), establishing the overall framework for social protection in Haiti and the key role played by the Ministry of Social Affairs and Labour (MAST – French acronym).

Haiti is one of the few instances in the world where the World Bank finances WFP operations and contributes to the development of the Social Safety Net system. Moreover, regarding the World Bank support¹², Haiti also has received a \$20 million grant from the COVID-19 Fast Track Facility to help address the health emergency of the global outbreak of COVID-19. Emergency COVID-19 cash transfers (\$19 million) is also operated by WFP for around 38,000 households, as new response to the pandemic social safety net operation being currently prepared, and relying on WFP at least initially for delivery.

Regarding the PNPPS, its main objective are: (i) breaking the intergenerational cycle of poverty, (ii) creating the conditions for each person to build her/his own capacity decide and act, and (iii) creating the conditions for an effective equality among people, including gender equality.

It promotes the path towards universal coverage of social protection, and is based on four axis: (i) Child and adolescent protection, including early childhood development, (ii) Adult protection, with focus on labour protection and jobs, (iii) Health insurance, elderly, disability (iv) Shock responsive social protection.

¹¹ Le Ministère des Affaires Sociales et du Travail (MAST) de la République d'Haïti, (Avril 2020) Summary of *Politique nationale de protection et de promotion sociales* (PNPPS).

¹² As per the World Bank updated [Program Information Document](#) (PID), June 2020

The backbone to ensure an effective functioning is the Information System of the Ministry of Social Affairs and Labour (SIMAST – French acronym¹³), created in 2013 and is one of the main institutional information systems in place in Haiti. According to WFP, SIMAST is currently registering around 420k households and the Development Policy Operation (DPO) objectives signed by the Government with the World Bank aim at reaching 530k households covering 25% of the population by the end of 2021. SIMAST allows for generating various analyses and reports at geographical, household, and individual level, and databases transfers with other systems including geolocation. Further developments of the information systems envisioned by the PNPPS include: the Social Registry – people registry and accession to social protection measures for both persons covered by specific measures and persons not covered, and the Registry of Social Protection Recipients, to be interoperable with the previous one.

Although the MAST oversees the social protection measures, some social assistance programs are implemented by the FAES (Fonds d'Assistance Économique et Sociale, a Social Investment Fund Agency created in 1990), which is under the oversight of the Ministry of Finance, involving other ministries too. Other government ministries (such as the ministry of Education) also run social assistance programs. The multiplicity of agencies without clear leadership and efficient coordination results in various programs potentially overlapping, no clear targeting method across programs (and the SIMAST not being currently used in many existing programs), and in general lack of efficiency in the use of the limited funds for social protection.

2.4. Coordination mechanisms in place

The question of (better) coordination between or linking the humanitarian assistance with the social protection has been raised for some years. For instance CaLP¹⁴ highlighted in 2018 and reiterated in 2020 a set of five perceived challenges in linking cash transfers programmes to national social protection systems: (i) lack of coordination between various actors involved, (ii) humanitarian practitioners lacking expertise in social protection, (iii) social protection systems not designed to respond to crisis situations, (iv) lack of support from governments / local bodies, and (v) social protection processes and staff lack capacity to support humanitarian response. Whereas the breadth of the current rapid review didn't cover such complexity of issues, there is some evidence partially confirming such challenges (see sections 3.2 and 3.4).

In the COVID-19 context, identifying options for linking humanitarian assistance and social protection became even more important than in the past. For instance, SPACE¹⁵ helpline provides governments and their implementing partners with support in thinking through how to maintain or adapt existing systems and programmes to meet rapidly growing needs. Their paper on *Identifying practical options for linking humanitarian assistance and social protection in the COVID-19 response*¹⁶ not only provides valuable insights regarding potential strategies for linking humanitarian assistance to social protection along the delivery chain but also inspired the current review, by raising critical questions at the level of policy, programme design, and administration and implementation regarding this coordination.

¹³ Système d'Information du Ministère de Affaires Sociales et du Travail (SIMAST)

¹⁴ CaLP 2018, *The state of the World's cash report Cash transfer programming in humanitarian aid*, and similar findings confirming these challenges are also resumed in CaLP 2020, *The state of the World's cash report Cash transfer programming in humanitarian aid*.

¹⁵ SPACE is a joint initiative of DFID's Better Assistance in Crises (BASIC) and Gender Responsive Social Protection (GSP) programmes and GlZ, funded by UKAid and the German Federal Ministry for Economic Cooperation and Development (BMZ)

¹⁶ https://socialprotection.org/sites/default/files/publications_files/SPACE_-2.PDF

For the purpose of this research the CWG is at the core of the analysis, as it is both the best placed in terms of data management regarding the cash transfers and the proper vehicle in articulating the research implementation from theoretical approach to ground realities. Notwithstanding, the role of OCHA country office is also of tremendous importance in terms of overall humanitarian coordination but with no operational role, as per its mandate. Another concertation instance is the Donors Group but with no particular focus in the analysis.

According to the revised terms of reference (ToR) of the Cash Based Transfers Working Group (CBTWG) of Haiti, the group was reactivated in 2017 with the purpose to provide an exchange framework for humanitarian actors aiming to improve the quality of cashed based operations . The CBTWG Haiti works on two pillars: (i) technical – coordination platform for cash transfers (lessons learnt, harmonise approaches, guides development) and (ii) strategic – focused on results and impact of cash transfers (avoid gaps and duplication, advocacy, etc.).

At operational level, the CBTWG is co-headed by WFP and Mercy Corps. This structure is common among the three analysed countries with one lead from UN Agency and the other lead from an INGO. In the case of Haiti, the WFP position has CBTWG-tasks established in the regular job description without necessarily having the position financed with this purpose. Complementarily, Mercy Corps provide technical and strategic oversight to the group by alternatively allocating two specialists with cash responsibilities in their organisation.

This aspect is important since in the other analysed contexts the position may go from an entirely voluntary basis, with all the implications, as it is the case for Cameroon, up to 100% designed and financed position for the purpose of a well-functioning CWG, as it is the case for Somalia. Overall, having a double lead is appreciated as a positive measure, with complementary responsibilities and knowledge and the hybrid model of Haiti could be considered successful as it ensures accountability and smooth process implementation.

With this operational structure the CBRWG Haiti is a cross-cutting group providing support to humanitarian clusters whenever the incorporation of cash transfers becomes relevant. Its work is based on five axis of intervention: (i) Information management (analysis of response, sharing, advocacy), (ii) Cluster support (integration, reporting, etc.) (iii) Technical support (operational and technical guides, standardisation), (iv) Capacity development (sharing, training), (v) Evaluation and sustainability (performance, exit strategy).

Regarding the coordination at the level of national social protection system, the new PNPPS established new measures in order to strengthen the role and the capacity of the Social Protection Sectoral Table (TSPS) to better coordinate the overall PNPPS implementation: (i) creation of a Permanent Secretariat, and articulating its functions by integrating (ii) a Civil society consultative committee, (iii) an Information and targeting system orientation committee, and (iv) an Implementation and sectorial coordination monitoring committee. The latter would emerge from the Sub-commission in charge with writing-up the PNPPS which, in its provisional mandate (proposal not yet enforced), is in-charge with (a) developing national and county operational plans, (b) develop shock responsive plans (COVID-19 and hurricane), and (c) coordinate COVID-19 response with all relevant actors for the PNPPS. How this mechanisms effectively work in practice would require further investigation, including regarding the further articulation with the humanitarian action, since a focal-point for the coordination of humanitarian aid has responsibilities in relation with the TSPS.

2.5. Key challenges in reaching the most in need with cash transfers

The brief review presented above is far from being exhaustive as it is was imposed by its very nature. Nevertheless, this information allows for a clear contextualisation in terms of policy and institutional setting around the provision of cash transfers to those in need, with a succinct analysis of potential leverages to be considered in formulating the recommendations. It was built upon the available documentation and some key recommendations in the inception phase.

From this point forward, the review systematically considers the information resulted from the KII and a series of additional documents, including unpublished reports tackling in details the complexity of cash transfers delivery in the Haitian context in general, including the new specific requirements determined by the COVID-19 pandemic.

The following questions were identified as critical in the process of ensuring effective and efficient cash-based transfers:

- What are the targeting instruments in place, and COVID-19 adapted and how this relates to the registration processes?
- What payment channels exist and what is the available infrastructure to ensure effective delivery of payments to the ultimate beneficiaries?
- How the amount of aid is established (size of transfers) and how the humanitarian and social protection sizes are aligned?

2.5.1. Targeting and registration

Targeting is a significant global challenge and specific dynamics in the Caribbean are worth noting¹⁷. On one hand, there is a push to use existing government lists for social assistance, in line with Grand Bargain commitments on Cash and Voucher Assistance (CVA), localisation and strengthening the ‘nexus.’ On the other hand, there is widespread recognition of a series of challenges which in the case of Haiti may be summarised as follows.

Should be considered that the information below relies on both personal opinions of the interviewees and counter-checked with evidence from the available documentation. However, the field research did not allow to collect the views of all the stakeholders and some details of information might be missing from the analysis.

Table 1: MAST/SIMAST information system to support targeting and registration

SIMAST (Govt. of Haiti platform) - main	
Strengths	Paths for development
<ul style="list-style-type: none"> • Use of a national vulnerability index with 6 categories of indicators (total 21 indicators) • Centralise information on a scale approach (from most to less vulnerable) • 52 communes covered • 420k households covered, to reach 500k by the end of 2021 • World Bank census-sweep approach¹⁸ • Age, gender, and disability disaggregation 	<ul style="list-style-type: none"> • Harmonise national index with other indexes • Extend coverage to remaining communes • Develop shock responsive social protection branch (as per PNPPS) • Centralise data of all beneficiaries (including humanitarian aid) and develop data sharing protocols and social registry

¹⁷ Lessons and recommendations on the use of Cash and Voucher Assistance (CVA) for the Caribbean Atlantic Hurricane Season, May 2020

¹⁸ <http://pubdocs.worldbank.org/en/134891510940248421/FAQs-SR-ext.pdf>

Whereas the presentation above might indicate that SIMAST would be a consolidated system with targeting and registration functions, should be acknowledged that at this stage it consists in a vulnerability database requiring better linkages with a social registry – to be developed – and with a broader data management system of the MAST – to be developed too.

Table 2: SCOPE (WFP information system) to support targeting and registration

SCOPE (WFP platform) – main	
Strengths	Paths for development
<ul style="list-style-type: none"> • Use of a vulnerability index of 21 indicators in line with SIMAST. • 700k¹⁹ individual beneficiaries • Geographical targeting considers SIMAST coverage and acts in complementarity • Age, gender, and disability disaggregation 	<ul style="list-style-type: none"> • Harmonise SCOPE index with the national one • Ensure complementarity with SIMAST and data sharing protocols • Ensure harmonisation with National ID system • Ensure technical reliability of data when connecting with other third party data systems

In a similar manner with SIMAST, SCOPE might require further consolidation as at this stage it is an information system requiring, in its future evolution, better linkages with a social registry and with a broader data management system of the MAST.

Table 3: OTHER information systems to support targeting and registration

OTHER (NGOs, INGOs, UN) – secondary	
Strengths	Paths for development
<ul style="list-style-type: none"> • Rely on national vulnerability index and adapt to programmatic needs • Reach to a number of beneficiaries depending on programmes size and focus (e.g. several thousands of households) • Tailored needs addressed (e.g. extremely poor women, entrepreneurship cash for work, etc.) • Geographical targeting considers SIMAST coverage and acts in complementarity 	<ul style="list-style-type: none"> • Harmonise indexes • Contribute to data centralisation by the state (avoid overlapping, duplication, etc.) • Develop and adopt standard reporting procedures to CBTWG for better centralisation

The main priority for the future would be to strengthen the national system by focusing on building a limited number of core Social Safety Net (SSN) programs that are well targeted, easily scalable, and of a simple design that takes into account the current weak administrative and implementation capacity in the country, while continuing to support the expansion of the social registry and the improvement of delivery systems.

2.5.2. Payment channels and infrastructure

There is common agreement²⁰ that the delivery mechanisms in place for social protection programmes usually include in hand cash, bank transfers, mobile phone, and other electronic payments but they are limited due to the poor infrastructure and governance.

Whereas the use of electronic payments in emergency settings is increasing all over the world, it is important, in the case of Haiti, to carefully assess the best option to consider, as the costs for functioning are high and the financial and telecommunication systems are fragile.

¹⁹ In December 2019 WFP assisted 316k and the estimates for 2020 are of 700k, according to https://docs.wfp.org/api/documents/WFP-0000112443/download/?_ga=2.81441684.209330282.1596450724-2065716112.1593678695

²⁰ Oxford Policy Management, 2017, Étude sur la protection sociale réactive aux crises en Amérique du Sud et dans les Caraïbes / Haiti

In this respect, recent evidence²¹, confirmed by the few interviews carried out in Haiti and the reviewed documentation, indicated the need to complementarily develop a robust integrated information management system for social protection (with targeting and registration as per the section 2.5.1. above) and including the following levels: (i) programme management, (ii) integrated information frameworks for multiple social protection functions and (iii) expanding the linkages to broader governmental registries and information systems.

According to Development Pathways (July 2020, draft, not published) *as part of the Procasseur National de Paiement (PRONAP) project, the Banque de la République d'Haïti (BRH) has been working on launching what has been described as a National Switch, which would allow for ATM and Point of Sale (PoS) interoperability. Unfortunately, at the time of preparing this report, the Switch was not yet operational. Moreover, the lack of a sound and predictable legal and regulatory framework governing the provision of payment services in Haiti is also a cause for concern. Whilst some elements of the framework are in place such as the National Financial Inclusion Policy, Haiti lacks the basic building blocks of an appropriate legal and regulatory framework for payments. Key legislation including a National Payment System Act, Payment Services Law, Consumer Protection Law, Privacy and Data Protection Law and even laws governing the activities of non-bank Micro-finance Institutions have not been promulgated.*

With this new evidence the WFP and the CBTWG Haiti (and ultimately the Haitian Government) will have a reliable source of information regarding the best approach to ensure effective payments of cash transfers. The recommendations are very well documented and suggest actions to be taken at several levels:

- At the level of SIMAST, in order to make it an effective and comprehensive information management systems,
- The importance of a National Switch for card and mobile banking, with a critical role to be played by the Banque de la République de Haïti,
- The regulatory framework for electronic payments, eMoney and Payment Services is of tremendous importance too,
- The Payment Service Providers (PSP) operate under difficult circumstances and would require additional support to address systemic challenges. However, a number of PSP provide products and services that theoretically could be easily adapted for use within the social protection payments and their potential implementation requires further investigation,
- Financial inclusion principles should be fulfilled with the aim of ensuring sustainability including after exiting social protection measures and financial literacy trainings need to be considered too.

2.5.3. Transfers size

The official monthly food basket of CNSA – Coordination Nationale de la Sécurité Alimentaire (National Coordination of Food Security) – is of USD98, the improved monthly food basket is of USD110 whereas the rural monthly Minimum Expenditure Basket (MEB) is of USD215.

²¹ Development Pathways was contracted in February 2020 by WFP to provide an assessment of potential delivery platforms for social protection programmes in Haiti. The report is not yet public but some of the findings in the draft version concur with the suggestions made by the interviewees through KII. In this respect the statements are not to be taken in absolute terms but rather as orientations.

The Multiple Use Cash Transfers (MUCT) currently provided by the humanitarian actors is of an average of USD65 per transfer, and regularly three payments are provided to the household, totalising USD195.

This information could be corroborated with UNDP – OCHA Joint proposal²² of the transfer value in 2017 which considered different household sizes. However, due to inflation and price instability the comparisons seems less relevant (i.e. the transfer values set at that time were of USD40 for households of 1-3 persons, of USD100 for households of 4-6 persons, and of USD160 for households of 7+ persons).

Regarding the COVID-19 context the Government launched a programme to support a total of 1.5 million households to receive each 3,072 Gourdes / USD27.2 (3,000 Gourdes for cash transfers and 72 Gourdes for money withdrawal fees). The targeting of beneficiaries is carried out from the database of the SIMAST and the available updates from local media²³ indicate that by July 22nd only 192.504 families (approx. 13%) received this aid, which is also way below the basic needs as illustrated above.

Other values mentioned in the discussions with the interviewees indicate a value of USD72 for the minimum consumption basket in the case on NGOs and USD82 in the case of WFP whereas for the state SP transfers (delivered by the Caisse d'Assistance Sociale) no concrete evidence was identified during the review but anecdotal info indicates it would be of USD13.

²² <https://www.humanitarianresponse.info/en/operations/haiti/document/multipurpose-cash-grant-transfer-value-haiti>

²³ <https://lenouvelliste.com/article/218905/covid-19-moins-de-deux-cent-mille-familles-sur-15-million-ont-recu-les-3-000-gourdes-promis>

3. Towards a better coordination and strategy among all actors providing cash assistance in the benefit of the most in need during and post COVID-19 context

This review builds upon the Grand Bargain premise²⁴ that *using cash helps deliver greater choice and empowerment to affected people and strengthens local markets and acknowledges that often it remains underutilized. While it is not a panacea, and the context will ultimately define which tool to use, donors and aid organizations should routinely consider cash when evaluating response options and some donors may wish to scale up significantly. Cash cannot meet all needs: investment in public goods, including protection, education and health will still be needed. Delivering cash should, where possible and appropriate, use, link or align with local and national mechanisms such as social protection systems. It can have the greatest impact when delivered as a single multi-sector transfer, rather than broken into components for shelter, household goods etc. and may be complemented by in-kind assistance, specialized interventions, specific technical support, and vouchers. It should include new partnerships, be coordinated across aid organizations, and be delivered through common mechanisms. Preparedness, planning, and mapping measures are essential to ensuring that cash-based programming can be used to best effect.*

However, in practice, despite the continuous increase²⁵ in the use cash-based programming (*rapid growth of CVA continues, with a 100% increase from 2016 to 2019; alongside this, 91% of practitioners see increased donor support for CVA, and 85% believe it is now more systematically considered as a response tool*), one of the remaining challenges is the insufficient coordination to ensure proper effectiveness and efficiency. Global evidence²⁶ indicates that particularly with respect to commitment 3.5 of the Grand Bargain – *ensure that coordination, delivery, and monitoring and evaluation mechanisms are put in place for cash transfers* – the progress remained mixed, with a critical challenge in terms of operational coordination consisting in the lack of a global agreement with direct repercussions on country or crisis level of operations.

Consequently, this rapid analysis largely considers these findings and entirely acknowledges the limitations in addressing such systemic challenges. Notwithstanding, it also considers the Haitian particularities as emerged from the desk review phase and, corroborated with the guidance from the interviewees, it identified a series of areas where consistent progress could be envisioned both in terms of reaching the most in need more effectively and consolidating the cooperation in the area of cash-based programming.

3.1. Acknowledging the characteristics of the population in need

Haiti is characterised by high and widespread poverty levels, significant inequality, widespread food insecurity and high exposure to covariate shocks. Haiti has also experienced great political instability, and in early 2020, rioting, security concerns and food insecurity escalated.

Haiti has one of the highest levels of food insecurity in the world. According to the IPC²⁷ analysis conducted in October 2019 at the national level, for the current period from October

²⁴ <https://interagencystandingcommittee.org/increase-the-use-and-coordination-of-cash-based-programming>

²⁵ CaLP 2020, The state of the World's cash report Cash transfer programming in humanitarian aid

²⁶ Humanitarian Policy Group, Overseas Development Institute, 2020, Grand Bargain annual independent report 2020

²⁷ <http://www.ipcinfo.org/ipc-country-analysis/details-map/en/c/1152203/?iso3=HTI>

2019 to February 2020, 10% of the population analysed (1,046,000 people) is in IPC Phase 4 (Emergency) and 25% (2,627,000 people) is in IPC Phase 3 (Crisis), representing approximately 35% of the population analysed or 3.67 million in need of urgent action. For the projected period, from March to June 2020, 12% (1,203,000 people) of the analysed population is in IPC Phase 4 (Emergency) and 28% (2,898,000 people) is in IPC Phase 3 (Crisis), representing approximately 40% of the analysed population or 4.1 million who will need urgent action. Whether in the current or projected period, the situation appears to be more deteriorated in rural areas with 38% and 42% of the population respectively in Phase 3 and above compared to 28% and 31% respectively in urban areas. These figures clearly indicate why the focus of humanitarian aid and particularly of the cash transfers is on food security.

The COVID-19 pandemic brought additional challenges that need to be tackled in a systematic manner and provide tailored support to new categories of beneficiaries:

- 18,510 suspected²⁸ cases, 7,468 confirmed cases, 165 deceased, 4,606 (61.7%) recovered, lethality 2.21%. Out of the 7,468 confirmed cases 41.3% are women.
- Risks of pushing people in IPC phase 3 to IPC phase 4.
- 25% increase in number of children under 5 suffering from malnutrition,
- Increase from 25% to 63% of the population (6.8M individuals) with limited or without access to water.
- 4M+ students stop going to school.
- The identified categories at higher risk due to the COVID-19 pandemic are: COVID-19 patients and medical staff, elderly and chronically ill persons, emaciated children, IPC3 people, individuals (including children) in detention, vulnerable and marginalised children, migrant women, men and children, disabled persons and people living in marginalised and slums areas.

All these categories of vulnerable people require a concerted approach aware of the increased case-load both from the humanitarian and development sides, with in mind not only to alleviate their suffering but also to potentially reduce the vulnerability in face of new sudden-onset emergencies, thus contributing to ensuring proper emergency preparedness.

3.2. Articulating the assistance for effective and efficient cash transfers

The assistance tends to be fragmented not only between social protection and humanitarian sectors but also within each sector. There are critical challenges in terms of managing the lists of beneficiaries and generally it is estimated that in the current setting it is impossible to fully ensure complementarities between the approaches because of overlaps, redundancies, and difficulties in assessing whom and how many people may fall in between the systems, although these hindering factors are also assessed as of quite limited importance/size.

The complexity of challenges the population is facing requires, undoubtedly, a much more concerted approach, and the assistance should find a way to ensure smoother processes in terms of targeting and registration, adoption of payment approaches compliant with security requirements and responding to population needs, and with adoption of standardised values (transfers size) of the assistance that promotes not only alleviating the critical suffering during the emergency but also a potential exit from the poverty cycle of exclusion and deprivation.

²⁸ [Haïti : COVID 19 Rapport épidémiologique du 31 juillet 2020 \(MSPP\)](#).

Therefore, articulating the assistance could become more effective if further analysis would pay careful attention to the perceived and existent challenges at the level of each function and corresponding group of stakeholders, with its specific role, as per suggested model below:

Table 4: core functions and distribution of stakeholders' roles per area of responsibility

Main function	Key role	Stakeholders
Social protection cash assistance	3.2.1. Effective implementation	Government (MAST)
	3.2.2. Support for consolidation / financing	World Bank
Humanitarian cash assistance	3.2.3. Provision	UN Agencies
	3.2.3. Provision	INGOs, NGOs
	3.2.4. Financing	Donors
	3.2.5. Coordination	CBTWG
Humanitarian coordination	3.2.6. Coordination (inter-cluster)	OCHA

3.2.1. National social protection system

Until recently, Haiti’s social protection policy vision was largely non-existent and social support to the poor was limited. The interest for social sectors and social policies emerged in the second half of 2000s, and is considered more intense during the last ten years, particularly within the framework of a food voucher project (Kore Lavi) of MAST and 3 other actors (WFP, Care, ACF) following the Hurricane Mathews back in 2016. This process aligns with ILO 2012 Social Protection Floors Recommendation²⁹ to the member States to building comprehensive social security systems and extending social security coverage by prioritizing the establishment of national floors of social protection accessible to all in need.

The new PNPPS is definitely the right framework to build upon when articulating the assistance in the benefit of most in need, even though it is generally acknowledged that further capacities should be developed to ensure effectiveness and efficiency of interventions. In chapter 2.5. the key challenges of reaching the most in need with cash transfers were already enumerated. Complementarily, a set of potential improvement paths were also identified. In addition, the KII also shed light on other complementary actions required, summarised below:

- MAST is interested in ensuring adequate coordination, TSPS is seen as a good practice,
- The PNPPS provides the overall framework but an Operation Plan (OP) is required. OP should be both national and county level, tailored based on regional needs,
- Macro and micro interventions should be envisioned, including considering the different needs at household level,
- A minimum package of social protection could be a solution (pending further development) and the question of how to implement it is critical too.
- The precarity of the overall socioeconomic context is acknowledged. In this respect it is also acknowledged that the current cash transfers have no impact in terms of improving living conditions at long term.

²⁹ Recommendation SPF R202: https://www.ilo.org/dyn/normlex/en/?p=NORMLEXPUB:12100:0::NO::P12100_INSTRUMENT_ID:3065524

3.2.2. World Bank support to strengthening national social protection system

The World Bank's operations' focus is on helping the countries establish national social safety nets (SSN) programmes, all by looking into options for ensuring government owned and implemented programmes and providing technical assistance for the whole delivery process. The types of operations supported by the Bank in Haiti were briefly described under chapter 2.3, laying the basis for potential opportunities to be considered when articulating the assistance for effective and efficient cash transfers:

- Strong partnerships with the UN Agencies (in the case of Haiti with WFP), including (potential) financing of operations by the World Bank,
- Establishment of cash transfers delivery systems complemented by social registry,
- Provision of technical assistance, technical tools, and technology,
- Development of a new SSN operation jointly with WFP support.

3.2.3. Delivering cash transfers by UN Agencies, INGOs and NGOs

There are at least 30 partner organisations (UN and (I)NGOs) providing / planning to provide cash assistance in 2020. Key challenges of reaching the most in need with cash transfers were detailed under chapter 2.5. Complementarily, a set of potential improvement paths were also identified. Since the rapid review only considered a very limited number of stakeholders from these groups, other approaches and improvement paths could be further developed but were not assessed. Their relevance for specific realities in Haiti would support the strategic actions proposed by the review, all by finetuning and tailoring the specific interventions.

3.2.4. Financing the cash transfers – the donors

Top 5 donors for humanitarian funding³⁰ in Haiti and the corresponding share of funding for 2020 include: United States of America – 29.3%, European Commission – 22%, Central Emergency Response Fund – 13.9%, Canada – 7.9% and Switzerland – 6.3%. The largest UN recipient agencies are World Food Programme (WFP) – 34.8%, United Nations Children's Fund (UNICEF) – 18.5%, International Organization for Migration (IOM) – 8.6%, Food & Agriculture Organization of the United Nations (FAO) – 4.7%, United Nations Population Fund (UNFPA) – 2.0%, World Health Organization (WHO) – 1.6% and Office for the Coordination of Humanitarian Affairs (OCHA) – 0.3%.

In line with CaLP 2020³¹ findings regarding the Common Donor Approach (CDA) as an indication of donor commitment and shared vision, the review in Haiti revealed the willingness to work together at global level, but didn't identify notably changed practices at the country level. Further investigation is required in order to be able to formulate concrete recommendations as the current review didn't allow for such approach.

Despite any potential challenge such an investigation could underline in ensuring a smooth CDA in Haiti, it is generally agreed that the group of donors has a critical role to play in making the cash transfers more effective and efficient, by simply better connecting with the work of the CBTWG. In this respect, CaLP guidance is abundant in the last World's cash report 2020 (op. cit.) and could /should be easily operationalised for the Haitian context.

³⁰ <https://fts.unocha.org/countries/96/summary/2020>

³¹ The state of the World's cash report. Cash transfer programming in humanitarian aid

3.2.5. Coordinating the humanitarian cash transfers – the CBTWG

The CBTWG for Haiti is a strong structure (as presented under chapter 2.4), with clear ToR, decision making and implementation processes and mechanisms, and with a broad representation of all interested stakeholders. It fulfils both technical and strategic mandates and at the same time need to cope with specific challenges that may hamper the effectiveness and efficiency of a well-coordinated cash transfers model in Haiti:

- There is little or no multisectoral approach to cash transfers, the focus remaining of food assistance, in line with IPC classification requirements,
- Whereas each agency (UN, INGO, NGO, etc.) is part of the CBTWG for Haiti and has an interest in advancing the cash transfers, should also be acknowledge that each of these agencies has its own mandate too,
- This might be a burden in terms of coordination, particularly at the level of Humanitarian Coordination, but the evidence in this respect is missing,
- Haiti is not in a shock situation since Hurricane Mathew but is continuously confronted with a structural vulnerability that may hamper the capacity of stakeholders to adopt multisectoral approaches particularly in the area of cash transfers,
- HRP structuring by sector/cluster is also prioritising multi-sectorial approaches; consequently, a multisectoral cash transfers approach would naturally emerge.

3.2.6. Ensuring overall coordination of humanitarian aid – OCHA

Starting with 2017 OCHA's presence in Haiti diminished³² with a clear impact on its potential for coordination, particularly at county level. Civil Protection Directorate is backing-up the process, but its resources and staff are limited. OCHA promoted a network of humanitarian focal points to cope with this lack of formal human infrastructure, however, despite the willingness of national and international counterparts to support the process, the staff availability for voluntary additional tasks is very limited, particularly because their workload in the current positions is extremely high due to the mix of challenges Haiti is facing.

It is generally agreed that main root of humanitarian need in Haiti is the lack of development. This is also the reason why OCHA adopted the strategy to decrease its presence in the country. A more structured and strategic approach to tackling the endemic poverty should be developed, and this is seen as going beyond a "simple" Social Safety Net programme. General opinion is that people, donors, practitioners are exasperated by repeating the same humanitarian programmes and not advancing towards more sustainable results.

Top priorities in addressing these challenges is to link the humanitarian action with broader strategies, ensuring consistent integration:

- Promote and develop education programmes. This is vital not only from an education perspective but needs to be linked with SSN and quality education,
- In general, the Government capacity is low, including the technical ones, and issues of corruption and security add to these challenges. These issues need to be addressed in a systematic and coordinated manner by both humanitarian and development stakeholders, bearing in mind that anyhow 95% are working in both areas,
- Energy, communication, and transport are systemic problems requiring quick response,

³² https://fscluster.org/sites/default/files/haiti_apercu_des_besoins_humanitaires_2020.pdf

3.3. Promoting broad and strong cooperation between the actors

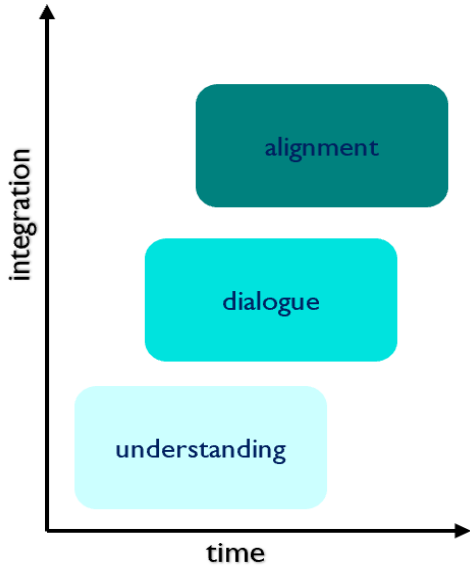
The previous section clearly indicates the need for a better articulation between the stakeholders as means to ensure consistent, effective, and efficient assistance for those in need, and with the ultimate goal to leave no one behind (not receiving support). Both intrinsic and extrinsic factors determine a series of challenges to ensure smooth articulation and on top of all the most important challenge is that the articulation largely depends on the (good) will of stakeholders to cooperate and join efforts to reach common goals.

Bringing together humanitarian and development work, namely better linking humanitarian assistance and social protection might be considered an ongoing dilemma. Nevertheless, despite the divide in terms of ‘business models’, the two approaches could (and should) find bridges for more articulated cooperation. Identifying practical options for linking humanitarian assistance and social protection in the COVID-19 response (SPACE, 2020 op. cit.) is one approach considered by this review and in the same time the realities on the ground in Haiti clearly indicate that these practical options could (and should) not ignore the preceding systemic challenges for linking humanitarian assistance and social protection, including the potential for exacerbation during the COVID-19 crisis.

Broader and stronger cooperation also requires better understanding, consolidated dialogue, and further adjustments to ensure effective alignment. In simple words, this requires sharing information and best practices as a first step of action. The initial understanding derived could then be enhanced through dialogue and entry points for linking up activities could be further explored. Based on the practical experiences a better alignment could be achieved between systems of the various stakeholders working on humanitarian cash and social protection.

This approach (see at the right Figure 1, inspired by BASIC – Better Assistance in Crises³³) does not exclude the SPACE proposed framework (see at next page Figure 2) but simply capitalise better the information available through this rapid review.

Figure 1: Nexus integration process



Source: BASIC – Better Assistance in Crises

This review is also a great opportunity for the country actors to explore more the proposed practical options for humanitarian and social protection linkage along the delivery chain with the graphic illustration of theoretical example from a country context. Adapted from *Unbundled : A Framework for Connecting Safety Nets and Humanitarian Assistance in Refugee Settings*³⁴ and TRANSFORM (forthcoming), it proposes choices of system ‘strengths’ for both sectors, but considering they are only indicative and would vary significantly from country to country, hence requiring assessment to determine the extent to which these can be leveraged.

³³ BASIC 2019, *Mapping Linkages of Humanitarian Cash Transfers and Social Protection in Borno, Adamawa and Yobe (BAY) States, Nigeria*

³⁴ <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/970701569569181651/unbundled-a-framework-for-connecting-safety-nets-and-humanitarian-assistance-in-refugee-settings>

Figure 2: SPACE practical options (including source as per explanation above)

HUMANITARIAN/EMERGENCY				SOCIAL PROTECTION			
'WEAK'		'STRONG'		'WEAK'		'STRONG'	
Policy							
		X		\$	Financing		X
	X			⚖️	Legal & Policy Frameworks		X
		X		🏛️	Governance & Coordination		X
			X	👥	Capacity (cutting across all)	X	
Programme design							
			X	📊	Vulnerability Assessment	X	
		X		🎯	Targeting (eligibility setting)		X
			X	👤	Transfer Value, Frequency, modality		X
	X			📄	Conditionality		X
Administration/Implementation							
			X	📁	Information Systems		X
			X	📈	Price & Market Analysis	X	
			X	🗣️	Outreach & comms	X	
		X		📄	Registration and enrolment		X
		X		💰	Payments & Service Delivery		X
		X		🚫	Do No Harm, Protection, Accountability, Grievance		X
			X	📊	Monitoring and Evaluation	X	

3.4. Delivering results, particularly for the most in need

Based on these theoretical models above and considering the available information from desk review and KII, this report could draft an “ideal” model of coordination and cooperation, as a potential scenario to be further investigated by the country stakeholders and potentially operationalised through a concrete action plan. Complementarily, the suggested action points for consolidating a plan of action under chapter 4 of the report are also an opportunity for the Haitian stakeholders to look further into new prospects for development of the nexus integration process.

3.4.1. Understanding

Does the government have the capacity to manage the SSN programme? Does the World Bank only work with the governments and ignores the humanitarian actors? Do UN Agencies exclusively work in their own area of interest and avoid cross-cutting approaches? Are the (I)NGOs less involved in broader processes or have less voice than other providers (UN)? Do donors work separately and have no interest in articulating their focus? Is the CBTWG an exclusively informal instance without any power and practical possibilities to advance the collaboration and coordination? Is OCHA solely considering the importance of humanitarian action and ignores the need to better connect with the development sector?

These questions – and many similar others – indicate the types of prejudice that might exist at the level of each of the seven groups of stakeholders considered for this analysis. Some of the preconceptions might be intricately linked to objective realities and others might just simply stand as the “subjective” approaches each stakeholder might have regarding the others. At the same time, they all indicate the need for an objective understating of “the situation of the other” and invite to further investigation allowing for a more accurate understating of “the others”, with inner strengths and weakness and considering the outer opportunities and threats. Without pretending an exhaustive SWOT³⁵ analysis (it was not the purpose of the review), the following framing allows for a SWOT type understanding of how each stakeholder could be better engaged in the nexus integration process. In support for this analysis was also considered Mercy Corps review³⁶ regarding the cash assistance following the Hurricane Mathew Response.

Targeting and registration:

A range of targeting mechanisms are employed to identify beneficiaries for the cash-based humanitarian and social protection programmes. Whereas national vulnerability indexes are in place (and for some, there is a need for better articulation), the importance of collaborating with both county authorities and of communities is well acknowledged by all the development and humanitarian stakeholders.

The lack of a solid interconnected social registry might be the biggest burden of the system, and the perspectives for its further development are foreseen in the current World Bank financed SSN and SIMAST development. With these challenges in mind, and also considering the difficulties added by the COVID-19 restrictions, the review identified the following strengths, weaknesses, opportunities, and threats in terms of targeting and registration in Haiti:

Table 5: Summary SWOT for targeting and registration (H – humanitarian, SP – social protection)

Strengths	Weaknesses
Vulnerability indexes in place (H and SP) Complementary geographical targeting (H and SP) Reach of an important share of population SP considers all groups of vulnerable people officially registered Age, gender, and disability data disaggregation	H and SP indexes require further harmonisation Geographical targeting requires further extension and reach the entire country However, important share of population needs assistance as they are not reached Data are not regularly updated
Targeting and registration	
New PNPPS of the Government of Haiti New SSN and social registry (with World Bank support) Humanitarian experience could input the design of a shock-responsive SP system component CBTWG is well placed to ensure better coordination, jointly with TSPS	Lack of an operational plan for PNPPS, both at national and county levels Actors unwilling to cooperate with the Government or the World Bank Lack of programmes and/or unwillingness of the Government to adapt the SP system
Opportunities	Threats

³⁵ Strengths, Weaknesses, Opportunities and Threats

³⁶ Moving Forward with Cash in Haiti: A Review of Cash-Based Interventions During Hurricane Matthew Response in Haiti, 2018

Payment channels and infrastructure

There is new evidence available on the types of payment channels and infrastructure to be developed in order to ensure effective deployment of the cash transfers on the ground, and reach all in need. As the challenges are systemic and the evidence very fresh, significant efforts will be required in order to make the envisioned payment modalities effective:

Table 6: Summary SWOT for payment channels and infrastructure (H – humanitarian, SP – social protection)

Strengths		Weaknesses	
A number of Payment Service Providers (PSP) provide products and services that could be easily adapted for use within the social protection payment context, with the condition of strategizing the approach,		PSP operate under difficult circumstances The Information Management System (IMS) at the level of MAST needs to be created and linked to the SIMAST	
Payment channels and infrastructure			
Banque de la République de Haïti to develop a National Switch for card and mobile banking Potential development of regulatory framework for electronic payments, eMoney and Payment Services		Stakeholders might fail to implement the recommendations of the Oxford Policy Management, 2017, Étude sur la protection sociale réactive aux crises en Amérique du Sud et dans les Caraïbes / Haïti	
Opportunities		Threats	

Transfer size

Whereas a SWOT type analysis would not make sense in adjusting and aligning the size of the transfer, the collected information allows for tailoring few simple recommendations that local stakeholders might consider:

- Try as much as possible (particularly all the humanitarian stakeholders) to harmonise the size of transfer with the MEB, based on the guidance from the CBTWG,
- Project and programme implementors need to establish whether the purpose of the transfer is humanitarian, livelihood building or providing a safety net, and set transfer amounts accordingly,
- In a development context, it is suggested to align regular social protection cash transfers provided for safety net purposes to the extremely poor and most vulnerable, with the humanitarian cash transfers base value.

3.4.2. Dialogue and coordination

Although limited in time and with the consideration of only few stakeholders, the review process (plan, collect, interview, consult, etc.) clearly indicated that dialogue and efforts for enhancing the coordination is ongoing in Haiti. Moreover, the type of work and approach developed at the level of the CBTWG confirm this tendency too. Probably one missing opportunity of the review, mainly determined by its very nature, was to be able to engage with a broader variety of stakeholders, particularly from the Governmental side and with more numerous entities per each category of stakeholder.

However, it is important to mention on the Government side that the dialogue with the World Bank, as key Governmental counterpart in developing the SSN programme and the social registry indicated a quite high interest from the state / Government to advance the processes even though systemic challenges need to be further addresses (see sections 2.3. and 3.2.1)

The following topics could be considered for strengthening the dialogue and coordination:

- Build upon the broad representation of stakeholders in the CBTWG of Haiti and consolidate the dialogue through this unique instance, including articulating with TSPS
- Establish clear roles and responsibilities but also accountability mechanisms that contribute to reducing the redundancies, avoiding the role duplication, and growing and nurturing the co-responsibility,
- Any cash-based intervention should benefit from a broad consultation of stakeholders, from both humanitarian and development sectors, therefore a sustained dialogue should be at the core too,
- The coordination does not work alone. It requires establishment of milestones and concrete actions; in the end it requires an articulated work plan to track progress of key tasks aimed at greater coordination,
- The coordination is bidimensional: it involves the stakeholders on a horizontal basis (i.e. the seven categories of stakeholders considered for the review) but needs to be thought vertically too – county, commune, and if possible, community level,
- Institutional focus should be sought by all relevant humanitarian and development stakeholders; in other words, working jointly with same Governmental stakeholders, including aiming to strengthen their capacities is highly recommended.

3.4.3. Alignment

The theory of change for how humanitarian actors can link with, and contribute to, building emerging national systems needs more attention. Oxford Policy Management defines³⁷ alignment as *aligning elements of social protection (or disaster risk reduction) and humanitarian interventions with one another, for influencing future social protection system development and/or integration of the humanitarian caseload. While there are different ways that existing social protection systems can be used, and rationale for doing so, are clear and tangible, ‘alignment’ remains ill-defined. It has become a catch-all term for a range of activities that could contribute to system building, however, it is not always clear what is being aligned, or for what purpose.*

With these findings of the last World cash report (2020 op. cit.), the current review intends to move a bit further and proposes to look into some suggested action points that consider the COVID-19 context and also anticipate potential scale-up scenarios.

Such suggestions come from the country stakeholders and are “refined” with the last global findings, which is an analytical manner adopted throughout the entire report. Nevertheless, such scenarios or proposals have a significant subjective character, and all emerge in the particular COVID-19 context: for this reason, in their large majority, they would also require further in-depth analysis, and assessment of feasibility and potential testing.

The following emerged in the case of Haiti:

³⁷ (in) CaLP 2020, The state of the World's cash report Cash transfer programming in humanitarian aid

- OCHA is perceived not only as the overall humanitarian coordinating actor but also as an important leveraging one. Its neutral positioning could build trust and help better engagement of all relevant stakeholders,
- MAST/SIMAST will pursue its development and would need to articulate more in details all its interventions in line with the practices on the ground and with the joint support from the large variety of stakeholders from all sectors,
- The WORLD BANK is progressively engaging not only with the Government but also with the UN Agencies. This is an opportunity to develop extended partnerships and identify ways to coordinate and harmonise various organisational mandates. Moreover, the new engagements at operations level in Haiti invite to further analysis and understanding, hence a detailed documented case-study on the new business models and potential implications for scale-up could be highly relevant,
- Delivering cash transfers by UN AGENCIES and the (I)NGOs would need to consider not only the opportunities mentioned above but also to address those internal challenges, such as sharing information and data, or revision and adaptation of data security protocols, in order to increase their efficiency,
- The CBTWG would have a critical though difficult role to play in coordinating the cash transfers (sectorial approach, mandate specific, etc.). Nevertheless, it has significant strengths, both strategic and technical, to be deployed in a more systematic manner,
- The group of DONORS might require a stronger CDA, but is definitely opened to respond to concrete and articulated demands from the variety of stakeholders on the ground, with the condition of clear focus and coordination among them. Worth mentioning that according to CDA vision, the other stakeholders should also consider what the donors expect from them:
 - Effectiveness and efficiency maximized. This means meeting people's most pressing needs in ways that represent the best outcomes.
 - Cash programmes planned on the basis of joint and impartial needs assessments and robust response analysis, where the most appropriate modality is selected based on evidence and an agreed methodology to assess it.
 - Coherent system and common programming approaches all by recognizing the value of the engagement of different actors in cash programming.
 - Cash programmes use, link to or align with local and national mechanisms such as social protection systems, where possible and appropriate

4. Consolidated highlights / recommended course of action

This chapter summarises the main findings of the review by grouping them into two main categories, in line with the structure of the report: (i) the first category is ‘the current status of operations’ as reflected by chapter two, where the approach was rather of a stock-taking of the typical way of doing business and (ii) the second category is ‘the potentially adjusted status of operations’ as reflected by chapter three, where the approach investigated, with the support of the key informants, potential paths to follow in order to advance a more effective, efficient and consolidated cash transfers delivery, particularly in the COVID-19 context and beyond.

Since it was a rapid exploratory review, with all its inherent limitations, this chapter is designed with a learning by doing focus, aiming to underline potential lessons learnt, and also to propose new knowledge generation paths, including suggesting further investigations in some particular areas. Therefore, a ‘main findings → conclusions → recommendations’ structure seemed less appropriate, whereas an ‘action points → review and implement → further consolidation’ structure seems more suitable.

4.1. Summary of findings

The steering & advisory group (see Annex 4) for this assignment set up a review matrix that guided the research throughout all its phases. Structured in eight sections, this matrix provides the proper structure for systematising and synthesising the main findings, as follows:

1. Targeting criteria	
Current status:	<ul style="list-style-type: none"> Identification of beneficiaries based on a vulnerability index of 21 indicators Several thresholds coexist, COVID-19 did not affected the threshold determination Multi-dimensional poverty and deprivation, with significant share of population in IPC3 and IPC4, including additional risks of shifting to IPC4 for those in IPC3 Limited geographical coverage of all aid systems but usually work in complementarity The needs are higher in urban areas where COVID-19 hits harder
Adjusted status Opportunities	Harmonising all the indexes with focus on the national one, including adjusting (if necessary) the Vulnerability Index and making it fully inclusive (shock-responsive)
2. Beneficiary lists	
Current status:	<ul style="list-style-type: none"> There is no consolidated list of people in need, each organisation has its own list There is some information sharing in terms of areas of intervention (to avoid geographical overlapping and duplication) but without list sharing In a context of enormous needs, the risks of overlapping are assessed as minimal and the biggest risk is not having the funds to cover for the needs of those already identified Various categories of beneficiaries are not covered by state social protection (refugees / returnees, undocumented persons)
Adjusted status Opportunities	<ul style="list-style-type: none"> Consolidating the ID system Developing the Social Registry and overall management information system Making compatible the existing registry systems, in view of further transfer of data and information and consolidation of national system, and ensure the lists are updated Engaging in joint data sharing protocols and assessing all data security implications Generating appropriate delivery monitoring: geographical coverage (maps) and categories of beneficiaries (improved age, gender, and disability AGD approach)

3. Reach of social transfers

Current status:	23% of the population (2.3M individuals) identified by regular state social protection by 2022 (SIMAST) 1.5M households (7.8M individuals) to receive COVID-19 one instalment cash assistance but only 200k received it by the date of the study (august 2020) Transfer value HCVA = 4x transfer value social protection
Adjusted status Opportunities	Effectively deploy COVID-19 aid to remaining 87% Potentially revise transfer value social protection in line with MEB for the most poor and vulnerable while extending SIMAST to remaining 77% of the population Include additional groups among the vulnerable ones (refugees / returnees, undocumented) – develop shock responsive SP

4. Linkages between social protection and humanitarian CVA

Current status:	Fragile cooperation between humanitarian and social protection stakeholders in the area of CVA, with a recent tendency for improvement (new programmes & stakeholders) CBTWG for Haiti plays a critical role, TSPS is new and promising The new PNPPS is an opportunity for better linking
Adjusted status Opportunities	New Social Safety Net programme (World Bank) Updated (SIMAST) Social Registry (World Bank) COVID-19 Fast Track Facility (20M) Emergency COVID-19 cash transfers (\$19 million) for 38k households (World Bank) Developing Operational Plan or PNPPS at national and county levels CBTWG to incorporate to the maximum extent all targeting, registration, payment, and transfers size recommendations, and jointly work with TSPS OCHA to play a consolidated strategic coordination role jointly with the World Bank

5. Reach of humanitarian CVA

Current status:	7% of population (700k individuals) to be reached by humanitarian aid cash assistance by the end of the year. About 500k are currently benefiting from it Scale-up based on revised HRP + World Bank COVID-19 FTF No potential overlap with SP Many gaps remain and fulfilling the needs depends on funds availability
Adjusted status Opportunities	According to revised HRP 5.1 million people (47%) are currently in need of humanitarian assistance, increased from an initially projected 4.6 million people (40% of the population)

6. Remaining gaps

Current status:	It is difficult, if not impossible, in the current context to respond to the question: Who exactly are the people in need not currently reached through social transfers or humanitarian CVA? Particularly in the context of a rapid exploratory review. The review indicates that millions are in need in both in H and/or SP sectors (see details at 4.3)
Adjusted status Opportunities	A potential option would be to engage with a third party (consultancy firm?) who would carefully collect all available data from all operators in Haiti and provide a clear picture of the current status of CVA, per geographical area and categories of population, including the distribution among the main groups of stakeholders. This is probably the most critical aspect of CVA delivery in Haiti (and also in the other studied countries) and would require strategic decision at the level of main counterparts.

7. Options for reaching those who fall in-between the systems

Current status:	Previous point clearly indicates the difficulty in assessing the needs (how many?) In addition, the Haitian context is prone to systemic challenges both in terms of payment channels and infrastructure
Adjusted status Opportunities	A number of Payment Service Providers (PSP) provide products and services that could be easily adapted for use within the social protection payment context, with the condition of strategizing the approach, Banque de la République de Haïti to develop a National Switch for card / mobile banking, Potential development of regulatory framework for electronic payments, eMoney and Payment Services is ongoing

8. Coordination and management

Current status:	There are strong premises for a consistent coordination, despite the divergent (in the sense of subjective, organisation-oriented) interest of each stakeholder. CBTWG, OCHA and TSPS would play an important role in ensuring coordination All other groups of stakeholders also have an important role to play
Adjusted status Opportunities	OCHA to play a leveraging role, based on its neutral positioning, MAST/SIMAST to systematically articulate its interventions in line with the (humanitarian) practices on the ground and with the joint support from the large variety of stakeholders from all sectors, with strong involvement of TSPS, The WORLD BANK to extend its partnerships and identify ways to coordinate and harmonise various organisational mandates, UN AGENCIES and the (I)NGOs to continue delivering cash transfers and also to address internal challenges, particularly related to sharing information and data The CBTWG has a critical though particularly difficult role to play in coordinating the cash transfers, in support of the inter-cluster coordination group (ICCG), mainly because of the specific challenges: sectorial approach, mandate specific interventions, sometimes competition, etc.) The DONORS to support both the identified needs at the level of beneficiary population and the systemic challenges of cooperation that could benefit from funding to ensure further adjustments to lead to effective, efficient, and harmonised approach to CVA.

4.2. Suggested action points as a plan to reach all in need with CVA in the COVID-19 context and beyond

Probably the most critical question of the review is to identify the key issues affecting scaleup and the obvious answer is that all eight points above are issues to be addressed. In this respect, the table below summarises these points and proposes potential action points to address these challenges in a systemic manner. It includes essential information only, as the details are already presented in the report, and the following coding was adopted:

- **Timespan:** short-term = 3 months, mid-term = 6+ months, long-term = 1+ year,
- **Resources:** available = potentially available through ongoing operations but requires additional assessment, necessary = some information whether they are not currently available exist but is not assessed,
- **SPACE articulation:** Policy – P1 = financing, P2 = Legal & Policy Frameworks, P3 = Governance & Coordination, P4 = Capacity; Programme Design – PD1 = Vulnerability Assessment, PD2 = Targeting, PD3 = Transfer value, PD4 = Conditionality; Administration/Implementation – AI1 = Information systems, AI2 = Price & Market Analysis, AI3 = Outreach & Communications, AI4 = Registration and Enrolment, AI5 = Payments & Service Delivery, AI6 = Do not harm & Protection & Accountability & Grievance redress, AI7 = Monitoring & Evaluation . Selected items are considered the most relevant / urgent.

Table 7: action points to reach all in need with CVA in the COVID-19 context and beyond

Key actions	Who's in charge	Timespan	Resources	Potential blockers	SPACE articulation
1. Ensure appropriate targeting	CBTWG jointly with the World Bank / MAST revise vulnerability index	Short-term	Available	Inertia, keep several indexes Lack / low capacity to assess new needs Lack of sufficient resources Hard-reaching remote areas / rural	P1, P3, PD1, PD2, PD3, A11, A14, A16,
2. Achieve consolidated lists of beneficiaries	CBTWG and TSPS coordinate and all other stakeholders implement	Mid-term	Available	ID system dysfunctional Slow-development of the Social registry Fail to revise data protocols Fragile, uncoordinated M&E	P3, A11, A13, A14, A17
3. Expand social transfers (SP)	MAST and the World Bank with UN support	Long-term	Partially available	Lack of funding, low capacity to to revise TVSA Lack of capacity to extent SP to other groups (refugees, returnees, etc)	P1, P2, P3, P4 PD1, PD2, PD3, PD4
4. Better link humanitarian and SP CVA	OCHA, MAST, and World Bank coordinate CBTWG and TSPS provide support	Short-term Mid-term	Available	Fail to develop an operational plan for the new PNPPS Resistance from stakeholder to commit to broader revision processes	P3, A13, A17
5. Guarantee proper reach of humanitarian CVA	CBTWG and donors	Short-term	Partially available	Insufficient funding Potential redundancies (no scientific, objective evidence regarding the low risks of overlapping and duplications)	A11, A14, A16, A17
6. Reaching the invisible (filling the gaps)	CBTWG and TSPS	Mid-term	Necessary	Fail to engage with a third party: collect all available data / all operators / provide a clear picture of the current status of CVA (full data disaggregation)	P1, P4 A17
7. Develop the payment channels and infrastructure	MAST, other Government actors, PSP, and donors	Long-term	Necessary	Fail to address structural challenges and bring broad adjustments to existing regulatory frameworks, including new provisions while engaging with PSP	P2, PD3, A11, A12, A17
8. Coordination and management for scale-up	All stakeholders and identify the leading / coordination role	Mid-term Long-term	Available	The emergency situation / high demand for rapid response from each actor may lead to maintaining sectoral approaches and failing to seize the momentum	P2, P3,

4.3. What next in humanitarian and development COVID-19 action?

Going back to the initial questions of the rapid review – *How to better channel the aid, scale-up and reach those in need in the COVID-19 context? and How to better coordinate between the humanitarian and development sectors?* – this rapid exploratory review finds that there is significant potential to scale up cash assistance to those in need in the context of Haiti and that systemic challenges should progressively be addressed in the immediate, medium and long term, in line with the suggested action points and considering the identified current status and the adjusted status and opportunities.

Channel the aid, scale-up and reach those in need:

Cash assistance currently delivered through humanitarian channels reaches about 85k households which, at an average of six members per household includes about 500k people in need. This is roughly 10% of the people in need (PiN) identified by the Humanitarian Response Plan (HRP) updated for 2020 (i.e. 5.1M PiN)

Cash assistance currently delivered through social protection mechanisms (SSN) put in place in the COVID-19 context reaches roughly 200k households, which is about 15% of the estimated 1,5M households in need following the COVID-19 impact. Moreover, COVID-19 pandemic overlapped with a fragile political, economic, and social context, and significant part of the operations, both humanitarian and social protection, rely on rough estimates. For instance, the national registry system SIMAST covers about 20% of the population, not necessarily in need, and aims to reach 23% of the population (2.3M people) by 2022.

Based on a complex index of vulnerability indicators to identify all PiN among those registered in SIMAST, it is currently planned to reach with a World Bank Emergency COVID-19 cash transfers operation about 38k households which is roughly 11% of the above population. Moreover, the COVID-19 pandemic determined an increase in number of PiN both in humanitarian area, from 4.6M to 5.1M which is roughly an 11% increase. At the same time, it was estimated that about 55% of the total population of Haiti would at least require contextual short term aid, as planned by the Government of Haiti.

Therefore, there is high potential for significant scale-up, depending not only on additional funding available but also on how the concrete operations on the ground would be effectively deployed. This is directly linked with the proposed action points and the corresponding adjustments the local stakeholders should bring at operational level.

From the humanitarian perspective, there is a potential to reach with cash transfers an additional 4.5M PiN, out of which 80% are in IPC3 and 4, whereas through the SSN system there are prospects of providing COVID-19 tailored cash assistance to additional 1,3M households, which, at an average of 6 persons per household would equate 7.8M persons in need.

Better coordinate between humanitarian and development sectors:

The table in section 4.2 summarises key provisioned action points but is far from being an action plan. This is to be developed by each country relying on a coordinated and effective system of responsibilities and accountability and based on solid information management systems. This will also require specific additional resources and strategic decision taken based on standard operationalisation processes. Whereas the deployment of cash transfers would progressively advance in line with the funds' availability and the available programmatic infrastructure, the stakeholders would also progressively implement the recommendations in terms of action points mentioned in the table above. In operationalising the plan, the stakeholders may consider the following recommendations:

- Humanitarian and social protection mechanisms would continue strengthening internally and cross sectoral while advancing to reaching more PiN continuously. Capacity issues are identified at both SP and H levels, and at the same time each system has its own strengths. A potential scenario would be to pilot funds channelling through cash actors with existing cash programmes and systems that would rapidly be able to disburse funds, in a configuration to be agreed on at country level.
- Depending on the resources allocated, the countries will be able to advance towards more comprehensive humanitarian and SSN coverage, while several structural adjustments will need to be operated too. In this phase it is estimated that more PiN but who are currently invisible to either of the systems could also be reach with cash transfers. Particularly those living in remote areas, mainly rural, and not being attended by neither humanitarian programmes nor by SSN. The current data availability and an out-of-date census does not allow for further calculations, but this fragile population should be among the 38% of Haitian in IPC3 and 4.
- OCHA oversees the humanitarian coordination and could also be the best placed in ensuring the linkages with development actors such as the World Bank, both as a global commitment and as an operational scenario in Haiti. For this latter, the technical support from the CNTWG and TSPS would be critical, both in channelling the humanitarian aid effectively and articulate it with the current SSN, including COVID-19 related measures.
- Haiti tremendously suffers from a very weak infrastructure to ensure proper e-payments. Particularly in the COVID-19 contexts this is a tremendous burden in ensuring cash transfers' effectiveness and efficiency, with the exception of few urban areas where the services are available and concentrated.
- Each actor delivering cash transfers in Haiti should sit at the same table and quickly assess the complementarities in terms of channelling the funds in the most secure, effective and efficient manner to those in need and this could be achieved with little effort and in a very short time span, despite the systemic challenges that would anyhow require mid or long-term adjustments.

At the core of the articulated humanitarian & development approach should be the mid and long-term desideratum of strong and efficient national systems able to address the needs of their population. If we assume the aid channelling is successful at very short term as mentioned, then it could also serve as the premise for further consolidation of humanitarian & development nexus.

Annex I – list of KII respondents

Key Informant Interviews Respondents	
Person	Organisation
Mr Pierre Ricot ODNEY	MAST
Ms Caroline TASSOT Mr Ugo GENTILINI	The World Bank
Ms Pascale FRANÇOIS	UNDP
Ms Carine ROENEN Ms Nathalie LAMAUTE-BRISSON	Fonkoze
Mr Giuseppe SCOLLO	DG ECHO
Mr Clément ROUQUETTE	CBTWG (WFP)
Mr Cassendy CHARLES	CBTWG (Mercy Corps)
Mr Christian CRICBOOM	OCHA

Annex 2 – implementation schedule for KII all countries

Country time zone				THU	FRI	MON	TUE	WED	THU	FRI	MON	TUE
Cameroon	Haiti	Somalia	BCN	16/07/2020	17/07/2020	20/07/2020	21/07/2020	22/07/2020	23/07/2020	24/07/2020	27/07/2020	28/07/2020
		10:00	9:00								Ahmed Abukar, Hassan Anshur, MoHADM, Somalia	
9:00		11:00	10:00							Issa Bitang, USAID, Cameroon		Gindy Isaac OCHA, Somalia
10:00		12:00	11:00							Kaitlyn Scott, Somali Cash Consortium, CWG Cochair	Mary Karanja, Somalia CWG/WFP	
11:00		13:00	12:00							Ngooupeyou Njomo PFS, Cameroon		Emily Mkungo USAID, Somalia
14:00	9:00	16:00	15:00	Judith Sonne, NRC, Cameroon,	Victoria Martinez, OCHA, Cameroon	Nathalie Brisson, Carine Roenen, Fonkoze, Haiti			Amayel Sow, UNHCR, Cameroon (written)	Giuseppe Scollo - ECHO, Haiti		
15:00	10:00	17:00	16:00	Joint call, World Bank HQ → Cameroon & Haiti	Chad Anderson, Save the Children, Somalia	Clément Rouquette, WFP HAITI, CWG			Pierre Ricot Odney, MAST (SP) Haiti		Christian Cricboom (OCHA) Haiti	Daniel Martin - IRC, Cameroon
16:00	11:00	18:00	17:00	Afrah Alawi Al-Ahmadi (WB) Somalia (linked to joint call)	Solomon Asea WFP (CWG) Cameroon				Cassendy Charles, MercyCorps, Haiti	Pascale François, UNDP, Haiti		

Annex 3 – list of participants to review / feedback process

Key Informant Interviews Respondents	
Person	Organisation
Mr Pierre Ricot ODNEY	MAST
Ms Caroline TASSOT	The World Bank
Ms Pascale FRANÇOIS	UNDP
Ms Carine ROENEN Ms Nathalie LAMAUTE-BRISSON	Fonkoze
Mr Giuseppe SCOLLO	DG ECHO
Mr Cassendy CHARLES	CBTWG (Mercy Corps)
Country based steering group members for he review	
Person	Organisation
Mr Christian CRICBOOM	OCHA
Mr Clément ROUQUETTE	CBTWG (WFP)
Mr Allen TALBERT	CBTWG (Mercy Corps)
CaLP and OCHA	
Person	Organisation
Ms Louise GENTZEL	OCHA HQ
Ms Lynn YOSHIKAWA	CaLP Americas

Annex 4 – members of steering and advisory group for the assignment

CaLP and OCHA steering and advisory group	
Person	Organisation
Mr Georgios FRANTZIS	CaLP MENA
Ms Louise GENTZEL	OCHA HQ
Ms Julie LAWSON-MCDOWALL	CaLP KM & RC
Ms Diksha RANA	CaLP MENA
Ms Sophie THOLSTRUP	CaLP HQ
Ms Lynn YOSHIKAWA	CaLP Americas

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