



Global Shelter Cluster
ShelterCluster.org
Coordinating Humanitarian Shelter



KEY DRIVERS FOR SUCCESSFUL IN-COUNTRY CASH AND MARKETS SUPPORT

Lessons Learned from CRS' Experience Seconding Cash
and Markets Experts to Shelter Clusters



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With contributions from the following agencies:





Executive Summary

From September 2017 to December 2018, on behalf of the Global Shelter Cluster (GSC), through funding from ECHO, several partners¹ including Catholic Relief Services (CRS) committed to collectively increasing capacity related to the use of cash and voucher assistance (CVA) in shelter programming. CRS' contribution to this effort was the deployment of cash and markets experts into operational shelter responses. These experts focused on providing technical support to build capacity and improve integration of CVA within the shelter sector.

This report highlights the lessons learned, challenges and best practices from these deployments in to shelter coordination systems of emergency responses in four countries, where shelter support was a critical aspect of people's recovery. The clusters that received support from CRS represent 11% of clusters in response mode in 2018, and the content of the report is based on CRS' experiences in these contexts alone (and therefore not to be considered as representative of all Shelter Clusters).

With the goal to more effectively meet people's immediate and long-term shelter needs in a humanitarian emergency, CRS sought to strengthen the shelter response of humanitarian actors by deploying market and cash experts through secondments dedicated to supporting the shelter sector. Reflecting on this experience resulted in identification of three primary drivers that help to strengthen the effectiveness of in-country technical support and expand the capacity of shelter clusters to utilize CVA in their assistance to people in need.

As experts in cash and market-based programming and advocacy, the deployed individuals supported emergency response efforts by working in-country or remotely with local staff, partners and stakeholders

to lead pre-identified cash related activities on behalf of the Shelter Cluster/Sector and advise on the implementation of shelter programming using CVA modalities. With this project's focus on greater integration of cash and market-based programming for improved shelter support for people overcoming crisis, CRS deployed experts to Bangladesh, Afghanistan, Ethiopia and Yemen between September 2017 and December 2018.

ACHIEVEMENTS

Through in-country deployments (3-6 weeks) and remote support to the Shelter Cluster and its members, deployed experts responded to diverse needs and scenarios, including:

- Development, revision and/or review of country specific products, procedures and processes related to CVA and market-based interventions for shelter and Non-Food Items (NFIs).
- Development of tools for market assessment and analysis related to shelter-specific needs;
- Leading inter-agency market assessment and analysis for shelter-specific needs.
- Capacity assessments of shelter/NFI partners related to CVA programming.
- Leading components of cash feasibility assessments, such as mapping of delivery mechanisms for CVA.
- Facilitating/supporting response option analyses for shelter/NFI needs.
- Developing and validating guidance and example tools necessary for quality implementation of CVA for Shelter and NFI responses.
- Supporting advocacy at operational and strategic levels for the use or integration of CVA and market-based programming.

¹ From 2017-18, Catholic Relief Services, Habitat for Humanity, Save the Children, and UNHCR were among the agencies selected as cash champions

KEY DRIVERS FOR SUCCESSFUL IN-COUNTRY CASH EXPERT SUPPORT

1. **Stakeholder ownership of the cash expert deployment.** Roles and responsibilities must be clearly defined for key players involved in cash and market-based programming for Shelter/NFIs so as to best utilize the expertise available, and to translate recommendations into action.
2. **Deployment at strategic phase of the emergency response.** The phase of the emergency and the stage of the cash response are principle factors that create a conducive context. Deployment of CVA expertise should be considered at the early phase of an emergency, when context-appropriate response options, products and procedures have yet to be developed (e.g. Bangladesh, Ethiopia), or prior to response strategies being revised. Similarly, CVA expertise can be effective during protracted crises where CVA modalities are being scaled up, or reviewed (e.g. Yemen, Afghanistan). Note: Avoid times of high staff turnover at the cluster and working group levels wherever possible.
3. **An enabling environment for cash and market-based programming.** An enabling environment is a set of formal and informal rules or conditions that enable the rapid deployment of necessary expertise, as well as the ability of implementing agencies and Clusters to translate deliverables into scalable and replicable interventions. The enabling environment can include the national regulatory environment, the structure and functionality of the Humanitarian Coordination system, the place of cash in strategic planning and resourcing, in addition to the usual factors that determine the feasibility and appropriateness of CVA in a particular response/context.

LESSONS LEARNED

- Deployments require in-country commitments, that include time, resources, partnerships, communication and prioritization of the deployment to achieve proposed outcomes that favour the country shelter cluster or related coordination mechanism.
- Deployment support strengthened the Shelter/ NFI Clusters by providing products and implementing procedures at the operational level.
- Market and Cash Feasibility Assessments and Response Analyses helped to provide methodologies for considering different modalities in shelter response consideration. Country-level clusters may require dedicated support to facilitate and conduct such assessment and response analysis.
- The value of various outputs lies in the ability of clusters, and partners, to translate them into action at the operational level. Various factors may impact the capacity/ability of clusters, and partners, to do so, including ownership, time constraints, competing priorities, capacity and knowledge of designated focal points, engagement of partners, and understanding and experience of coordination-related staff and partners.
- Short-term secondments help to develop and test products and procedures required for design and implementation of CVA in shelter programming where appropriate, and inform processes at strategic and political levels.
- Having experts familiar with both CVA and shelter contributes to more effective communication and coordination between cash coordination fora (e.g. Cash Working Groups) and the shelter sector.
- The use of a check list would help identify obstacles to strengthening Shelter Clusters. Where obstacles to short-term deployments are overwhelming, cash and markets experts can refer longer-term technical assistance.
- Good inter-personal relations and an understanding of cash and market-based programming by Shelter Cluster coordinators is particularly important when there are competing opinions and approaches on how cash interventions should be coordinated and reported, and different interpretations on the roles of sectoral Technical Working Groups on cash and Cash Working Groups (Annex 3,5, see also Enabling Environment below).
- The deployment of needed cash and markets expertise to support in-country clusters in a timely manner depends on having funding available to rapidly mobilise support, and a clear channel for requesting such support.
- The future home for surge capacity similar to the function supported by CRS under this project, still needs to be determined, and is closely linked to ongoing discussions on cash coordination at the global level. Nevertheless, based on CRS' experience, dedicated expertise can provide much needed support to country-level clusters to effectively utilise CVA and market-based approaches for shelter outcomes.

CHALLENGES

- While a wide range of products and procedures were produced and tested, these were not always utilised after deployments concluded. This was related to a number of factors, including the short duration of the deployments, the limited bandwidth for in-country teams to engage with the secondee and the time taken to facilitate buy-in and ownership of various outputs.
- Rapidly changing, complex humanitarian crises trigger surge capacity with a high-turnover. This can drastically reduce the impact of short-term support.
- Revolving cluster and working group coordinators (not necessarily unique to the shelter sector), lack of adequate staffing and poor communications among stakeholders delayed the validation and use of some of the developed tools and recommendations—in some cases this meant reduced relevance in rapidly changing contexts.
- While in-country focal points within clusters, such as coordinators, partners and key focal points for CVA interventions within the cluster, gratefully appreciated their strengthened capacity, they did not necessarily have the time or resources to share their knowledge with peers as intended.
- Recommendations for cash resulting from market analyses and the mapping of delivery mechanisms could not be implemented if in-kind pipelines had already been established, and if the status of internally displaced populations was unclear.
- In a number of countries, accountability lines for the validation of cash-related recommendations were not clear or failed to correspond with changes in cluster leadership, which prevented the timely dissemination of products and outputs. Having a dedicated Technical Working Group established within the Shelter Cluster/Sector with participation from relevant cash actors may facilitate validation in future.
- The targets and donor preferences outlined in Humanitarian Response Plans can be out of line with in-country capacity to determine if and how to appropriately and safely implement cash as part of the Shelter and NFI response. In other words, cash is expanding despite the known lack of capacity in-country. Shelter and NFI Clusters are under pressure to deliver cash programming, but on-the-ground capacity to create and use shelter/NFI cash-related products and procedures is not always available.
- Few sustained gains were seen at the strategic level, as any improvements in processes resulting from the deployed support were not always sustained. This was largely related to the short-term one-off nature of the deployments where more consistent

engagement is needed.

- In many of the secondments, the short duration of three to six weeks proved insufficient to address longer term challenges or to have a longer impact (such as building the capacity of local actors and developing appropriate guidance and tools). Therefore, it would be beneficial for the GSC to consider how more continuous technical support related to cash and markets can be made available to clusters. This might include exploring linkages with CashCap for longer secondments, and/or providing specific capacity building support to cluster teams.
- A simple lack of response from some key stakeholders (including both Cluster Coordinators, Cash Working Group Coordinators and operational agencies) in the short timeframe of the secondments – whether due to R&R, or lack of time or capacity – prevented improvements in coordination, advocacy or deployment.

RECOMMENDATIONS AND RESOURCING

Based off these CRS experiences/deployments, CRS recommends to ensure continued availability of financial and human resources for future rapid deployment of cash and market experts to shelter and NFI responses. Confirmed resourcing will allow rapid support to address limited in-country capacity for cash and market-based programming while, at the same time, finding opportunities when appropriate to expand the use of cash and market-based interventions. CRS recommends, the following ideas for financial and human resourcing include:

- Approach donors for global funding earmarked for in-country deployments of cash and markets experts with knowledge and experience in the shelter sector.
- Explore opportunities for the in-country cluster to fund deployments based on a menu of services.
- Create ready-to-go contracting mechanisms with key cluster lead agencies to allow rapid deployment.
- Create a standing roster of global experts, beyond CRS, who can be deployed to support this work with specific experience and knowledge on the use of CVA for shelter outcomes.
- Build knowledge and capacity around shelter within existing Cash and Markets rosters – and more broadly.
- Support Cluster Coordination teams to develop appropriate mechanisms for sustaining in-country cash and markets capacity, such as development of Technical Working Group Terms of Reference, recruitment of longer-term staffing, and/or capacity development planning for cluster partners.

CONCLUSION

Tailored products, guidance and procedures specific to cash-based interventions for shelter/NFI response constitute the foundation upon which Shelter/NFI Clusters can enhance cash and market-based programming. The deployment of cash and market experts can directly contribute to strengthening this foundation through the development and testing of products and procedures. The value of such outputs lies in the ability of partners to translate operational results into effective shelter outcomes, which is dependent on effective collaboration between shelter and cash coordination actors, joint validation of products and outputs, realistic Humanitarian Response Plan targets, and a general enabling environment for the use of cash. Having individuals to share the additional workload required for design and implementation of quality cash programming, as well as having someone knowledgeable on applying cash and market approaches to shelter to be available to discuss issues and support decision-making greatly supported in-country clusters. In addition, having someone focused on cash and market approaches within the Shelter coordination system at country level helped facilitate communication and collaboration with other actors, including Cash Working Groups, to achieve common understanding and identify opportunities for working collectively.

An observed gap in capacity was one of the original drivers of the Cash Champion initiative, and the availability of resources under this project to deploy cash and markets experts created an enabling environment that allowed rapid deployment early on in responses, leading to timely market analyses and cash feasibility discussions. Availability of these products and cash feasibility awareness create the foundation upon which shelter and NFI strategies can be built. The demand remains for further cash deployments, as South Sudan has yet to be completed, and all other recipients of deployment support expressed the desire for more. Knowing that funding is available at the start of a crisis has tremendous value in terms of the speed at which an agency can respond, and can benefit all sectors.

Where stakeholder ownership is strong in a conducive context and, where an enabling environment exists, short-term deployments can provide a unique, timely appropriate model of support to effectively strengthen Shelter Clusters in relation to CVA programming.





LIST OF ACRONYMS

CaLP	Cash Learning Partnership	IOM	International Office of Migration
CBI	Cash Based Interventions	MBRRR	Market-Based Rapid Response and Recovery
CCCM	Camp Coordination and Camp Management	M&E	Monitoring and Evaluation
CRS	Catholic Relief Services	MEB	Minimum Expenditure Basket
CTP	Cash Transfer Programming	NFIs	Non-Food Items
CVA	Cash and Voucher Assistance	NGO	Non-Governmental Organisation
CWGs	Cash Working Groups	SAG	Strategic Advisory Group
ECHO	European Community Humanitarian Office	S/NFI	Shelter / Non-Food Item
EMMA	Emergency Market Mapping and Analysis	SoPs	Standard Operating Procedures
GSC	Global Shelter Cluster	TORs	Terms of Reference
HRP	Humanitarian Response Plan	TWiGs	Technical Working Groups
IFRC	International Federation of Red Cross and Red Crescent Societies	UN	United Nations
		UNHCR	Office of the United Nations High Commissioner for Refugees



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I. Introduction

From September 2017 to December 2018, in collaboration with the Global Shelter Cluster (GSC), Catholic Relief Services (CRS) provided technical support for building capacity and improving the integration of cash-transfer programming and market-based programming within the shelter sector. CRS was one of four agencies² selected as Cash Champions by the GSC, to work to increase capacity and contribute to a better understanding of the use of CVA in shelter programming. Under this initiative, CRS was responsible for deploying cash and markets experts into operational shelter responses. These experts focused on providing technical support to build capacity and improve integration of CVA within the shelter sector. Financial support for this initiative came from the European Community Humanitarian Office (ECHO) via the UN Refugee Agency (UNHCR) as part of a multi-donor project with in-kind support from CRS and Cordaid.

In seeking to more effectively meet people's immediate and long-term shelter needs in a humanitarian emergency, CRS sought to strengthen the shelter response of humanitarian actors by improving the alignment of both country-level and global shelter clusters with the commitments from the [World Humanitarian Summit](#) and [Habitat III](#).³ This project is the result of continued efforts to improve the capacity for cash- and market-based programming in shelter response, and illustrates some of the many

transformative changes that have taken place in the humanitarian landscape since 2015 (Annex 1).

The scope of this report focuses on identifying key elements of an effective support model based on lessons learned during CRS' deployments to Bangladesh, Afghanistan, Ethiopia, and Yemen, and planned deployments to South Sudan. Their models of support included:

- In-country deployments, as well as remote support to the Shelter Cluster/coordination mechanism and its members.
- A timeframe of 3 to 6 weeks for secondments.
- Creation, revision and review of country specific products, procedures and processes related to cash- and market-based interventions for shelter and NFIs (Table 1).
- Best practices for strengthening Shelter Clusters through short-term secondments, including options for funding.⁴

This Lessons Learned report is based on a desk review of available project documentation, as well as interviews with: representatives of the Global Shelter Cluster, CRS Global Shelter Advisor, three Cash and Markets experts deployed under the CRS initiative, one consultant and project implementers from 18 in-country partners. Interviews were conducted from Nov. 29 through Dec. 14.

² CRS, Habitat for Humanity, Save the Children and UNHCR were the four agencies selected as Cash Champions from 2017-8.

³ The World Humanitarian Summit in 2016 created the Agenda for Humanity – a five-point plan that outlines the changes that are needed to alleviate suffering, reduce risk and lessen vulnerability on a global scale. The five-points include: Political leadership to prevent and end conflict, uphold the norms that safeguard humanity, leave no one behind, from delivering aid to ending need, invest in humanity. Habitat III in 2016 adopted the New Urban Agenda which represents a shared vision for a better and more sustainable future.

⁴ Further research is needed to determine exactly which technical aspects of the various cash-related tools, processes and procedures should be prioritised during short-term deployments.

Process and Timeframe

After 3 initial deployments by cash and market experts to the Bangladesh Shelter Sector in support of the Rohingya settlements in Cox's Bazar during October 2017 – January 2018, the GSC communicated to all Shelter Clusters regarding the availability of technical capacity and funding to support in-country shelter clusters with cash and markets-related deployment support.

CRS sought to support all requests received for technical support, and subsequently worked with the requesting country clusters and members to develop Terms of Reference (TORs) based on

available human and financial resources and in-country priorities. CRS dedicated three cash and market specialists from its Market-Based Rapid Response and Recovery (MBRRR) team, and mobilized consultants and partnerships with other organizations, such as Cordaid, where needed. Expertise on Shelter solutions and NFIs came from in-country partners and CRS Shelter experts.

The demand by country programmes for secondments was so high that UNHCR increased the funding allocated for the deployments. Even still, the funding was not enough to fulfill all of the requests.

Table 1: CRS Support Models under the Cash Champion Initiative

COUNTRY	RESULTS	REQUESTER	SUPPORT MODEL	MAIN FOCUS OF REQUEST
BANGLADESH	Oct. 17	Cash Working Group and Shelter Sector in Cox's Bazaar	In-country 4 week deployment	Emergency market analysis for shelter-related needs
	Dec. 17		In-country 3 week deployment	Delivery mechanism mapping for CVA
	Jan. 18		In-country 3 week deployment	Operational guidance for use of CVA in S/NFI sector
YEMEN	Jul. 18	National Shelter Cluster Coordinator via GSC Survey to Cluster Members	6 weeks of remote support to S/NFI/CCCM cluster	Strengthen S/NFI/CCCM cluster capacity to implement CVA and market-based programming
ETHIOPIA	Aug. 18	Shelter Cluster Coordinator via GSC Survey to Cluster Members	In-country support to S/NFI cluster - 2 weeks	Establish methodology for shelter-focused market assessment and response analysis
	Sep. 18		In-country support to S/NFI cluster - 3 weeks	Lead market assessment and facilitate response analysis to establish feasibility of a market-based approach for shelter response and repair activities
AFGHANISTAN	Sep. 18	Sub-national Cluster Coordinator via GSC Survey to Cluster Members	4 weeks of remote support to Cluster via in-country partner Cordaid + 2 weeks of in-country support	Development of standard operating procedures for quality implementation of CVA for S/NFI
SOUTH SUDAN	NA	National Cluster Coordinator and various Cluster members via GSC Survey to Cluster Members	In-country support to S/NFI cluster – delayed.	Build capacity of S/NFI cluster and partners on using CVA for S/NFI, including market and cash feasibility assessment, and capacity building planning for partners.

II. Lessons Learnt

CRS's support provided by deployments of cash and markets experts in this project met diverse needs in a range of humanitarian contexts (Table 1). The deployees/experts worked at an operational level with stakeholders, such as technical Co-Leads of the Shelter Cluster, Cash Working Group Coordinators, UN agencies, NGOs, and donors, to create and execute procedures—including for market assessments, response analyses, and capacity needs assessments—for determining the appropriate use of cash-based interventions in the response.

The deployees/experts then created tools necessary to carry out the aforementioned procedures, such as market assessment questionnaires or price monitoring sheets. They also networked at the operational and strategic levels—with government representatives, cluster members, sector specialists, NGOs, and others—to improve cash coordination, and advocate for changes in the way cash was perceived and used. Annexes 2 through 6 provide details on the status of the products and processes, as well as key characteristics of each deployment.

Table 2: Outputs from Cash and Markets Deployments

	DESCRIPTION	COUNTRIES
OPERATIONAL	Methodologies and tools developed for shelter-focused market assessments (bamboo, timber, rental options, NFIs)	Bangladesh, Ethiopia, Yemen, Afghanistan
	Inter-agency market assessments conducted for shelter-related commodities	Bangladesh, Ethiopia
	Desk Reviews of relevant contextual information and existing resources and guidance for cash and market based programming	Bangladesh, Afghanistan, Yemen
	Standard cash operating procedures for cash-based interventions in shelter/NFIs (new or standardized/harmonized)	Bangladesh, Afghanistan
	Monitoring and Evaluation (M&E) tools and guidance, including market monitoring	Afghanistan, Yemen
	Cash response options for specific conflicts and associated risks	Afghanistan, Ethiopia
	Cash distribution tools and methodologies	Afghanistan
	Mapping of delivery mechanisms for cash based interventions	Bangladesh
	Guidance on communication and accountability with communities	Afghanistan
	Lessons learned and mapping of current cash-based interventions	Bangladesh, Yemen
	Capacity building assessment of Shelter Cluster partners in cash-based programming	Yemen
	Dissemination of training resources, and leadership of workshops on key technical guidance	Yemen, Afghanistan
	Technical support on shelter items for Minimum Expenditure Basket (MEB)	Bangladesh
STRATEGIC	Improved coordination between the Cash Working Group and the Shelter/NFI Clusters	Bangladesh, Yemen
	Response analysis	Bangladesh, Ethiopia
	Advocacy for regulatory changes to facilitate the scale-up of cash-based interventions	Bangladesh



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Highlights

- The deployments most notably strengthened the Shelter/NFI Clusters by providing products and implementing procedures at the operational level—for example: Tip Sheets that consolidated shelter specific guidance in a format appropriate for both government and NGO partners (Annex 5).
- Development of tools for Market and Cash Feasibility Assessments and Response Analyses helped to provide methodologies for shelter response consideration in specific regions (Annex 2, 4).
- Facilitating inter-agency market assessment and analysis, and reviewing subsequent response options for shelter interventions, enabled the consideration of CVA modalities in response planning (Annex 2, 4).
- Having cash and market-focused expertise helped to share the workload of shelter coordination teams in-country while assisting to build relationships with Cash Working Group stakeholders and develop common approaches (Annex 2).
- Deployed individuals mentored key staff to strengthen their level of understanding on the use of cash (Annex 3). Based on interviews with the mentees and recipients of support, all expressed extreme gratitude, and requested on-going support or longer secondments.



III. Challenges

- While a wide range of deliverables were produced, these were not always utilised after deployments concluded. This was related to a number of factors, including the short duration of the deployments, the limited bandwidth for in-country teams to engage with the seconded and the time taken to facilitate buy-in and ownership of various outputs.
- While in-country focal points within clusters, such as coordinators, partners and key focal points for CVA interventions within the cluster, gratefully appreciated their strengthened capacity, they did not necessarily have the time or resources to share their knowledge with peers as intended.
- In many of the secondments, the short duration of three to six weeks proved insufficient to address longer term challenges or to have a longer impact (such as building the capacity of local actors and developing appropriate guidance and tools). Therefore, it would be beneficial for the GSC to consider how more continuous technical support related to cash and markets can be made available to clusters. This might include exploring linkages with CashCap for longer secondments, and/or providing specific capacity building support to cluster teams.
- Recommendations for cash resulting from market analyses and the mapping of delivery mechanisms could not be implemented if in-kind pipelines had already been established (for example in Bangladesh and Yemen), and if the enabling environment for cash programming was not present.
- Revolving cluster and working group coordinators (not necessarily unique to the shelter sector), lack of adequate staffing and poor communications among stakeholders delayed the validation and use of developed tools and recommendations— in some cases this meant reduced relevance in rapidly changing contexts.
- In a number of countries, accountability lines for the validation of cash-related recommendations were not clear or failed to correspond with changes in shelter cluster leadership, which prevented the timely dissemination of products and outputs. Having a dedicated Technical Working Group established within the Shelter Cluster/Sector with participation from relevant cash actors may facilitate validation in future.
- Few sustained gains were seen at the strategic level, as any improvements in processes resulting from the deployed support were not always sustained. This was largely related to the short-term one-off nature of the deployments where more consistent engagement is needed.
- A simple lack of response from key stakeholders (including both Cluster Coordinators, Cash Working Group Coordinators and operational agencies) in the short timeframe of the secondment – whether due to R&R, or lack of time or capacity – prevented improvements in coordination, advocacy or deployment (Annex 3,5,6 respectively).



IV. Primary Drivers

The Primary Drivers to Strengthen Shelter Clusters through In-Country Cash and Markets Support

1. Stakeholder ownership to engage secondees, and translate recommendations into action

In this context, stakeholder ownership refers to the capacity, role and influence of the requester to engage the secondee appropriately and effectively, and translate recommendations made into operational and strategic action.

Engagement of the secondee first starts by following the steps necessary to get a secondee on board: identifying the need, making the request, writing the TOR, determining logistical and financial arrangements, and having a clear plan to utilize them while they are on assignment. The utilization of secondees includes providing resources for anticipated activities, ensuring access to stakeholders, clarifying validation, coordinating with relevant teams and actors, and clearly communicating procedures and processes.

Leading up to each deployment, the cash and markets experts, Global Shelter Cluster Support Team, GSC Cash Working Group Chair, and CRS global shelter lead engaged with the requester through initial conversations to determine the needs, scope of work, logistics and financial arrangements.

Note: Strategic planning conversations ahead of deployments proved difficult in contexts where in-country knowledge of cash-based programming or manpower was limited. In those cases, the requester didn't always know exactly what the focus of the deployment should be, and/or had little time to assess what was needed and clarify the scope of work (Annex 3, 4, 6). As a result, the focus and recommendations of secondees in these contexts may not have reflected actual priority needs.

Inter-personal coordination⁵ can significantly influence the engagement of the person deployed. A strong partnership and clear line of communication both with the Shelter Cluster, and also between the Shelter Cluster and the Cash Working Group, proved key to the development of timely, targeted, and appropriate TORs. When this coordination broke down following a transition in coordinators, it affected the use of some outputs of the secondees, for example acting on response option analyses (Annex 2). Good inter-personal relations and an understanding of cash and market-based programming by Shelter Cluster coordinators is particularly important when there are competing opinions and approaches on how cash interventions should be coordinated and reported, and different interpretations on the roles of sectoral Technical Working Groups on cash and Cash Working Groups (Annex 3,5, see also Enabling Environment below).

Clarity on the role of the secondee is critical across all participants, including national and/or regional cash working groups, existing Technical Working Groups (TWiGs), the shelter cluster coordinator, cluster partners, technical or cash experts, and in-country cash advisors. To have clarification of roles only for the individual deployed and partner organization is not enough because it can confuse ownership over the outputs produced and procedures carried out. It also prevents the translation of results into operational and strategic outcomes within a response.

Clarity on the role of the Shelter Cluster/Coordination System and that of Cash Working Groups' role is needed, including ensuring any guidance developed for cash programming is done so in collaboration with technical experts and is relevant and applicable for sectors/clusters. Stronger communication lines and oversight by the Global Shelter Cluster of deployments to in-country shelter clusters in future would also facilitate 'hand over' and provision of longer-term technical support related to cash and markets after the short-term deployment is complete.

⁵ As opposed to Systematic Coordination described under 3) Enabling Environment

2. Deployment at strategic phase of the emergency response

A secondment supporting cash and market-based programming is best understood and assessed through the in-country context. In this project, two aspects of in-country context proved to have the most notable impact on the effectiveness of the secondees' influence and impact: 1) the phase of the emergency, and 2) the stage of the cash response at the time of the request.

It should not be surprising that intervening at an early phase of the emergency allowed secondees to have more influence on assisting in the design and the implementation of the shelter response, including the feasibility and appropriateness of cash and market-based interventions. The products they developed and procedures carried out were frequently the first of their kind for the emergency at hand (Annex 2,3,4,5). The new information and guidance—when validated and shared in a timely manner—had an immediate impact on informing operations, and helped to shape rational, context-based response options (Annex 2,4,5).

In later phases of the response when interventions had already been designed, obstacles existed at the strategic level, where longer-term technical assistance was more likely to have an impact on improving cash programming quality and helping Shelter Clusters address the main barriers to integrating CVA into the response activities of cluster partners.

Furthermore, the timing of secondments revealed how the phase of the emergency can affect the role of host coordinators and partners working with the seconded. Rapidly changing, complex humanitarian crises trigger surge capacity with a high-turnover. This can drastically reduce the impact of a short-term deployment. As the coordinators within the Shelter/NFI Cluster and/or Cash Working Group changed with the evolution of each emergency, so, too, did their TORs and priorities. In turn, their responsibility to the seconded and their ownership over products and procedures changed as well. In one country, the Shelter/NFI Coordinator changed three times over the course of preparing for and implementing the Cash Champion secondment. This complicated the development of the TOR, delayed deployment, and resulted in the findings of the assessment led by the seconded being shared and validated only after its relevance had reduced (Annex 4). Where the coordination was high and ownership of the seconded's work strong, the changes in emergency phases were less disruptive (Annex 2).

The stage of implementation of cash-based programming within the S/NFI response at the time of the request had an effect on the impact of deployments. Most countries requesting support were in the beginning stages of using cash-based interventions whether in protracted crisis contexts (e.g. Annex 4, 5, 6) or initial phases of an emergency response (e.g. Annex 2, 3) for shelter/NFI needs, and lacked critical tools such as cash capacity assessments of partners, desk reviews on available country-specific cash guidance, and/or information on the actual context and barriers for scaling up the use of cash. In some cases there were differing understandings of what support in-country CWGs could provide to the shelter cluster, and where initiatives should be led by the shelter cluster itself. In one case, the limited knowledge of the general environment for CVA in the country and available guidance and expertise within the in-country CWG prevented a clear understanding of how to target the limited time of a deployment and delayed the development of TORs until after the project funding was no longer available (Annex 6).

A lack of clarity on cash technical support needs and existing cash guidance was also a problem in more protracted crisis contexts. While many requested support on the development of Standard Operating Procedures (SoPs), the deliverable was not necessarily seen as relevant after the seconded was on the ground, had completed a desk review and had a better understanding of immediate needs. Rather, it became clear that harmonization, standardization and effective dissemination of existing guidance was the priority (Annex 3,5). This should be the default in any future request for developing such guidance.

In the context of a more advanced response, it is important to consider whether in-kind response options are already in motion. If they are, cash programming recommendations resulting from cash and market-focused deployments may not be seriously considered (Annex 2) without a serious change agenda being part of sector partner's plans. Similarly, if certain cash tools and procedures are already in use, the technical input by a seconded on these tools should be clearly linked to revising existing tools, as commentary mid-processes will only be frustrating for all involved (Annex 3). Finally, where an in-country cash advisor is already present, an additional cash and market-focused deployment may be duplicative (Annex 4).

3. Enabling environment for Cash and Markets-focused secondments

An enabling environment is a set of formal and informal rules or conditions that enable the rapid deployment of needed expertise, as well as the ability of implementing agencies and Clusters to translate deliverables into scalable and replicable interventions (e.g. the wider operational and enabling environment). In the context of this project, these rules and conditions include the following:

- The extent to which the national regulatory environment encourages cash programming.
- The extent to which the Humanitarian Coordination system is structured and functioning.
- The place of cash in strategic planning and resourcing by donors and the humanitarian community.

In a number of countries, the national regulatory environment governing the use of cash as an acceptable response option prevented the implementation of recommendations (see Annexes 2 and 4). In others, the government's willingness to engage helped to facilitate an assessment of cash approaches by the secondees, and dissemination of recommendations (Annex 5).

The complex structure and functionality of the humanitarian coordination system decreased the relevance and applicability of some of the secondees' work. This is because, while the organization of the Shelter Cluster is standardized across countries, the structure of cash coordination is complex and unclear. For example, UNHCR, IFRC or IOM host shelter coordination systems (whether clusters or working groups) in almost all responses, but the host for cash coordination differs from country to country (a sector or inter-cluster group can host) and from region to region (not all regions have a regional CWG).

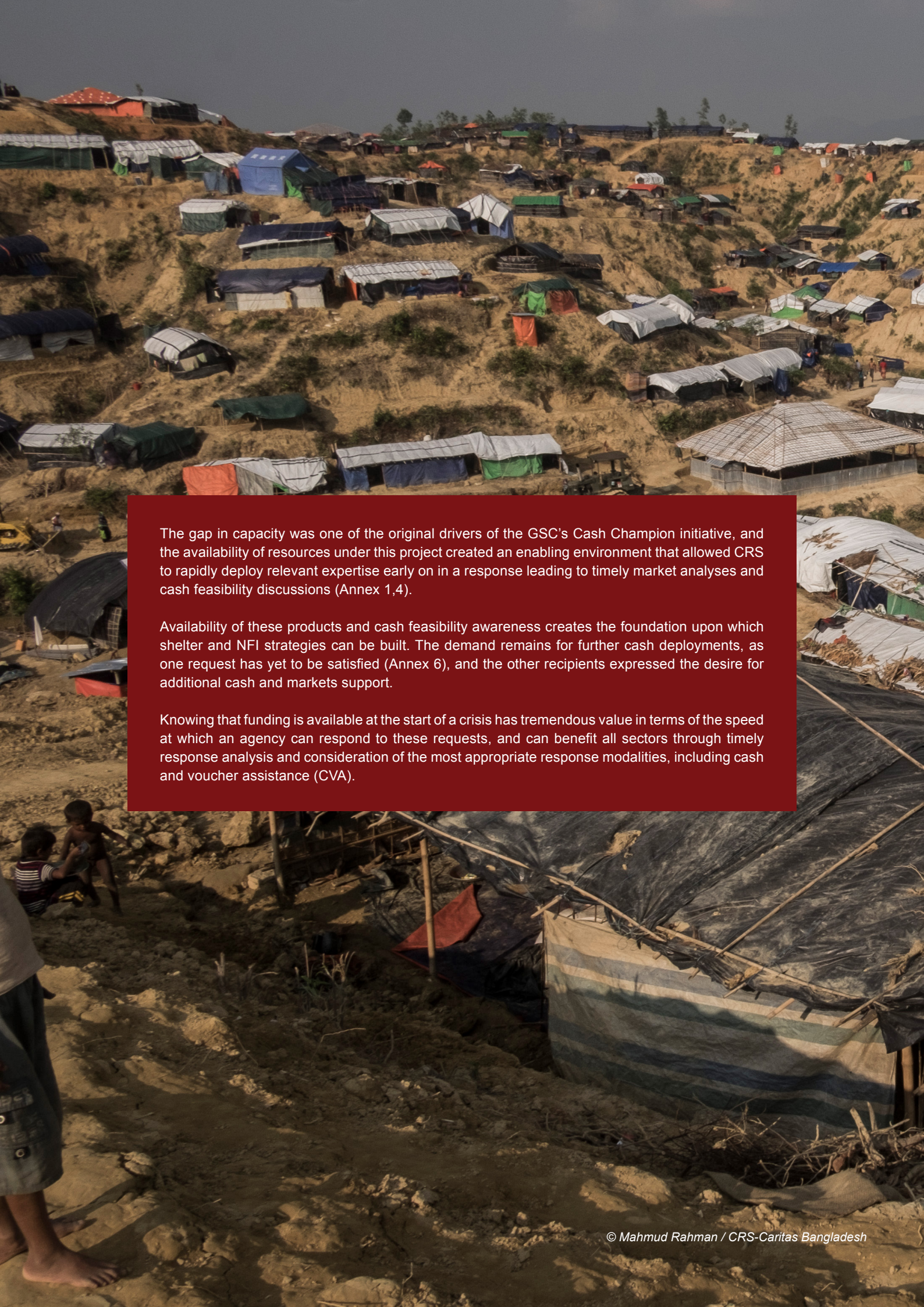
TORs of the Cash Working Groups range in scope from acutely technical to broadly strategic, while the objective of a Shelter Cluster is to meet the shelter

needs of affected populations more effectively by strengthening leadership, coordination, and accountability in the humanitarian shelter sector.⁶

Furthermore, reporting lines between cash coordination structures at regional-level, country-level and even within countries are not always clear, while the [Global Shelter Cluster structure](#) and communication lines are well defined. This asymmetry between the structure of the Global Shelter Cluster and more informal cash coordination prevented timely validations and dissemination of jointly relevant products in all countries (Annex 2,3,4,5,6), and failed to offer recourse for advocacy at the global level to address any identified needs. In addition, there was also a lack of clarity on the technical support that could be provided by Cash Working Groups in different contexts and the extent to which the Shelter Cluster could access this support. In countries where this coordination was particularly challenging, the individuals deployed found that a savvy skillset for problem solving, negotiation and networking proved more useful than a strong technical profile. Although the above only 'scratches the surface' of the complex challenges around cash coordination, it is nevertheless highly relevant to consider as efforts to strengthen in-country CVA capacity within the shelter sector are planned and implemented.

Cash increasingly holds center stage in humanitarian strategic planning and donor resourcing. Across the board, Humanitarian Response Plans are encouraging the scale up of cash (Annexes 3-6). In addition, donors progressively prefer cash response modalities. However, the targets and donor preferences outlined in Humanitarian Response Plans can be out of line with in-country capacity to determine if and how to appropriately and safely implement cash as part of the Shelter and NFI response. In other words, cash is expanding despite the known lack of capacity in-country. Shelter and NFI Clusters are under pressure to deliver cash programming, but on-the-ground capacity to create and use shelter/NFI cash-related products and procedures is not always available (Annex 3).

⁶ From <https://emergency.unhcr.org/entry/256435/shelter-cluster-iasc>



The gap in capacity was one of the original drivers of the GSC's Cash Champion initiative, and the availability of resources under this project created an enabling environment that allowed CRS to rapidly deploy relevant expertise early on in a response leading to timely market analyses and cash feasibility discussions (Annex 1,4).

Availability of these products and cash feasibility awareness creates the foundation upon which shelter and NFI strategies can be built. The demand remains for further cash deployments, as one request has yet to be satisfied (Annex 6), and the other recipients expressed the desire for additional cash and markets support.

Knowing that funding is available at the start of a crisis has tremendous value in terms of the speed at which an agency can respond to these requests, and can benefit all sectors through timely response analysis and consideration of the most appropriate response modalities, including cash and voucher assistance (CVA).

V. Best Practice

Best Practice for strengthening short-term⁷ secondments of cash and markets experts

Given the small number of deployment experiences to learn from, it would be inappropriate to generalize which product, procedure or process has more of an impact on strengthening Shelter Clusters across countries and contexts. However, based on CRS' experience, we can conclude the following best practices:

- Use short-term secondments to develop and test Shelter/NFI operational products and procedures when the appropriate conditions are in place to facilitate their use, and to inform in-country processes at operational and strategic levels.
- Requestors and the team responsible for filling requests should work together to identify cash capacity needs and existing cash guidance and resources in order to determine realistic and appropriate deliverables for secondments.
- Needs assessments and desk reviews have emerged from this study as key components to improving both inter-personal and strategic coordination. These tools provide a common understanding of the in-country cash capacity baseline and resources available which, in turn, helps determine the model of support needed.
- When secondments are being planned, a Check List (see Annex 8 for an example) should be used to inform the development of expert/employee ToRs, specifically for identifying ownership, context and obstacles. Should the obstacles be overwhelming, the requestor and the team responsible for filling requests must be ready to conclude that a secondment may not be the appropriate model for in-country support. Instead, resources can be used to diagnose support needs in the longer-term, to support the referral of the requester's need to longer-term options (e.g. CashCap, or consultants) or to support in advocacy, grant writing, networking, long-term TOR development, and/or recruitment for cash technical assistance. A short-term deployment may still be relevant to help Shelter Clusters and Cash WGs determine what capacity is required and how best to fill this need.

- Surveys to cluster partners prioritizing requests for support should be sent out annually, preferably by the GSC support team. In addition, feedback on support provided should be systematically collected to improve future efforts and provide follow-up support if needed.
- Where the team that responds to requests for cash and markets expertise for in-country shelter clusters sits depends on the goals and vision for this type of surge support. For this project, with its focus on the use of cash and market-based interventions for shelter and NFI objectives, the secondees were appropriately hosted by the GSC. The global and sectoral linkages allowed access to shelter expertise during the development of products and procedures in all but one case. They also facilitated the transfer of knowledge gained by secondees experiences across countries where communication between Shelter Clusters in-country and the GSC was effective.

The future 'home' of surge cash and market-focused surge capacity and resources globally depends on the evolution of the global cash coordination system. Should the current asymmetry between sectoral coordination systems and cash coordination decrease, the GSC may find itself with a cash coordination equivalent with responsibility, mandate and resources to provide technical support and expertise around cash-based programming to different sectors/clusters, but who may require shelter-specific technical capacity. Should the current asymmetry turn towards cash mainstreaming across sectors, each sector may need its own cash and markets experts/team to ensure capacity among sectors to design, implement and coordinate high quality cash-based responses. In either case, it will be important to inform decisions regarding the future home of cash and market-focused surge support by considering the roles, responsibilities and hosting structures for the other existing models of cash-related technical assistance—in particular, the Cash Learning Partnership (CaLP) and CashCap.

⁷ This study did not consider the options for longer secondments, as conceptualized under the ECHO and UNHCR due to the limited scope of the assignment.



Options for resourcing

Based on this experience, CRS recommends: Ensure continued availability of financial and human resources for future rapid deployment of cash and market experts to shelter and NFI responses. Confirmed resourcing will allow the cash community to address limited in-country capacity for cash while, at the same time, expanding cash programming.

Under this scenario, donors and implementers alike can meet their strategic and operational goals. Ideas for financial and human resourcing include:

- Create ready-to-go contracting mechanisms that allow rapid, sufficiently resourced secondments, and encourage partnerships with on-the-ground implementing organizations. For example: Establish MoUs with IOM, UNHCR, International Federation of the Red Cross (IFRC) and/or partnership with CashCap to enable rapid deployments of relevant expertise to a response for relevant durations (e.g. short term, and longer).
- Global Shelter Cluster and CRS to develop a menu of services that should be available to country clusters based on experience and requests most commonly received.
- Create a standing roster of global experts, including CRS staff and others, who could support the services required by clusters in relation to cash and market-based programming within the Shelter/NFI sector acknowledging that this requires specific skills and expertise.
- Approach donors for global funding earmarked for in-country deployments to support rapid deployment of cash expertise for the S/NFI sector while more creative and sustainable solutions to financing are explored.
- Explore options for in-country clusters to mobilise resources to pay for deployments where possible.





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VI. Conclusions

Based on this CRS experience under the broader cash champion initiative, CRS concludes that tailored products, guidance and procedures specific to the use of cash-based programming as part of a Shelter/NFI response constitute the foundation upon which Shelter/NFI Clusters can grow stronger in their ability to support members in cash and markets programming. Deployments can directly contribute to strengthening this foundation through the development and testing of products and procedures, as well as supporting partners to use them in implementation.

Without effective processes, good procedures and products may not be shared, will not provide any lessons learned for other sectors, or worse, not be used at all. This experience shows that secondees have a more difficult time strengthening Shelter

Clusters at the operational and strategic level when deployments are short-term and in-country stakeholders (e.g. Shelter Cluster Coordinators, Cash Working Group Coordinators, and operational agencies) have limited engagement in the work conducted.

However, where stakeholder ownership is strong in a conducive context and, where an enabling environment exists, short-term deployments can provide a unique, timely appropriate model of support to effectively strengthen Shelter Clusters, and map out recommendations for further support. CRS recommends that the other agencies identified as 'Cash Champions' under the Global Shelter Cluster initiative should also try to document lessons learnt in order to expand recommendations on furthering cash capacity within the shelter sector.

ANNEX 1

Transformational change in the humanitarian landscape for cash since 2015

This project is the direct result of a changing humanitarian landscape in which the focus on cash-transfer and market-based programming has grown exponentially, alongside the increasing integration of cash-transfer and market-based approaches in the Shelter/NFI sector. Recent milestones illustrating this integration are as follows:

September 2015:

Publication of the High-level panel discussion paper on cash: 'Doing Cash Differently: How cash transfers can transform humanitarian aid'. This paper served as a turning point and stimulated a change in the humanitarian landscape with more than 6% of humanitarian assistance delivered in cash or vouchers globally. Although advocating strongly for unconditional and unrestricted cash transfers--particularly for the delivery of essential goods and services to meet basic needs in a dignified, timely and cost-effective manner--the paper recognized the importance of assessing appropriateness prior to selecting a modality and delivery mechanism. Despite its mention of the importance for technical assistance to ensure specific quality outcomes (e.g. to build safer shelters), the paper served as a stimulus for shelter practitioners to advocate for more nuance and evidence across all sectors, not only food security.

February 2016:

Cash Working Group of the Global Shelter Cluster has its first formal meeting.

October 2016:

Discussions on cash coordination at the Global Shelter Cluster: The Cash Working Group of the Global Shelter Cluster held sessions at the Global Shelter Cluster's annual meeting to discuss cash coordination (facilitated by CaLP), and to provide structured, sector specific feedback to a high-level panel discussion paper on cash.

November 2017:

The Water, Sanitation and Hygiene (WASH) and Shelter clusters launch a joint advocacy paper highlighting some of the work required for both sectors to meaningfully engage and build capacity around cash and markets.

November 2015:

The UK Shelter Forum 17 was themed specifically on cash and markets, highlighting the growing interest in cash from within the shelter sector. The forum included discussions on Multi-Purpose Cash Assistance, case studies from different actors on cash and market-based responses in shelter programming, and market assessment approaches. The forum's fruitful discussion on using cash- and market-based approaches in shelter responses began a process of increased collaboration which directly resulted in a position paper on 'Cash and Markets in the Shelter Sector'. This paper details how cash can meet humanitarian shelter objectives, while also highlighting the specificities of shelter interventions, including the monetary value needed to build shelter and the importance of knowledge and quality inputs required to build back safer and better.

March – April 2016:

The Global Shelter Cluster engages in preparatory work within the Grand Bargain Cash Workstream co-convened by the UK Department for International Development (DfID) and the UN's World Food Program. Intensive lobbying saw the inclusion of technical support as a key assistance modality, as well as additional language highlighting the needs of technical sectors.

September 2017:

The Global Shelter Cluster is awarded a grant from ECHO for 'Enhancing coordination of humanitarian shelter response.' CRS, alongside other Shelter actors, are able to contribute to the Global Shelter Cluster's implementation of prioritized recommendations from the World Humanitarian Summit and Habitat III by becoming 'Cash Champions,' providing technical capacity and supporting the most effective use of cash- and market-based approaches in shelter responses.

January 2018:

Revision of the SPHERE standards. Updated SPHERE standards will be published, including the integration of cash transfer programming and market-based programming across sectors, including Shelter.



ANNEX 2

Bangladesh

Support Model:

Three In-country deployments to support Cash Working Group and Shelter/NFI Cluster.

Objectives:

- First deployment [Oct-Nov 2017] – Conduct an Emergency Market Mapping and Analysis (EMMA) focusing on the market's capacity to supply bamboo, the risks of a market-based response, and assess whether a market-based response was appropriate.
 - Second deployment [Dec 2017] – Map delivery mechanisms to help inform decision making on the feasibility of cash.
 - Third deployment [Jan 2018] – Develop consultative and operational guidance for the integration of cash-based interventions in the Shelter/NFI response.
- Key characteristics of deployment:
- Deployments were requested and initiated jointly with the Cash Working Group coordinator and the Shelter Sector Coordinator.
 - A strong awareness existed of Shelter-sector and Cash Working Group needs, enabling the secondees to work with both fora on mutually beneficial deliverables.
 - Excellent inter-sector collaboration and co-development of the secondees' TORs.
 - The emergency phase was shifting from Phase 2 to 3. A change in coordinators and their TORs created a loss of momentum on the potential for cash-based programming as part of the response.
 - CRS in-country support ensured that this technical assistance did not demand extra non-technical resources from the host (Shelter Sector and Cash Working Group), making it possible for the in-country Coordinators to take full advantage of the technical support.
 - The reality of implementing cash-based programmes met numerous obstacles: an in-kind pipeline already in place, a target population that did not have access to financial services, and a government that was reluctant to accept cash programming.
 - The Humanitarian Response Plan for the Rohingya Response 2017/2018 includes the scale up of unconditional and multi-purpose cash.
 - Deployment stimulated further assessment of the regulatory environment resulting in key advocacy points from the Cash Working Group.

PRODUCTS AND PROCESSES TARGETED		STATUS
STANDARD OPERATING PROCEDURES	Operational Guidelines for Cash Based Interventions (CBI) in S/NFI for Rohingya Refugee Crisis	Revised according to input by Shelter and Cash Working Group Coordinator. No validation process in place for a joint product.
MARKET ASSESSMENT TOOLS	<u>Emergency Market Mapping and Analysis (EMMA)</u> of Bamboo and Timber Markets	Validated and shared. Resulted in immediate shifts in programming approach, including improved coordination among partners on the ground.
RESPONSE ANALYSIS	EMMA included response analysis	Validated and shared. The implementation of recommendation and analysis options was hindered by the regulatory and operational context: an in-kind pipeline was already in place.
	<u>Delivery Mechanism Mapping</u>	
OTHER	<u>Shelter Cash Champion Deployments: Updates and Lessons Learned Report</u>	Validated and shared. Recommendations regarding financial service providers were used as a baseline to shift the priorities of the Cash Working Group work plan, and prioritized financial inclusion.
	Support to Minimum Expenditure Basket (MEB) development	Technical support and facilitation for S/NFI components of the MEB including liaising between Shelter sector and Cash Working Group Coordinator to ensure S/NFI needs were adequately reflected.



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ANNEX 3

Yemen

Support Model:

Remote support to Shelter/NFI/Camp Coordination and Camp Management (CCCM) Cluster.

Objectives:

Strengthen S/NFI/CCCM Cluster capacity to implement Cash Based Interventions and market-based programming.

Key characteristics of deployment:

- Unable to get the secondee on the ground due to constraints in ability to secure visas, so TOR was adapted and support provided remotely
- The collaboration with REACH (based in Jordan) did not yield useful results in integrating shelter items as part of wider market monitoring initiatives due to limited time to identify what market information was relevant to S/NFI/CCCM partners and how this would be used
- No involvement of the Cash Working Group in the development of the ToR, or throughout the deployment.
- Shelter/NFI/CCCM Cluster Coordinator had a good understanding of the needs of partners, but insufficient manpower continues to affect the ability of the cluster to build capacity of partners, and enable partners to use tools and guidance and expand the use of quality cash interventions as per the Humanitarian Response Plan (HRP).
- The pressure to increase cash from donors and the Humanitarian Response Plan are not in line with on-the-ground ownership of high quality (or even “do no harm”) cash implementation.
- Yemen’s [Humanitarian Response Plan for 2018](#) aimed to reach 69% of Shelter/NFI/Camp Coordination and Camp Management (CCCM) beneficiaries with cash assistance, but the reality of implementation of cash assistance within the sector is much lower.
- Availability and time for key focal points to engage with the secondee resulted in challenges in reviewing and finalising products in limited time available
- Remote support meant it was difficult for the secondee to build relationships with key stakeholders, and strengthen linkages between the Cash Working Group and Shelter/NFI/CCCM Cluster.

PRODUCTS AND PROCESSES TARGETED		STATUS
STANDARD OPERATING PROCEDURES/ GUIDANCE TOOLS	Desk Review of available documents	Completed.
	Provide tools as requested by Key Resource People	Shared. Key Resource People are using the tools as needed.
STRENGTHEN KEY REGIONAL FOCAL POINTS	Carry out training or mentoring sessions for the Key Resource People for Cash for Shelter	Phone calls held with Key Resource People and tools were shared. Key Resource People lacked the time to share new knowledge with peers as intended.
	Capacity survey for partners	The survey and analysis report were completed. The results have not yet been shared with partners.
LESSONS LEARNED	Interviews with all 18 organizations reporting cash programs	Completed. Mapping of cash and voucher assistance (CVA) in the S/NFI/CCCM cluster completed with available actors.
	Draft Approach for Lessons Learned workshop	Shared. The workshop has not yet been organized due to lack of man-power at Key Resource Person and cluster levels.
SHELTER HOUSING STOCK ASSESSMENT	Support Rental Housing Stock assessment	Feedback provided on multiple drafts of assessment tool, and on findings from one area.
SHELTER PRICE MONITORING	Coordinate with the Cash and Markets Working Group to improve tools	Cash and Markets Working Group unavailable. Coordination with the REACH initiative to include shelter items in Minimum Expenditure Basket (MEB) monitoring.
OTHER	Improve coordination between Cash and Markets Working Group and Shelter/NFI clusters	Attempts to link with Cash and Market Working Group were unsuccessful due to lack of response from coordinators.



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ANNEX 4

Ethiopia

Support Model:

In-country support to Emergency Shelter/NFI Cluster for the design and implementation of a shelter-focused market assessment and response analysis through two deployments, first focused on development of the tools and methodology for the assessment, and the second focused on leading the assessment and analyzing results.

Objective:

Establish feasibility of a market-based approach for shelter response and repair activities in response to the West Guji/Gedeo displacement crisis.

Key characteristics of deployment:

- Numerous emergency responses happening in different regions of the country, resulting in competing priorities at cluster and partner level.
- Despite in-country cash capacity, lack of clarity on roles of the major players prevented coordination, thwarted in-country leadership on the assessment, and exacerbated existing tensions regarding cash learning, coordination and ownership.
- High turnover of Cluster Coordinators delayed validation of assessment results and also de-prioritised the importance of the assessment which meant dissemination, and use, of findings was significantly impacted.
- The deployments occurred when temporary Cluster Coordinators were in post gap-filling. From developing the ToR, to designing the assessment (first deployment) to implementing the assessment (second deployment) there were three different Shelter Cluster Coordinators at country-level.
- Challenging to engage the Shelter Cluster Coordinator and shelter partners throughout the assessment, including ensuring shelter technical expertise in the design and development of tools for the assessment. Despite engagement from the IOM Shelter Technical Lead, the assessment was not prioritised by the incoming Shelter Cluster Coordinator with numerous competing priorities upon taking the position. This reduced the use of the assessment's recommendations by the cluster and its partners in forming the response plan for the Gedeo/West Guji response.
- The Ethiopian Humanitarian and Disaster Resilience Plan includes expanding targets for multi-purpose cash.
- Challenges around government support for the use of cash as part of the Gedeo/West Guji response, and lack of clarity on duration of displacement of affected populations.

PRODUCTS AND PROCESSES TARGETED		STATUS
MARKET ASSESSMENT TOOLS	Market and Cash Feasibility Assessment for Key Shelter Materials and Services in Gedeo and West Guji	Tools created, assessment completed.
RESPONSE ANALYSIS	Assessment Report includes response analysis	In-country workshop held to validate findings and present recommendations. Report drafted in September 2018, and validated by the Cluster in December 2018.
PROPOSED METHODOLOGY	Assessment Report includes proposed methodology	Report completed and validated in December 2018. Recommendations may no longer be relevant given delay in validation.



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ANNEX 5

Afghanistan

Support Model:

Remote and in-country support to Emergency Shelter/NFI Cluster. In-country support provided by CRS (in Bamyan) and Cordaid (in Bamyan and Kabul).

Objective:

Government agencies and Emergency Shelter/NFI partners have a common understanding and practice to engage in quality Cash Based Interventions (CBIs).

Key characteristics of deployment:

- CRS Security rules prevented deployment to Kabul, which led to partnership with Cordaid for conducting the workshop.
- A clear increase in capacity was seen from beginning to end of deployment due to strong ownership over the process in country from the partner organization.
- The risks of cash were not well analysed, shared or discussed. However, neither these concerns nor low in-country capacity decreased the accelerating pace of cash implementation. [The Afghanistan Humanitarian Response Plan 2018-2021](#) includes multi-purpose cash expansion goals.
- The Afghan government showed a great interest in cash: government staff attended capacity building workshops and closely followed and supported the increase in cash programming.
- A longer, in-country deployment would have been preferred so as to ensure that products were developed with an understanding of the complex Afghani context and in-country capacity. The “Communication with Community” tip sheet was inappropriate for implementing partners with less capacity and experience in cash programming.
- The limited involvement of the Cash and Voucher Working Group during the secondment limited the opportunity to benefit from existing experience and may have reduced the applicability of tools. However, the Cash and Voucher Working Group validation of the tip sheets in the final weeks of the project was very positive for dissemination and learning.

PRODUCTS AND PROCESSES TARGETED		STATUS
STANDARD OPERATING PROCEDURES	Cash for Rent: NFIs and Winterization. Cash for Shelter Construction. Cash for Shelter Upgrade and Repair	The following Tip Sheets / materials were completed: <ul style="list-style-type: none"> • Cash Package for Shelter/NFI. • Monitoring and Evaluation. • Safe and Dignified Cash Distribution. • Communication with Community and Accountability to Affected Population.
MARKET ASSESSMENT TOOLS	Cash Market Assessment for Shelter	Request revised by coordinator during deployment. Review completed of market assessment tools for drought.
CAPACITY BUILDING MATERIALS	Training Materials for 1-day Cash for S/NFI Workshop for government and partners.	Workshop completed on Nov 20, 2018.
IN-COUNTRY VALIDATION WITH PARTNERS	Validation of 5 Tip Sheets	Tip Sheets reviewed and validated by partners, Cluster, and Cash and Voucher Working Groups.
OTHER	Desk Review	Completed desk review of existing tools and guidance related to cash-based programming from within the S/NFI sector and other sectors.



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ANNEX 6

South Sudan

Support Model:

Not Implemented – Plan was for in-country support to Shelter/NFI Cluster.

Objective:

Build the capacity of Shelter/NFI Cluster and implementing partners on institutionalizing Cash Transfer Programming (CTP) in the projects.

Key characteristics of deployment:

- The need was expressed to have support in all areas offered. Follow up discussions revealed that the needs were not clearly identified. The shelter coordinators were unclear of exact needs given their own limited understanding of cash. Nevertheless, the requester felt a deployment would accelerate the current slow progress of implementing cash-based programming for shelter efforts on the ground, if support could be 6-8 weeks or longer.
- The South Sudan context is complicated due to the high mobility of internally displaced persons, extreme differences between each market area, and volatility of the conflict.
- The risks of using cash are high, and donors require experience before funding, which most partners providing shelter don't have.
- A number of months spent in TOR development, as in-country manpower was limited to one person within the Cluster. This means that R&R, conferences and day-to-day duties get in the way of progress. The final TORs came too late to use the funding during 2018 through the Cash Champion initiative. The support has been postponed until 2019, with likely support from one of the in-country cluster partners secured.
- Cash is included as the 6th goal of the [South Sudan Humanitarian Response Plan for 2018](#), and has been in the [Shelter response plan](#) for the last 2 years. The inter-cluster cash working group had trouble getting off the ground and, while it is now active, does not provide relevant assistance for shelter specific interventions.

PRODUCTS AND PROCESSES TARGETED		STATUS
MARKET ASSESSMENT TOOLS	Integrate CTP into Shelter Strategy	Deployment did not happen in 2018 due to delays in TOR development. Support is on hold while the cluster explores other options.
	Standard Reporting Formats	
	CTP/CBI decision tree	
RESPONSE ANALYSIS	Feasibility Assessment	
	Adapted Market Assessment tool and Feasibility Study	
PROPOSED METHODOLOGY	Capacity Building Plan for Focal Points	



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ANNEX 7

Check List of Ideal Cash and Markets Secondment Conditions

What would complete ownership, a fully enabling environment and a conducive context for short-term secondments look like? Below is a checklist of conditions for an ideal short-term cash and markets-focused secondment.

- ☐ Equal participation from the Cash Working Group and the Shelter Cluster on the TOR and preparations for the support, including identifying priority needs, deliverables and process.
- ☐ Clearly defined roles for the major players in the seconded's TOR at each stage of secondment: preparation, deployment and follow-up/hand-over. Major players include Cash Working Group at country level, Shelter/NFI Cluster at country level, Global Shelter Cluster, and implementing organisations within the Shelter/NFI response.
- ☐ Cash responsibilities clearly outlined in Shelter Coordination TORs.
- ☐ Cash Working Group Coordinator TORs include responsibilities regarding support to production of sector-specific cash and markets guidance as relevant.
- ☐ Proxy ownership of cash-based programming for shelter/NFIs by key partners supporting the cluster is guided and evaluated according to standard accountability mechanisms (TORs, dedicated HR and financial resources in line with TORs, reporting, and public deliverables).
- ☐ Appropriate Shelter Cluster and member manpower to prepare and support deployment, and follow-up on the use of outputs, tools and procedures, to ensure support meets in-country needs.

A conducive context for successful short-term cash and markets-focused deployments:

- ☐ The length of requested deployment matches the available resources. If not, do not stretch resources thinner, but better to revise deliverables to be realistic and explore alternative options to meet other cluster needs.
- ☐ The available profile fits the needs of requestor. Get in-country approval on the seconded's CV.
- ☐ Objectively identify the need for support before the deployment via a capacity assessment. Be mindful that Shelter Coordinators may not have the appropriate level of cash knowledge to make the judgement themselves.
- ☐ Complete a desk review on cash based programming more generally in the context, and also specifically tools, assessments and guidance related to cash programming in the S/NFI sector. The

desk review provides an incredible amount of information that should be incorporated into the TOR for the deployment and enable design of targeted and needs-based technical support.

- ☐ Request a deployment during the response phase where response analysis is underway, and outputs can inform response planning of the sector (i.e. prior to in-kind pipeline establishment or prior to/during strategy revisions).
- ☐ Shelter cluster members are engaged and willing to participate in deployments and/or follow-up, including seeing the need for additional cash expertise for the response.
- ☐ Request the deployment to take place in beginning half of requestor's tenure. In the event that this is not possible, ensure an in-person hand-over between the exiting requester, replacement and seconded.
- ☐ Objectively identify if the cash capacity within the Cash Working Group is in line with or exceeding the capacity building targeted by the seconded and explore options for the Cash Working Group to meet the needs of the Cluster.
- ☐ Where visa procedures make short-term deployments tricky, identify viable options for support by agencies operational on the ground.
- ☐ Confirm that the security context allows deployment given host organizations policies.

A Fully Enabling Environment for quality use of cash-based programming in shelter/NFI interventions:

- ☐ A regulatory environment encourages cash programming as part of the shelter/NFI response.
- ☐ Joint Cash Working Group and Shelter Cluster procedures for validating products related to cash-based programming for shelter exist.
- ☐ The Humanitarian Response Plan (HRP) appropriately sequences capacity building and risk analysis for cash as a prerequisite for increasing cash programming.
- ☐ The seconded, Shelter Cluster Coordinator and Cash Working Group Coordinator profiles prioritize consensus building and facilitation skills in parallel with technical expertise. TORs for acting coordinators have been reviewed.
- ☐ Open lines of communication exist among key players. This is particularly important between cluster and working group coordinators, within clusters/working groups and with on-the-ground partners.
- ☐ The contract infrastructure clarifies the liability and security protocols to be followed by the seconded, or the seconded should be considered Shelter Cluster staff.
- ☐ Evaluate if ready-to-go contracting mechanisms exist that allow rapid, sufficiently resourced secondments or partnerships with on the ground implementing organizations.