

IMPROVING CASH-BASED INTERVENTIONS
MULTIPURPOSE CASH GRANTS AND PROTECTION
Enhanced Response Capacity Project 2014–2015

Operational Guidance and Toolkit for Multipurpose Cash Grants



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INTRODUCTION

What, why, and for whom this toolkit exists

There is significant scope for increasing the use of multipurpose cash-based interventions in humanitarian responses. In appropriate contexts, this approach ensures better “value for money” by lowering transaction costs; it allows beneficiaries a wider and more dignified choice of assistance, based on their preferences; and it empowers vulnerable groups. It can be a vital contribution to making affected people the prime agents of response. Furthermore, multipurpose cash-based interventions support local markets and can enhance communities’ economic recovery, preparedness and resilience; and in certain cases complement existing social protection systems.¹

Multipurpose Cash Grants (MPGs) are **unrestricted**² cash transfers that “place beneficiary choice and prioritisation of his/her needs at the forefront of the response”.³

MPGs recognise that people affected by crisis are not passive recipients of aid who categorise their needs by sector. Any provision of direct assistance (whether cash, voucher or in-kind) is a form of income for aid recipients, who must make difficult decisions to prioritise various and changing needs over time. Assistance that is less fungible risks being sold or converted to meet other, more pressing needs. When people are not able to meet priority needs, they engage in negative coping mechanisms to increase their income or reduce their expenditures, such as taking on dangerous or illegal work or taking children out of school.

Currently, MPGs are the only aid modality designed to offer people affected by crisis a maximum degree

of flexibility, dignity and efficiency commensurate with their diverse needs.⁴ For these reasons, MPGs can also contribute to more successful sector-specific interventions, enabling crisis-affected persons to utilise in-kind goods and access services as they were intended in addition to receiving cash assistance for basic needs.

Like other cash-based interventions, the MPG approach recognises that people affected by crisis do not cease to be economic actors who are constantly interacting with local markets for goods and services. As such, MPGs encourage humanitarian actors to better understand the local economy and market dynamics in a holistic way, whether the program objective is to meet sector-specific needs or a range of needs that may differ from family to family.

MPGs can be used regardless of context – urban and rural, rapid and slow onset, chronic and acute crises, and even natural and complex disasters. What is essential is a context-specific Situation and Response Analysis that prioritises a thorough assessment of the appropriateness and feasibility of different humanitarian interventions, including in-kind and other cash-based responses. As such, MPGs can be used alone or alongside other sector-specific interventions, even enhancing the latter’s effectiveness. Indeed, as part of the World Humanitarian Summit, a high-level panel of experts suggested:

“... make cash central to future emergency response planning. Moving to a coordinated system of cash transfers is an opportunity for broader reform of the humanitarian system, so that aid providers of the future can work in a more complementary way to maximise their impact.”⁵

As people use cash to meet a multitude of humanitarian needs, multipurpose cash assistance therefore requires a multi-sector and often inter-agency approach to assessments, analysis, programme design and implementation. There is a gap in inter-

1 ECHO (2015).

2 “Unrestricted” denotes that the cash is not restricted to certain types of expenditures or vendors (sector-specific). “Unconditional” refers to the fact that beneficiaries do not need to meet conditions (attend a training, produce receipts, etc.) to receive cash, only be eligible based on vulnerability criteria. MPGs can be conditional or unconditional (CaLP 2015).

3 Ibid.

4 DFID (2015) Value for Money of Cash Transfers in Emergencies. Cabot Venton et al.

5 ODI/DFID (2015) [Doing Cash Differently](#).

agency resources to deal with multipurpose cash, and a need for operational guidance beyond agency- or sector-specific tools.

This operational guidance and toolkit brings together worldwide expertise on cash-based interventions (CBIs). It provides comprehensive and practical guidance for humanitarian actors to assess the feasibility, conceptualise the design and structure the implementation of MPGs. The guidance focuses on MPGs whose primary objective is to meet basic needs as defined by affected people themselves, International Humanitarian and Human Rights Law and Sphere Standards. However, the nature of MPGs means they can be easily “topped” up for time-bound and specific needs that can be met by cash, e.g. school supplies or seasonal livelihoods activities.

As MPGs present both opportunities and risks from a protection and “Do No Harm” perspective, protection features prominently in the guidance and toolkit. However, many of the “protection flags” that appear in each section are not specific to MPGs but applicable to all forms of assistance, both in-kind and cash-based.

Finally, the toolkit assumes a basic knowledge of CBIs and does not repeat what is better described elsewhere, such as assessment of financial services for the delivery of cash assistance. Rather it adds value by focusing on what is new to humanitarians as we increasingly experiment with this type of cash assistance. As such, this document should be reviewed periodically for updates. For the most recent information on MPGs and information on CBIs in general, readers should visit the [Cash Learning Partnership](#) website.

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Key partners in this grant, and significant contributors to this toolkit, are the Cash Learning Partnership (CaLP), the Danish Refugee Council, the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), Oxfam GB, Save the Children UK, World Food Programme (WFP) and the United Nations High Commissioner for Refugees (UNHCR). ERC partners, both headquarters- and country-based, have provided extremely valuable comments, and have included Cash Working Groups and agencies working with MPGs in Nepal, Iraq, Democratic Republic of Congo, Lebanon, Jordan, and Ukraine. These agencies include Action Contre La Faim, International Rescue Committee, Mercy Corps, Norwegian Refugee Council, UNICEF, Women’s Refugee Commission (WRC), the E-transfer learning network ([ELAN](#)) and a host of independent, committed consultants who are supporting agencies worldwide.

To these people and organisations we are grateful.


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FIGURE 1: MPG Toolkit Framework



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How this toolkit is structured

The assumption of this toolkit is that the emergency is happening or has just happened. Therefore important references to [Preparedness](#) are found at the end of the toolkit.

Each section is standalone and begins with a landing site that describes the main topic and links the reader to other related topics in the toolkit, e.g. a quick [Market Situation Analysis](#) done at the Needs Assessment stage in the first few days after an emergency is then followed up by a [Multi-Sector Market Assessment](#) a few days or weeks later.

The introduction to each section is followed by an Essential Checklist. The checklists are not exhaustive, but provide short and discrete guidance on essential steps to consider when deciding whether MPGs are an appropriate and feasible cash modality. Additionally, they offer guidance on designing and implementing harmonised MPGs.

The toolkit is also interspersed with examples of MPGs used in recent emergencies and some lessons learned to date (see boxes). Red Flags (🚩) highlight the potential protection benefits and risks of MPGs. Exclamation points (!) indicate short cuts that can be taken when time is of the essence, and more in-depth analysis can happen later when lives are not at stake.

This toolkit does not replicate what already exists but seeks to add value to existing guidance and tools. Therefore there is a Resources list at the end of each section. We strongly recommend visiting the [CaLP](#) website for more information.

While creating the toolkit, partner agencies developed detailed guidance on such topics as Multi-Sector Market Assessments, Protection Risks and Benefits Analysis, Inter-Agency Standard Operating Procedures, and Common Delivery Mechanisms. We've taken the bare minimum for the toolkit, but the detailed versions are referenced here and provided in the Annex; these are also found on the [CaLP](#) website, specifically on the MPG thematic page.

Acronyms

CaLP	Cash Learning Partnership
CBI	Cash-based intervention
CTP	Cash transfer programming
CWG	Cash working group
DRC	Danish Refugee Council
ECHO	European Commission's Humanitarian Aid and Civil Protection Department
EMMA	Emergency Market Mapping and Assessment
FSP	Financial Services Provider
MEB	Minimum Expenditure Basket
MIFIRA	Markets Information and Food Insecurity Response Analysis
MIRA	Multi-sector Initial Rapid Assessment
M4P	Making Markets Work for the Poor
MPG	Multipurpose Cash Grant
MPT	Multipurpose Cash Transfer
MSMA	Multi-sectoral Market Assessment
NARE	Needs Assessment for Refugees in Emergencies
NGO	Non-governmental Organisation
PMSD	Participatory Market Systems Development
PCMMA	Pre-Crisis Market Mapping and Assessment
RAM	Rapid Assessment for Markets
SRA	Situation and Response Analysis
SSN	Social Safety Nets
UNHCR	United Nations High Commission for Refugees
VA	Vulnerability Analysis
WFP	World Food Programme
IFRC	International Federation of Red Cross and Red Crescent Societies

Glossary

Cash-based intervention (CBI) and cash transfer programming (CTP) can be used inter-changeably: CBI or CTP refers to all programmes where cash (or vouchers for goods or services) is directly provided to beneficiaries.

Delivery mechanism: The means of delivering a cash or voucher transfer (e.g. smart card, mobile money transfers, cash in envelopes etc.).

E-transfer: A digital transfer of money or vouchers from the implementing agency to a programme participant. E-transfers provide access to cash, goods and/or services through mobile devices, electronic vouchers, or cards (e.g. prepaid, ATM, credit or debit cards).

Financial service provider (FSP): An entity that provides financial services, which may include e-transfer services. Depending upon the context, FSPs may include e-voucher companies, financial institutions (such as banks and microfinance institutions) or mobile network operators.

Gap Analysis: The process of calculating a gap in household and/or individual needs. Calculated as: $\text{gap in needs} = \text{total need} - (\text{needs met by affected population} + \text{needs met by other actors})$.

Marketplace Analysis: A more “rapid” analysis which seeks to identify whether and how a physical marketplace can supply or deliver the goods/services that will be in demand. It focuses on the consumer end of the market chain.

Market Systems Analysis: Uses a systems approach to map out all the social, political, economic, cultural and physical factors affecting how a market operates.

Minimum Expenditure Basket (MEB): Defined as what a household requires in order to meet basic needs – on a regular or seasonal basis – and its average cost over time. Basic needs are defined by affected households themselves, International Humanitarian Law and Sphere Standards. The MPG will contribute to meeting the MEB, but can also include other one-off/recovery needs.

Modality: Form of transfer (cash, vouchers, in-kind or combination).

Multipurpose Cash Grant (MPG) and Multipurpose Cash Transfer (MPT) can be used inter-changeably: MPGs or MPTs are defined as a cash transfer (either regular or one-off) corresponding to the amount of money a household needs to cover, fully or partially, a set of basic and/or recovery needs. MPGs or MPTs are by definition unrestricted cash transfers. The MPG will contribute to meeting the MEB, but can also include other one-off/recovery needs.

Multi-sector cash-based interventions: A coordinated approach to cash (and voucher) transfers, whereby a range of sector needs would be addressed through CBIs by different organisations, possibly using one delivery mechanism but otherwise managing their programme in the traditional way, and usually with some eligibility conditions or use of restrictions to ensure sector-specific objectives are met (e.g. sector-specific definition of eligibility, transfer modality and value, monitoring, indicators, etc.).

Response Analysis (RA) or Response Analysis Framework (RAF): This is the link between Situational Analysis (broadly speaking, Needs Assessment and other contextual information) and programme design. RA or RAF involves the selection of programme response options, modalities and target groups; it should be informed by considerations of appropriateness and feasibility, and should simultaneously address needs while analysing and minimising potential harmful side-effects.⁶

Safety nets or social safety nets (SSN): Safety assistance or “safety nets” are non-contributory transfer programmes targeted to the poor or vulnerable.

Sector-specific cash transfer: This refers to a CBI intervention designed to achieve sector-specific objectives. Sector-specific cash transfers can be restricted or unrestricted.

Situational Analysis: An overview of available secondary data and early primary data such as initial Needs Assessment and other contextual information.

(Un)Conditional cash transfer: Conditionality is defined as having to fulfil some condition in order

⁶ Adapted from Maxwell et al (2013), Response analysis and response choice in food security crises: a roadmap, ODI HPN.

to be eligible for assistance. This may be attending training, doing some work or providing receipts of previous expenditures in order to receive a second transfer. MPGs can be conditional or unconditional.

(Un)Restricted cash transfer: Restriction is defined as pertaining to the utilisation of a transfer. Unrestricted transfers can be used as the recipient chooses. MPGs are unrestricted by design.

Willingness to pay: This is an estimate of future expenditure requirements made up of historic costs, and what people would be willing to pay given a set amount of "cash" at their disposal. Used to contribute to the design of the MEB.

PART 1

Situation and Response Analysis

Deciding if Multipurpose Cash Grants (MPGs) are an appropriate and feasible humanitarian response option.



Photo: G. Amarasinghe / UNHCR

What It Is

A Situation and Response Analysis (SRA) is the link between Situational Analysis (broadly speaking, Needs Assessment and other contextual information) and Response Design. The SRA is used to determine humanitarian objectives, response options (provision of goods and services, capacity building, advocacy, etc.) and the modality (providing access to goods and services through cash, voucher or directly through in-kind interventions). The SRA is guided by considerations of context-specific appropriateness and feasibility, analysing and minimising potential harmful – and maximising potential positive – side-effects of any humanitarian intervention.⁷ Finally, the SRA also contributes to defining the target group based on understanding general and sector-specific vulnerabilities where the underlying cause is socio-economic.

SRA is often used for sector-specific objectives, e.g. the best way to meet food, shelter or non-food item needs. Increasingly SRA is used in water and sanitation, and should be used equally in health, education and other humanitarian interventions. In this toolkit, the SRA is structured to allow use across sectors. The starting point focuses on what goods and services people need, and if they are able to acquire their needs through purchase. Through multi-faceted analysis, the SRA leads to the decision as to whether multi-sector needs can be met with one cash grant – a multipurpose grant – alone or in combination with other sector-specific interventions.

In this toolkit, the SRA is divided into [Needs Assessment](#) and [Operational Feasibility](#), consistent with approaches being promoted elsewhere.⁸ The Needs Assessment stage includes an initial look at people's use of markets and general market functionality, done in week one after an emergency. This is followed by a more detailed look at specific goods and services markets as part of Operational Feasibility. The SRA includes [Vulnerability Analysis](#) (Part 1.1), i.e. who is likely to benefit most from an MPG. It also includes prioritisation and quantification of people's needs from an economic or market perspective, often called the [Minimum Expenditure Basket](#) (Part 1.2) – ultimately informing the [MPG Transfer Design](#), which is described in Part 2.

⁷ Ibid.

⁸ Frameworks analysed included all documents in the Resources section.

Principles of the SRA:

- **Collaborate across sectors and agencies** for needs and capacities assessments, vulnerability and markets assessments. Inter-cluster or inter-sector coordination is a good place to centralise analysis, identify gaps and duplications in information collection, and draw out conclusions or inconsistencies in information.
- **Be pragmatic.** While SRA will aid understanding of households' priority needs, their likely use of a cash transfer and how this translates to demand for goods and services, these are often based on imperfect assumptions. A "good enough" approach is recommended to ensure rapid and effective response.
- **Iterate.** As the crisis evolves, more information will become available, and assumptions can be verified. If necessary, change the response modality, transfer rate or targeting criteria, or introduce complementary programmes as required.

RESOURCES

See the detailed Multi-Sector Situation and Response Analysis developed for this toolkit.

[The Humanitarian Programme Cycle](#) (IASC)

[A Situation and Response Analysis Framework for Slow Onset Emergencies](#) (Save the Children UK, Oxfam and Concern)

[Guidelines for Cash-Based Interventions in Displacement Settings](#) (UNHCR)

[Cash in Emergencies Toolkit](#) (IFRC)

[Cash and Voucher Manual](#) (WFP)

[A Response Analysis Framework for food and nutrition security interventions](#) (FAO)

[Response analysis and response choice in food security crisis: a road map](#) (Maxwell et al)

NEEDS, CAPACITIES, and RISKS ASSESSMENT

What It Is

The first step of an emergency response is the Needs, Capacities and Risks Assessment. Increasingly, Needs Assessments are providing the information necessary to inform a Response Analysis which includes the possibility of MPCs. Specifically, Needs Assessments are:

- *To provide an understanding of the most pressing needs of affected populations, the most affected areas and most affected groups.⁹*
- *To understand the physical disruption (and capacity) of markets and infrastructure to supply essential goods and services.¹⁰*

Essential Checklist

Review pre-crisis information on needs and capacities, if available. Specifically, consider prevalent risks and vulnerabilities, e.g. marginalised groups such as the Bantu in Somalia; access to and reliance on markets and services, e.g. source of shelter materials and malaria treatment; access to and utilisation of financial services, e.g. banks, hawalas, microfinance, mobile money services, etc; existing cash-based safety programmes, specifically those that are government-run.

Conduct Needs, Capacities and Risks Assessment. Consider the impact of the crisis on pre-existing and new needs and capacities. The results of both sector-specific and multi-sector Needs Assessment are relevant.

Ask crisis-affected people if they can buy what they need. What would they buy if they could, e.g. food, water, shelter materials, medicines? What would they prioritise?

Ask crisis-affected people about their access to markets and services. Can they get what they

need locally? Are there some people/groups who will struggle to access markets? Ask for their ideas on solutions to access and supply-related problems.

Ask crisis-affected people their preferences for assistance. Would they prefer direct distribution/delivery of goods and services, or cash enabling them to purchase what they need? Why one and not another?

Combine sector-specific needs from the household or community perspective. Disaggregate by group, season, geography, livelihood, age group, etc. For example, drought-affected displaced persons in Mogadishu, Somalia will need food, shelter, drinking water, access to medical care. Somali pastoralists will need food, water, fodder and access to veterinary care. The agro-pastoral Bantu people will need this plus seed prior to the rainy season.

Distinguish between recurrent and one-off needs. For example, food will need to be provided weekly or monthly, whereas shelter materials can be provided through a one-off distribution.

Distinguish between goods and services that can be purchased locally or that require direct delivery and/or complementary support. For example, malaria nets can be purchased, but source control or water management will require education, community organisation, technical assistance and tools. Water for household consumption can be purchased, but companies will need support to repair trucks and boreholes. People can pay for transport, but roads will need to be repaired.

Group those needs that can potentially be met through a cash transfer at household level. Recurrent needs are included in the [Minimum Expenditure Basket](#) (MEB), all or a portion of which can be covered by the MPG. If other one-off, sector-specific needs can be met through cash, these can also be included in the MPG transfer value when appropriate, e.g. September grant for school supplies.

Clarify who will benefit most from an increase in purchasing power or MPG. [Vulnerability](#) (and Gap) Analysis will describe the depth and scope of socio-economic vulnerability and who is most likely to be affected.

⁹ MIRA, p.2.

¹⁰ MIRA, p.4.

Based on the initial findings of the Needs Assessment, define a broad strategic objective for humanitarian assistance that includes the potential for MPGs. Some recent examples include: [Nigeria](#) (2014) – Deliver coordinated and integrated life-saving assistance to people affected by emergencies; [Iraq](#) (2015) – Maintain targeted life-saving support and provide essential service packages to people dependent on humanitarian assistance because of the crisis; [Haiti](#) (2014) – Ensure basic services, protection and durable solutions for internally displaced persons (IDPs).

Do No Harm/Do More Good

- Talk to crisis-affected persons and protection colleagues about protection needs, self-protection or positive coping mechanisms that should be considered in the MEB or as a one-off need, e.g. paying for legal documents or birth certificates.
- Flag any root causes of protection issues that are socio-economic, which might be positively (or negatively) affected by an increase in purchasing power or a cash grant, e.g. a reduction in child labour.

RESOURCES

[MIRA](#) Guidance: Crisis Impact: 1. Scope and scale of the crisis, 2. Conditions of affected population (IASC)

[NARE](#) Checklist: Needs Assessment and Gaps Analysis (UNHCR)

[Sector- or Cluster-specific](#) Needs Assessment guidance and tools (various)

[48-hour assessment tool](#) for food security and livelihoods (CARE)

[Humanitarian Perceived Needs Scale](#): a manual with scale (WHO)

[Guide for Protection in CBIs](#) (UNHCR), p.8

[Community-based protection and participatory action research](#) as Needs Assessment (L2GP)

Needs Assessment: Market Situation Analysis

What It Is

Remember that Needs, Capacities and Risks Assessments are increasingly looking at how crisis affects markets and infrastructure in terms of the provision of essential goods and services (Box 2). This "quick look" at markets does not replace the more in-depth assessment required to finalise the MPG design. Rather it will provide you with:

- The "types" of markets for goods and services which cannot be considered for cash assistance.
- An overview of which markets are functioning sufficiently well at this point in time.
- A selection of markets which will need further assessment and analysis.
- Mapping of key market-information sources.

Essential Checklist

Look at markets for goods and services before the crisis. Was there a vibrant market system of goods and services? Were they easily accessible and did people use them regularly? Were goods-markets well integrated, meaning that prices fluctuated normally according to season, and prices and supply were more or less similar across the affected area?

Describe how the crisis has affected markets for goods and services. Are shops and businesses open and functioning? Can they meet demand? If not, why not? Was essential infrastructure (roads, ports, warehouses, marketplaces) affected by the crisis? Since the crisis, can people easily access markets for goods and services?

Predict the supply of essential goods and services in the coming weeks. Look at interventions by government and other humanitarian agencies that might positively or negatively affect supply chains. Are there other predictable events that will affect supply, e.g. fuel price increases, seasonal access, etc.?

Identify additional allies and interventions that can have a quick and important impact on market recovery. Allies might include government and private sector. Interventions might include complementary market-support activities such as infrastructure rehabilitation, policy interventions such as subsidies, or grants/loans to traders that will help markets get back on their feet.

Identify additional market analysis needed to inform the design of CBIs, not least an MPG. Is there uncertainty about specific goods and services markets? Decide which ones need to be looked at from a marketplace or market systems perspective (Box 1).

BOX 1. MARKETPLACES AND MARKET SYSTEMS

Marketplace Analysis is more rapid and seeks to identify whether and how a marketplace can supply or deliver the goods/services that will be in demand. It focuses on the consumer end of the market chain. *Can people find what they want in the right quantities and qualities?*

Market Systems Analysis uses a systems approach to rapidly map out some of the key social, political, economic, cultural and physical factors affecting how a market operates. It is used when there is uncertainty about supply and when supply chains are complicated, such as for rental markets or water trucking. *Can suppliers provide what people need in the right quantities and qualities?*

Do No Harm/Do More Good

- ▀ Different people interact differently with markets. Use an age, gender and diversity lens.
- ▀ Analyse security risks for beneficiaries en route to/from and at the market.
- ▀ Are there certain times of the year when the market(s) become more difficult to access? Why? Which households/individuals are most affected?
- ▀ Analyse restrictions on movement, including who is affected and how their movement is restricted.
- ▀ Analyse market systems related to protection, e.g. alternative care, health, legal services, transport, education, birth registration. Consider whether supply can meet demand in those markets.

RESOURCES

Pre-crisis market performance: [Pre-Crisis Market Mapping and Analysis](#), [WFP Market Assessments](#), [Emergency Market and Mapping Assessments](#), [Logistics Capacity Assessments](#), [Economist Intelligence Unit](#), government and private sources of market information, e.g. Chamber of Commerce

Crisis market assessment tools: [Minimum Requirements for Market Analysis in Emergencies](#) (CaLP), [EMMA guidelines](#) and [Rapid Market Assessment](#) (RAM) (IFRC)

Supply chain, global market monitors for specific commodities: e.g. [FEWSNET](#), [WFP](#) and [FAO](#)

BOX 2. MARKET QUESTIONS IN THE MULTI-SECTOR INITIAL RAPID ASSESSMENT (MIRA)

Drivers of crisis:

What secondary effects occurred as a result of primary effects, e.g. fires ignited as a result of earthquakes, disruption of electrical power and water services as a result of an earthquake damaging power plants, flooding caused by a landslide into a lake or river, population displacements, crop failure or market disruption?

Conditions, status and risks:

How has the crisis affected the population's access to, availability and use of basic services and goods?

What is the degree of access to markets, health services and safe water? What is the availability of staple food and non-food items in local markets?

Response capacity:

What are the existing response capacities of national/sub-national, community, private sector, non-governmental and government entities, markets and financial service providers, etc.? Are there alternatives to the direct provision of assistance, e.g. financial service providers? Is the provided assistance having negative consequences (e.g. price inflation, markets' ability to recover)?

Humanitarian access:

Have restrictions on affected populations' access to services, markets and assistance been observed? How many affected people are unable to access markets or assistance, in total and per group? Are specific population groups unable to access assistance?

Operational Feasibility

What It Is

The second step of an emergency response is an assessment of the Operational Feasibility for different response options. Operational Feasibility as defined in the Multi-sector Initial Rapid Assessment (MIRA) considers national and local capacities and response, and international capacity, access, security, etc. In this toolkit, we add to this a more detailed market analysis, a risks and benefits analysis from an accountability perspective (to affected populations and to donors), the assessment of cash delivery services, and the role of humanitarian agencies and government.

There is a plethora of guidance on Operational Feasibility assessments for CBIs which will not be repeated here, as MPG feasibility assessments are identical. Rather what follows is an essential one page checklist. More detailed guidance on what is specific to MPGs follows in Part 1.3. [Multi-Sector Market Assessment](#) – as most existing market assessment tools are sector-specific – and Part 1.4 [Protection Risk and Benefits Analysis](#). The latter is important, as the flexible nature of MPGs can bring benefits and risks that other types of assistance may not.

Essential Checklist

Take a closer look at markets for the needed goods and services. Which specific goods and services can be reliably met locally and which cannot?

Can markets and local services meet total demand, including from non-beneficiaries? If not, are there quick wins that increase the capacity of local actors to supply what is needed? See detailed guidance in Part 1.3 [Multi-Sector Market Assessment](#).


What options are there for delivering money, safely and reliably? How do people normally access money? How have financial services been affected by the crisis?

What are the protection-related risks and benefits? Can risks be mitigated through programme design? Do the latter outweigh the former? Clearly document how the choice of modality (cash, voucher, direct delivery or in-kind) and delivery mechanism reflects

identified protection risks and benefits. See the detailed section on [Protection Risk and Benefits Analysis](#).

What is the humanitarian community's capacity to deliver CBIs? Are there agencies already delivering cash? Can these be scaled up? Do they have the necessary experience, human resources including leadership, technical and support staff, systems such as financial tracking, beneficiary information management, monitoring?

What is the government's opinion of CBIs? Does it have its own cash-based safety net? What opportunities are there for piggy-backing on existing cash-based safety net programmes? What advocacy needs are there to demonstrate the likely benefits to the local economy and efficiencies gained with CBIs?

 Involving national and local government in the Response Analysis (and programme design) can contribute to the acceptability of any CBI, including MPGs

Are MPGs likely to be a cost-efficient and -effective means of meeting multiple humanitarian needs? Is it cost-efficient to deliver MPGs, considering the coverage and costs of financial service providers, security, and other expenses, particularly when compared to in-kind goods and services? Might the provision of MPGs reduce the resale of in-kind assistance or facilitate access to services, and otherwise increase the effectiveness of humanitarian aid?

RESOURCES

General Operational Feasibility: [Cash and Market Standard Operating Procedures](#) (Oxfam), [Guidelines for Cash-Based Interventions in Displacement Settings](#) (UNHCR), [Cash and Voucher Manual](#) (WFP), [Cash in Emergencies Toolkit](#) (IFRC)

Delivering cash – Financial Service Providers: [E-transfers in Emergencies: Implementation Support Guidelines](#) (CaLP)

Delivering cash programmes – Humanitarian Agencies: [CBI Organisational Capacity Assessment Toolkit](#) (CaLP) and [Cash Competency Development Framework](#) (Avenir Analytics)

Cost-Effectiveness Analysis: [Value for Money \(VfM\) guidance](#) (DFID)

Cash Advocacy Tools: [Making the case for cash: A field guide to advocacy for cash transfer programming](#) and [10 Common Principles for Multipurpose Cash-Based Assistance to Respond to Humanitarian Needs](#) (ECHO)

Risks and Benefits Analysis: [Guide to Protection in CBIs: Protection Risk and Benefit Analysis Tool](#) (ERC/CaLP)

[Background note on Risks and Humanitarian Cash Transfer Programming](#) (ODI), Risk Analysis in WFP's Cash and Voucher Guidelines, p.39 and [Risk and Benefits Analysis](#) in UNHCR's CBI Guidelines

The following sections take a closer look at selected essential steps of the SRA. These include:

- [Part 1.1: Vulnerability Analysis from a crisis-specific socio-economic perspective](#)
- [Part 1.2: The Minimum Expenditure Basket:](#) Quantifying recurrent needs for goods and services in a Minimum Expenditure Basket.
- [Part 1.3: Multi-Sector Market Assessment:](#) Of the needed goods and services, what can be purchased locally, at what price?
- [Part 1.4: Protection Risk and Benefits Analysis](#)

Part 1.1 Vulnerability Analysis from a crisis-specific socio-economic perspective

Who needs a cash grant? The concept of socio-economic vulnerability in humanitarian crisis.

What It Is

Vulnerability Analysis (VA) identifies who cannot meet their needs and why. In the context of cash-based interventions, VA includes developing a basic understanding of economic insecurity.¹¹ Understanding socio-economic vulnerability, its nature, scope, depth and causes, will inform:

- The appropriateness of a cash transfer to meet multi-sectoral needs.
- Gaps Analysis and the [MPG transfer value](#).
- [Targeting criteria and strategies](#).
- Complementary programming

Put simply, where lack of economic access is not a cause of vulnerability, cash transfers will not be an effective response option.

Essential Checklist

Define vulnerability in relation to need, in this case, economic vulnerability. A few examples from recent emergencies are provided here:

- Destitute refugees who are unable to meet their basic needs (Iraq).
- Refugees with poor financial resources who are not able to meet their basic needs (Lebanon).
- The vulnerable who are unable to meet basic needs and have limited economic access to basic services (Jordan).

🚩 This does not mean that providing cash will automatically reduce or eliminate all vulnerabilities. Vulnerabilities are often multi-faceted, hence the importance of problem and causal analysis.

Look at economic vulnerability from the perspective of multi-sector outcomes. Use VA to identify where lack of economic resources contributes to multiple problems, e.g. poor food security, shelter, health, education or protection outcomes. This can lead to a combination of socio-economic and sector-specific indicators for targeting of MPGs and complementary assistance, e.g. the families of school-age children not attending school due to poor socio-economic status (see Box 3 for an example).

🚩 One opportunity inherent in providing MPGs is that households and individuals will naturally use cash in a multi-sectoral way – to pay rent, buy medicine, pay for transport to markets or employment, buy fresh food, etc.

Remember, agencies who want to achieve sector-specific outcomes may use different vulnerability frameworks. If an MPG has multi-sectoral goals, work together from the beginning to find commonalities and reconcile differences, otherwise there is a risk of undertaking VA in such a way that it does not reflect the concerns of different agencies and sectors.¹²

VA and identification of vulnerable groups should be context-specific and evidence-based, and not based on assumptions about vulnerability, e.g. all elderly widowed females are vulnerable to socio-economic deprivation.

Triangulate different methods and analyses, including community validation of results. Validation by communities is a key principle of VA (and targeting). While the degree of community participation will depend on the context, as far as possible agencies should validate the entire process with communities, and should include their perceptions of socio-economic vulnerability and who is vulnerable (see Table 1).

Describe breadth and depth of socio-economic vulnerability. This will help inform [targeting strategies](#) that either aim to spread a smaller benefit to more people or a larger benefit to fewer people

¹¹ Another term often used is "livelihood insecurity".

¹² UNHCR and WFP (2015) Lessons learned from the targeting of cash and food assistance in the Syria Crisis, Kay Sharp.

TABLE 1. *Methods for vulnerability analysis*

Method	Advantages	Disadvantages
Community consultation: The community is asked what their perceptions of poverty are and who is most likely to be poor.	Good for testing assumptions about vulnerability, can identify marginalised groups that are culture- or context-specific, can result in greater community ownership and therefore buy-in to results. Is less costly, and is timelier.	The marginalised may be excluded from the process if not careful. Communities may not know each other, e.g. in urban or displacement crisis.
Expert consultation or "Delphi": Gathering data from experts in their area of expertise, e.g. food security, health, shelter, protection, etc.	Can draw on the use of standardised indicators that have been tested and validated, e.g. household hunger index, crowding index, access to at least 20 litres of water per day. Can increase buy-in for multi-stakeholder users of result, e.g. targeting MPGs.	Experts may rely on assumptions that have not been validated for a particular context. As economic vulnerability is a relatively new concept, there may be a lack of understanding of what causes certain vulnerabilities and the role of cash, e.g. protection abuses.
Household surveys and statistics: Sample surveys using household questionnaires with descriptive and analytical statistics.	Can be very rigorous and accurate, reducing inclusion and exclusion errors. Tests assumptions. Can use existing household data and add value to that data through its use in VA, e.g. Multi-Sector Needs Assessment data. Tests a wide range of potential indicators and discards those that do not show a relationship with the preferred outcome.	Requires significant amounts of data, time and expertise, all of which are usually under-estimated. Highly dependent on the relevance and quality of the data. Unless validated by affected population, lack of participation may result in lack of acceptance of results.

Source: Compiled from WFP (2006) and Maxwell et al (2009).

If using proxy¹³ indicators for vulnerability, they should be easy to describe and use. Use SMART indicators (specific, measurable, relevant, verifiable, etc).¹⁴ Proxy indicators (and subsequently criteria) should be tested and validated either qualitatively or quantitatively to establish their degree of association with the desired outcome, e.g. adequate consumption of a minimum basket of needs (food, shelter, water, health, education, etc.) or the reduction in negative coping mechanisms that increase protection risks.

Descriptive indicators can be socio-economic (e.g. income, expenditure, assets, employment), socio-demographic including status-based (e.g.

IDPs or single-headed households), or behavioural, physiological or other outcome-based indicators (e.g. not attending school, malnourished or homeless). In the latter case, the relationship between the problem and cause should be explicit, e.g. vulnerable families with moderately malnourished children as a result of an inability to purchase food in adequate quantity and quality.

A good proxy indicator for socio-economic vulnerability is income or expenditure analysis.

When compared to thresholds such as the cost of the [Minimum Expenditure Basket](#) (MEB), minimum wage or poverty line, below-threshold earning or spending relative to need, can indicate high vulnerability.¹⁵ Expenditure analysis is used in sector-specific VAs, e.g. percent expenditure on food, and offers opportunities

¹³ A proxy is an indirect measure or sign that approximates or represents a phenomenon (in this case economic vulnerability) in the absence of a direct measure or sign.






¹⁴ https://en.wikipedia.org/wiki/SMART_criteria, and WFP (2014) WFP's Note on Assessment and Targeting. Vulnerability Assessment and Mapping Unit (VAM), WFP, Rome.

¹⁵ World Bank and UNHCR (2015) How poor are refugees? A welfare assessment of Syrian refugees living in Jordan and Lebanon.


for convergence.¹⁶ Other proxy indicators of economic security include access to goods (assets such as material goods, land and livestock) and services (access to adequate water, where water supply is not a limiting factor).

VA should acknowledge that no proxy indicator is perfect. Recognise the potential for error when using indicators and try to mitigate it. This can be done through the combination of different methods of analysis and indicators, e.g. socio-demographic AND socio-economic, or through the process of targeting itself (see [Part 3.1 Targeting](#)).

Do No Harm/Do More Good

-  Engage a cross-section of the affected community, e.g. women and girls, people with disabilities and religious minorities, and the host population (if applicable) to inform VA.
-  Discuss the differences and overlaps between specific needs, protection risks and economic vulnerability with communities and with protection colleagues. Socio-economic vulnerability, particularly when combined with marginalisation, may contribute to protection risks, such as the recruitment of boys into armed groups or early marriage for girls.
-  People with specific protection risks should always be identified and assessed, as should the root cause of their risk. If MPG's are not appropriate or relevant for them, they should be referred to other assistance.
-  Ensure protection colleagues understand socio-economic vulnerability criteria and can broadly explain this to households requesting assistance, to avoid misunderstandings and inappropriate referrals.
-  Ensure that VA is continuous and can accommodate missed visits and ongoing referrals from protection actors.

EVERY MINUTE COUNTS!

-  Socio-economic vulnerability at its most basic is the gap between a high cost of living (expenditures) and the ability to earn enough income, i.e. households with increased numbers of dependents.

BOX 3. WELFARE AND POVERTY AMONG SYRIAN REFUGEES IN LEBANON AND JORDAN

Socio-economic analysis is common in development settings to target safety nets programmes. Common approaches include proxy-means-test or testing the statistical relationship between easily observable or verifiable-indicators and more complicated indicators such as expenditures or income. Exploiting the significant amounts of data available from Syrian refugees in Jordan and Lebanon, UNHCR and the World Bank identified that the while income and expenditures could be accurately predicted by looking at a household's size and living conditions. Other indicators included dependency ratios, migration and settlement patterns, and assets. The results can then be used to determine eligibility through a score card approach, or even to verify community-based targeting results.¹⁷

¹⁶ See WFP (2014) CARI Guidance, World Food Programme, <https://resources.vam.wfp.org/CARI>.

¹⁷ WB and UNHCR (2015) How Poor are Refugees? A Welfare Assessment of Syrians Living in Jordan and Lebanon.

RESOURCES

[Appropriate, Achievable and Acceptable](#) (ODI)

[Measuring Poverty: The use of expenditures analysis](#) (World Bank)

Targeting food assistance to the economically vulnerable: see the [Comprehensive Food Security and Vulnerability Assessment \(CFSVA\)](#) guidance (p. 307–310) or the Emergency Food Security Assessment guidance (p.207–208) and [CARI Guidance](#) (WFP)

Household economy analysis: [The Practitioner's Guide to the Household Economy Approach](#), Chapter 4 (Outcome Analysis) (FEG/Save the Children)

[Targeting Food Assistance in Complex Emergencies](#) Programme Guidance Notes (WFP/Tufts)

[Vulnerability and Capacity Assessment tools](#) (IFRC)

[Participatory Assessment Tools for Emergency Situations](#) (Mercy Corps)

[CERTI PLA Rapid Assessment Procedures for IDPs and Refugees](#)

[Participatory Vulnerability and Capacity Assessment](#) (Oxfam)

Guide for [Protection in CBIs](#) (UNHCR) p.8-9

[Participatory Vulnerability Analysis](#) (ActionAid)

[Participatory Assessment Tool](#) (UNHCR)

On profiling questionnaires: Cash-Based Programming for Out-of-Camp Syrian Refugees in Southern Turkey: [An Analysis of DRC's Profiling Questionnaire and Assessment Methodology](#) (DRC/Tufts)

Part 1.2 The Minimum Expenditure Basket

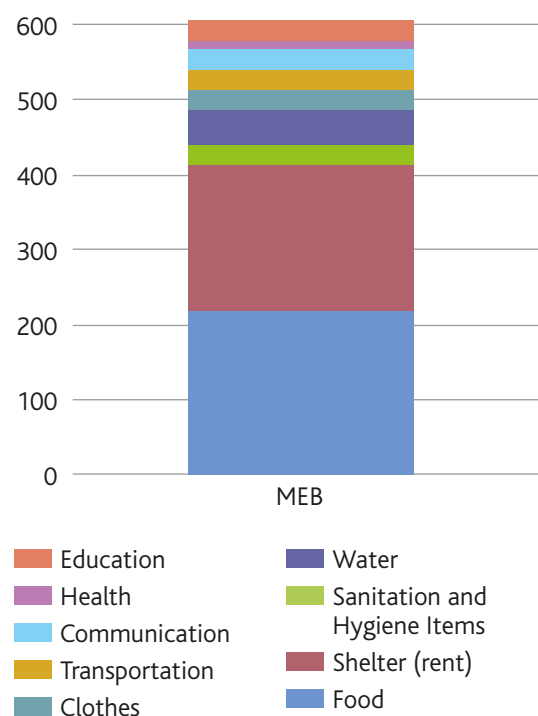
Quantifying recurrent needs for goods and services in a Minimum Expenditure Basket.

What It Is

The Minimum Expenditure Basket (MEB) is defined as what a household requires in order to meet basic needs – on a regular or seasonal basis – and its average cost. Determining the MEB serves three functions: a) it is a holistic reflection of need as perceived by crisis-affected populations, including those needs that fall outside of traditional sectors, e.g. communication, transport, etc), b) by determining what should be in it, we know which markets for goods and services should be included in [Part 1.3 Multi-Sector Market Assessment](#) (households need X, Y and Z, but can they find it locally?) and c) by influencing the design of the [MPG transfer value](#), as it relates to the objectives of the programme and reflects the vulnerability of the target group and Gap Analysis (Part 2).

There are different views on what constitutes an MEB. In non-crisis settings, a country's poverty line represents its minimum consumption standards of essential goods and services. In a humanitarian crisis, affected populations are the best source of information on what are their minimum expenditures requirements. These should be compared to minimum consumption requirements as defined by international standards such as International Humanitarian and Human Rights Law which protect crisis-affected persons' right to food, drinking water, soap, clothing, shelter and life-saving medical care.¹⁸ Humanitarian [Sphere Standards](#) define basic needs as the above plus basic water and sanitation, non-food items, contagious disease prevention and education. Figure 2 provides an example of the MEB for Syrian refugees in Lebanon.

FIGURE 2. Minimum Expenditure Basket from Syria Crisis: Lebanon



A consensus around what constitutes the MEB can be a foundation for sector-specific interventions, which may use cash and in-kind goods and services to achieve sector-specific objectives (Figure 3). The provision of an MPG that covers all or part of the MEB will enable crisis-affected populations to use in-kind assistance and access services as they were intended.

¹⁸ Article 55 of the Geneva Conventions (food and medical supplies) and Article 69(1) also ensure the provision of clothing, bedding, means of shelter, and other supplies essential to survival (<https://www.icrc.org/ihl>).

FIGURE 3. MEB and MPG as foundation for sector-specific interventions



The MEB should not be confused with the MPG transfer value. The MEB is fixed for a given emergency unless there are significant changes in prices or needs. In contrast, the *MPG transfer value* may change based on the availability (value and coverage) of other humanitarian assistance, such as government interventions, the targeting strategy and criteria (e.g. wider coverage with a reduced grant versus targeted coverage with a bigger grant), or the programme objective (e.g. livelihoods recovery) and any additional cash requirements households may have. See [MPG Transfer Design](#) for more detail.

Essential Checklist

Consult and involve stakeholders. The first stakeholders are affected populations themselves (Box 4). Other stakeholders include humanitarian actors such as clusters/sectors who will contribute to determining what is needed and what can be purchased by crisis-affected persons. The government is also important, not least because it may have its own CBIs in line with minimum consumption standards or poverty thresholds, or have concerns about and insights into the needs of disaster-affected persons and/or the host community in displacement contexts. Other agencies implementing CBIs are also key – to promote a common understanding of the MEB, and to discuss rationale when agencies use different transfer values, which may be justified by differences in programme design, e.g. objective, target group, etc.

It is important to involve government in calculating the MEB, particularly if the MEB goes over the local minimum wage and government is concerned about how the local population unaffected by crisis will perceive this.

Determine the objectives of the MEB exercise. Multiple objectives are possible. If determining an MEB to inform the eventual MPG transfer value, then specify for whom, location and duration. Here are some examples:

- A To inform the choice of goods and service markets to be assessed in a Multi-Sector Market Assessment.
- B To determine the local monthly survival MEB for an average family of five.
- C To establish a baseline against which to monitor market prices and cost of living.

Itemise the goods and services to be included in the MEB based on the Needs Assessment. For example, in Lebanon (Figure 2):

- Common items in the basic MEB included: food (staples, vegetables, meat/milk, condiments), water, sanitation supplies (hygiene items, personal and household cleaning supplies), healthcare costs not covered through free services (e.g. minimum over-the-counter medical supplies such as

paracetamol), rent, cooking fuel, utilities including energy (electricity/gas), transportation including school transportation, and communications.

- The non-food items were further disaggregated into **recurrent costs**, e.g. water, soap, etc. and **one-off costs**, e.g. winter clothes, education supplies.
- The one-off cost of obtaining legal documents and one "critical medical event" (based on the statistic that five percent of the population will have at least one such event in a year) was also included in the *basic* MEB.

BOX 4. DETERMINING THE MEB FOR SYRIAN REFUGEES IN EGYPT

UNHCR, WFP and Save the Children worked together to implement combined cash and food voucher assistance to Syrian refugees in Cairo. The objective was to determine the minimum quantities needed of essential and basic food and non-food items for one month for a Syrian household of five members, and the overall related cost.

The process included a first stage: focus group discussions in community centres to determine essential non-food items, common brands used and minimum quantities necessary for an average family. Participants also discussed average rent, and type and cost of utilities.

In a second stage, market assessments were undertaken in shops normally frequented by Syrians to determine average costs per unit. Shelter and utility costs were assessed through a survey with a sample of refugees and triangulation with private and public sector key informants. WFP carried out a parallel exercise to determine minimum food needs and the value of a food voucher, and to identify shops for potential inclusion in a voucher programme.

Distinguish between recurrent costs, e.g. food and rent, and one-off but *predictable* costs, e.g. school supplies, seeds and tools. Households will often use whatever resources they have to meet priority needs, even if it means converting one form of aid to another, e.g. selling food assistance to pay

for medicine. Consider top-up grants in the [MPG transfer design](#).

Take note of what may change by season or stage in the emergency response (needs, availability of goods and services, AND prices). Use a crisis calendar (see detailed [Multi-Sector Market Assessment](#)).

Do the [Multi-Sector Market Assessment](#) to determine the cost of the MEB. Plan to do it again if a significant change is anticipated in terms of needs, availability of goods and services, or prices. Decide whether the average cost or the minimum cost will be used in calculations.¹⁹

Assess the necessity of different MEB values. National MEB calculations are usually sufficient in an emergency. However, in some contexts there may be big price differences between geographic areas or different livelihood groups, e.g. pastoralists versus agricultural households, etc.

Ensure that sector-specific recommendations are consistent with the MEB. Coordination is necessary to ensure that other CBIs, if not included in the MPG, are at least in harmony with the MEB.

Once determined, communicate the MEB to stakeholders. Describe how it was determined, and the strategy for monitoring its accuracy and subsequent revision if necessary. It is also important to indicate a contact group if agencies have questions, e.g. Cash Working Group or Inter-Cluster/Sector Coordination Group.

🚩 Often the cost of the MEB for persons affected by disaster is higher than the poverty line or minimum wage of a host population or unaffected population. This presents a potential conflict with the host government or unaffected population. This can be managed through effective communication, variations in the transfer value, use of in-kind and other assistance, etc. However, it should also be recognised that if the transfer value is too low relative to the MEB, this will have an impact on its effectiveness.

Have a clear justification of MEB/MPG values even if very little data exists (Box 5). It is important to cite the data source for calculations (e.g. a country's

¹⁹ In Lebanon, the MEB used the **average** cost of goods and services, while the survival MEB (SMEB) was based on the minimum cost.

own minimum consumption and expenditure surveys, food prices from WFP, primary data on non-food item prices from the Cash Working Group, etc.), so others can clearly reconstruct the MEB, follow the logic behind the MPG transfer value, and update both values when needed.

It is okay to start with a “good enough” MEB – in many cases timeliness is more important than accuracy. An MEB based on estimates of the two to three most important expenditures (commonly food, non-food items and shelter) is enough to start a programme. Better estimates can be determined over time with better knowledge of the context and target population.

NO TIME!

- ! Use focus group discussions and individual interviews to understand what are the essential expenditures in a given emergencies and what is their minimum cost.
- ! Based on identified priorities, quickly survey what price information is already available and can inform the MEB or act as a “proxy” for other unknown costs (see Box 5).
- ! Use a country’s existing poverty line or minimum wage.

RESOURCES

Country examples in Ukraine, Lebanon, Jordan, Egypt and Syria. See detailed examples in [Annex 3 Standard Operating Procedures: Appendix 1](#) or [Contact UNHCR Cash Section](#).

[WFP Cash and Voucher Guidelines](#): Transfer Value Calculation, p.43, for determining the food component of the MEB.

BOX 5. NO TIME TO CALCULATE A PROPER MEB

The NGO Consortium in Ukraine designed an inter-agency MPG as part of a more comprehensive protection intervention. It needed to estimate the MEB to determine and justify the MPG transfer value. There was no time for primary data collection of prices, so agencies did a rough estimation of the MEB using the following:

What are the target groups’ prioritised needs?

In Needs Assessments, IDPs in Ukraine mentioned food, rent and health-related costs, e.g. medication.

What secondary price information is available?

The Consortium used the WFP food basket to estimate food prices and the Shelter Cluster’s shelter cost survey which included rental prices.

What secondary price data can “stand in” for other costs in the MEB? There was no information on health-related costs. A non-food items price survey conducted by Save the Children became the “proxy cost” for other essential household expenses.

What can people pay themselves? There was no information for the average income or expenditure of vulnerable IDP families. Therefore the national minimum wage stood in for income, though it was considered higher than what IDPs could earn.

Setting the transfer value. Budget constraints and inter-agency agreements meant the agreed transfer value was set at less than 20% of the estimated MEB (even when factoring in WFP food assistance) – an insufficient amount to meet programme objectives. As a result, the Consortium successfully lobbied donors to re-evaluate the transfer value, tasking the Shelter Cluster and Cash Working Group with the work. It is important to emphasise that the NGO Consortium’s MEB was not comprehensive or exhaustive, but rather a starting point for more rigorous inter-agency discussions on the MEB and transfer values, when time eventually permitted.

Part 1.3 Multi-Sector Market Assessment

Of the needed goods and services, what can be purchased locally, at what price? Can supply meet total demand? What depth of analysis is necessary to make a "good enough" decision?

What It Is

The Multi-Sector Market Assessment (MSMA) is a process whereby there is a final determination of what goods and services can be purchased in sufficient and reliable quality and quantity to meet emergency needs – and therefore the cost of which can be included in the MPG transfer. The MSMA will use either a Marketplace or Market Systems Analysis. Market Systems Analysis can also help to identify complementary market interventions to support markets to meet demand or alternatives to CBIs. What follows is a summary of the more detailed MSMA in Annex 1.

Essential Checklist

A quick way to narrow down what to include in the MSMA is to exclude those goods/services that cannot be met through CBIs. These include sector-specific needs that are unlikely to respond to demand caused by an increase in purchasing power, e.g. vaccinations (Table 2), or goods and services that were excluded in the first-glance [Market Situation Analysis](#).

TABLE 2. Excluding items from the MSMA

Markets which did not exist or functioned poorly prior to the crisis, or which have specialist suppliers. For example, tents or emergency water storage systems.

Public or social goods or services which households may not value but which have population-wide or significant household-level impacts, such as education, psychosocial help and vaccination.

Goods and services for which people might not be **Willing to Pay**, e.g. common services such as roads or security

Translating needs (and wants) into total demand. Demand and supply sides of markets are important in market analysis, in order to ascertain how well the market system can meet the objective of meeting people's basic needs in a crisis. The ability of the market to meet demand depends in part on traders' and/or service providers' willingness or ability to secure enough supplies to meet this demand, and in part on the traders'/service providers' ability to absorb the cash they receive for their goods and services and re-stock to continue meeting demand.

In the MSMA we are concerned with total demand:

$$\begin{array}{|c|} \hline \text{Total Beneficiary} \\ \hline \text{Demand} \\ \hline \end{array} + \begin{array}{|c|} \hline \text{Other People's} \\ \hline \text{Demand} \\ \hline \end{array} + \begin{array}{|c|} \hline \text{Government/} \\ \hline \text{Agency Purchases} \\ \hline \end{array} = \begin{array}{|c|} \hline \text{Total Demand} \\ \hline \end{array}$$

Or another way to calculate this is:

$$\begin{array}{|c|} \hline \text{Total Population} \\ \hline \end{array} \times \begin{array}{|c|} \hline \text{Quantity per} \\ \hline \text{person/household} \\ \hline \end{array} + \begin{array}{|c|} \hline \text{Government/} \\ \hline \text{Agency Purchases} \\ \hline \end{array} = \begin{array}{|c|} \hline \text{Total Demand} \\ \hline \end{array}$$

FIGURE 4. *Deciding on the Depth of Market Analysis*

CaLP's Minimum requirements for market analysis in emergencies suggests that if total demand increases by more than 25% in urban areas or 10% in rural areas when compared to pre-crisis demand, a Market Systems Analysis may be necessary (Box 1 and Figure 4).

Remember, however, that "need" does not automatically translate into demand. People may choose ultimately NOT to buy/pay for a particular service or good for a wide range of reasons. Sometimes people will substitute one product for another. As long as it meets the price and quality criteria, this is acceptable. This is another reason why market analysis should strive

to be "good enough". It is impossible to predict and account for all factors affecting supply.

For each type of "demand", develop a critical markets shortlist. This might include staple foods, fresh foods, hygiene items, clothing, rental accommodation, water services, utility services, energy/fuel supplies, etc. See the detailed Annex 1 MSMA for examples.

Decide if Marketplace Analysis is sufficient or Market Systems Analysis is necessary to have a "good enough" understanding of whether supply can meet demand (Figure 4, Table 3 and Box 6).

If security allows, go to the market!

TABLE 3. *Deciding between Marketplace and Market Systems Analysis*

Consider Marketplace Analysis and Monitoring	Select Market System Analysis
Short intervention time frame (<3 months)	Longer intervention time frame (>3 months)
Visible abundance/supply in marketplace	Uncertainty about supply
Short/local supply chains	Longer/international supplies
Trader capacity high (finance available, networks exist)	Low trader capacity
Good information flows in market system	Poor/broken information flows (speculation/rumours)
Simple market systems: few actors	Complex market systems
NO significant market problems/breakages/leakages	Income markets/livelihoods support

TABLE 4. *Examples of Representative Markets for Goods and Services*

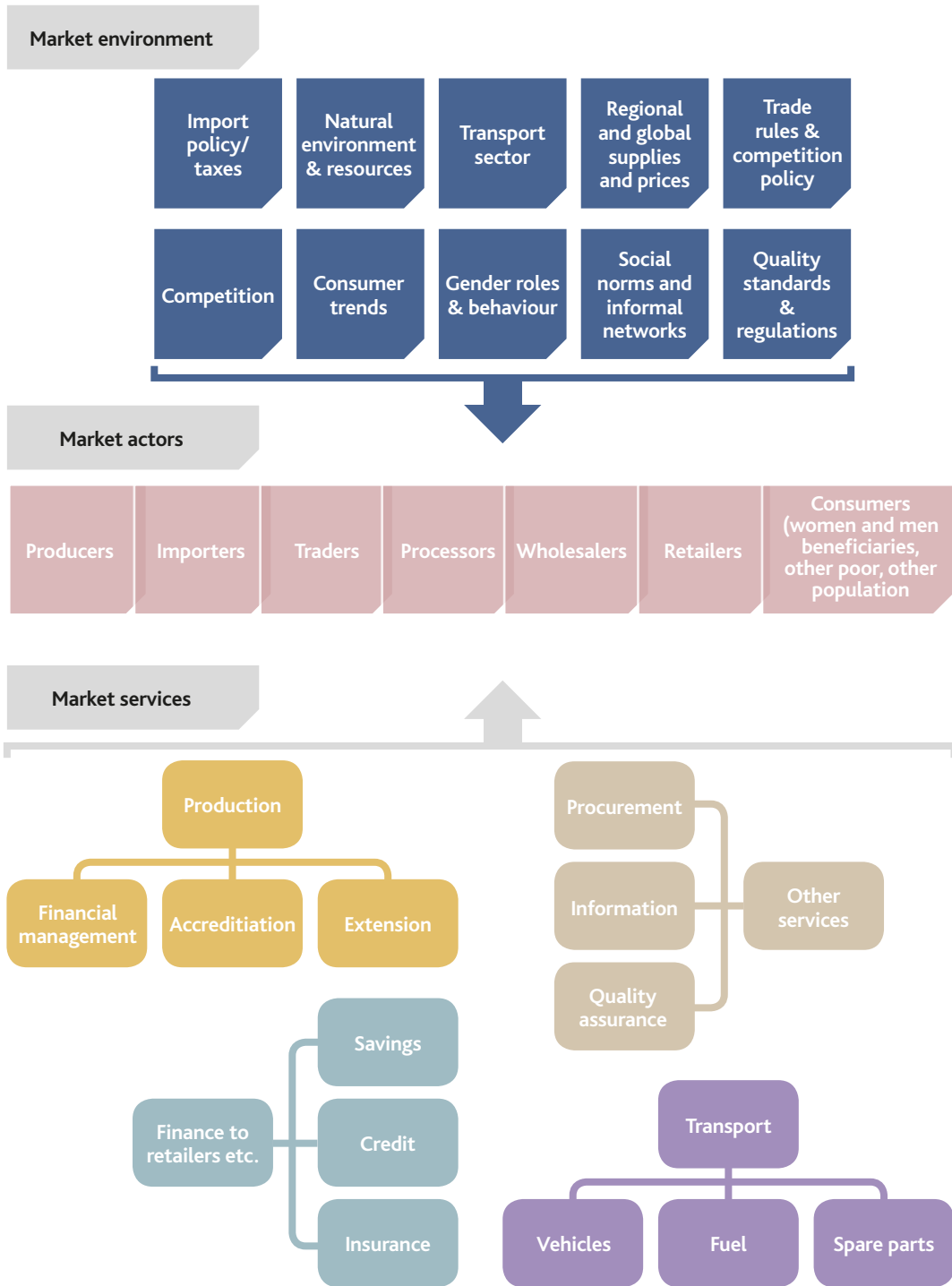
Critical product or service	Information on demand	Preliminary market information
Hygiene products	Includes toothpaste, soap and sanitary products. Usually purchased from market stalls. Household needs = 1 tube + 1 bar + 1 pack per week	Traders source from 5–6 wholesalers who in turn source from national distributors. Most items come from country Z. Main constraining factor will be exchange rates.
Household goods	One-off purchase per household of 2 buckets, 3 pots, 1 stove, 6 cups/plates/spoons	As with hygiene products but also available through second-hand market.
Fresh produce	Interchangeable amount of tomatoes/ spinach/ potato/onions; 2kg/household/week	Used to be locally sourced. Potential to reinstate local production in 3 months!
Rental markets	Medium-term shelter solution (3–6 months). One room per 2–3 people.	New market arising from crisis. To be analysed further.
Childminding / schooling	Households are saying this would greatly help invest in future and provide “time” for adults to seek employment/work.	Informal services are popping up which some providers charge for and others provide in exchange for in-kind (e.g. part of food ration).

IF SUPPLY CHAIN OR MARKET SYSTEMS ANALYSIS IS NECESSARY, FOLLOW THESE STEPS

- 1 Identify representative markets (Table 4).**
A representative market is when the supply of a single item can represent multiple items, i.e., they have similar demand, supply chains and providers, e.g. the soap supply chain is probably similar to the toothpaste supply chain.
- 2 Undertake market mapping exercise** identifying the factors that influence supply. Some general tips on how to carry these out in multi-sector contexts are listed below. This is a growing body of knowledge, so this is not a comprehensive set of tips!

- 3 For groups of products (fresh food, household or water and sanitation non-food items) identify common market services and enabling environment factors affecting different market chains.** This will greatly reduce the research work, and also help to establish patterns early on. You can use colour-coding on one “map” to identify services which are specific to any one market or common to more than one market (Figure 5).

FIGURE 5. Market Map Example



For single sector markets:

- **Food markets:** Price tracking in food markets is fairly well established, and market analysis is becoming more commonplace. Remember to use these existing sources of information to supplement market information. Focus on supply and traders' capacity to expand staple food markets.²⁰
 - **Water markets:** Look out for the "market services" or related products which may be critical or even more important than "water" itself. For instance the "trucking" or transportation system may be the market system to analyse because it is the main determinant of water costs/prices as well as availability.
 - **Shelter or housing** consists of many different options and it will be important to understand the relationship between, for example, tented and rental accommodation. They are, strictly speaking, two separate markets – with very different services, inputs and enabling environments – but because people may seek to move from one (tents) to another (rental), and because the quality of housing determines the level of other needs (especially heating/clothing/blankets), it is important to understand the relationships between the market systems.
 - **Health and education** services are comprised of multiple, inter-related systems (facilities, personnel, supplies). Some of these are public goods and others depend on markets (medicines and medical supplies, school materials). Break them down to determine if and what market assessment is necessary. Recognise that while these are public goods, we know people will try to fill gaps through "private" means if they have to.
 - **Transport markets:** Transport plays a key role in people's ability to access goods and services and to earn a living. It is vital to understand how transport, or other related commodities such as fuel, may be affected by the crisis. Transport markets also need to be assessed before designing a response that may divert available trucks or cars away from other critical uses.
 - **Livelihoods markets** require Market Systems Analysis. Households will prioritise re-establishing their livelihoods early on in a crisis. Livelihood markets include the inputs people need to produce outputs (goods and services) which they then sell, including their labour.²¹
 - Don't forget that an important "market" that affects consumers and suppliers/service providers is the **financial services** market. Detailed guidance on financial services assessment is found on [CaLP](#).
- ✚ In some circumstances, crisis-affected people will be prepared to pay for **security**, particularly where local or international peacekeepers are unable to guarantee safety from violence. This presents a dilemma for humanitarians and donors who don't want "their" money being used to pay armed groups. Use a [community-led protection approach](#): work with communities to understand who is providing security services, if there are alternatives, or how "services" can be made more accountable. Use participatory monitoring to detect potentially exploitative relationships.

BOX 6. MARKETPLACE AND MARKET SYSTEMS ANALYSIS IN NEPAL AND THE PHILIPPINES

Following the earthquake in Nepal, historically developed and integrated markets were able to quickly reinitiate the flow and supply of goods despite the disruptions to infrastructure. For food and non-food items traded in markets, visiting markets and conducting trader surveys was adequate to determine reliable supply. For shelter items, where markets were not developed, more in-depth analysis was required to inform response.

In post-Haiyan Philippines, many items were needed to reconstruct shelter, provide basic needs and recover livelihoods. To meet needs, food, non-food and livelihood-inputs supply chains clearly needed reconstruction. The Market Systems Analysis informed appropriate market support, to avoid recreating the weak livelihood-input markets that existed prior to the disaster.

²⁰ Staple food is a food that is eaten regularly and in such quantities that it meets a large part of calorie needs.

²¹ M4P or Practical Action.

Systematically looking at how one factor – such as a policy or a financial service – affects different market systems can help achieve scale across sectors. The aim is to identify a few areas of support, and the incentives that will make them work better. Then step back and allow these critical interventions in infrastructure, service and policy to leverage change across multiple market systems!

The outcome is a top-level picture of market systems' supply or the ability to meet the needs following a crisis a) for a specified period of time, b) at an acceptable price and c) to minimum quality levels.

In addition to a detailed understanding of what can reliably be purchased locally and at what cost, the MSMA identifies:

- Recommendations on complementary supply-side interventions.
- Insurmountable factors negatively affecting market systems (within the time frame of the intervention).
- How in-kind assistance might impact market recovery.
- A list of indicators to monitor a) whether markets are meeting needs, and b) if markets are adversely affected by humanitarian interventions (both cash-based and in-kind).

Do No Harm/Do More Good

During the MSMA, remember to analyse access to goods and services from a target populations' perspective. For example:

- 🚩 Analyse whether there are obstacles for specific crisis-affected groups, e.g. elderly or disabled people, to access certain services, shops or traders. Consider obstacles such as the need to pay others to pick up and deliver goods.
- 🚩 Determine whether beneficiaries will be able to reach and return home from the services/markets within daylight hours. If they cannot go on foot, consider if they can afford safe, secure transport or if the cost would need to be included in a transfer.

- 🚩 Assess the opportunity costs/savings to access the local market and compare with in-kind distributions if appropriate.

- 🚩 Remember that traders/service providers are often crisis-affected as well. Their recovery is also essential. They may play an important role in communities, both through the provision of essential goods/services and providing credit, financial services, etc.

- 🚩 Watch out for risks to markets such as monopolies, cartels or price fixing.

EVERY MINUTE COUNTS!

- ! Post-crisis, using focus group discussions and individual interviews, ask what people can easily find in the markets and how much it will cost (See Box 7).

- ! Ask people how they previously met needs and what has changed. This is a quick way to determine market disruptions.

- ! In displacement contexts, consult with the host community, particularly where IDPs/refugees do not have sufficient information about markets and prices.

BOX 7. WHEN IS JUST ASKING PEOPLE ENOUGH?²²

After the earthquake in Nepal, Danish Church Aid rapidly translated existing IFRC Rapid Assessment of Markets (RAM) questionnaires, previously translated into Nepali, into a smart-phone app to facilitate multi-agency collection of market data to inform cash interventions. It took two and a half weeks to generate enough information to compare between areas. Although most agencies used the RAM tool, there were different views regarding how much market analysis was needed. For example, one agency moved extremely fast after the earthquake to distribute unconditional cash to elderly people in Gorkha district without any formal market assessment data. The distributions were based on beneficiaries' own reports that what they needed could be obtained on the market, which post-distribution monitoring later substantiated. Other agencies used their own assessment formats, but none implemented the more thorough – but also more time- and labour-intensive – Emergency Market Mapping and Analysis (EMMA) surveys in the first month after the earthquake.

RESOURCES

Detailed Annex 1 [MSMA guidance](#) developed for this toolkit.

[Minimum Requirements for Market Analysis in Emergencies](#) (CaLP)

[EMMA guidelines](#) and [Emergency Market and Mapping Assessments](#) (EMMA) and [Pre-crisis Market Mapping Analysis](#) (PCMMA)

[Cash in Emergencies Toolkit](#) (IFRC)

[Rapid Assessment of Markets](#) (RAM) (IFRC)

[Participatory Market Systems Development](#) (Practical Action)

[Market Information and Food Insecurity Response Analysis](#) (MIFIRA)(USAID)

[Making Markets Work for the Poor \(M4P\)](#) (DFID/SDC)

[Guide for Protection in Cash-based Interventions](#), p. 8–9

[Philippines Haiyan Response: A multi-sectoral review of the use of market analysis and the design and implementation of CBIs](#)

[Development of a Framework for Multipurpose Cash Assistance to Improve Aid Effectiveness in Lebanon: Support to the Market Assessment and Monitoring Component](#)

²² HPN, "[Hello, money: the impact of technology and e-money in the Nepal earthquake response](#)", Danish Church Aid, October 2015.

Part 1.4 Protection Risk and Benefits Analysis

What essential protection questions need to be answered to inform the final decision on the appropriateness and feasibility of MPGs?

What It Is

All humanitarian interventions carry risks, even in-kind delivery of goods and services. Cash programming is no exception. Specific areas of risk include:

- *Safety and dignity.*
- *Humanitarian access to crisis-affected populations.*
- *Crisis-affected populations' access to aid.*
- *Data protection and beneficiary privacy.*
- *Individuals with specific needs or risks.*
- *Social relations – household and community dynamics.*
- *Fraud and diversion with protection implications.*
- *Market impacts with protection implications.*

Protection flags (🚩) are also integrated into this toolkit in each section.

Essential Checklist

Include affected communities as participants in all phases of the programme cycle. Ensure that crisis-affected populations identify their own protection risks and benefits and self-protection mechanisms. Consider how the programme could be community-led or at least how communities will participate in defining the programme objective, choice of modality (cash or other), targeting criteria, transfer amount, delivery method, identifying potential risks and benefits, risk mitigation and management, and monitoring and evaluation.

Consider whether MPGs will create or exacerbate protection risks or benefits for individuals, households and communities, and to what extent new risks could be mitigated by affected communities

themselves, humanitarian agencies and duty-bearers (governments) and/or by complementary programme activities (Box 8). Compare to the risks and benefits of any CBI, in-kind, or no material intervention, e.g. limiting assistance to advocacy.

Engage with individuals with different and specific needs and protection risks, e.g. linked to age, gender identity, social status, disability and ethnicity. Ensure that these individuals/households are included and considered throughout the programme cycle.

Establish two-way feedback mechanisms and focal points to ensure regular communication between humanitarian actors, affected populations, and in some cases (there may be particular sensitivities in a refugee context) local civil society and government.

Protection, cash and sector-specific colleagues should work together, particularly during assessment, design, and monitoring and evaluation. Include minimum protection questions throughout the programme cycle, as outlined in this toolkit.

Do a gender, age and diversity analysis, specifically taking into consideration cultural practices, control and access to resources. This may influence modality choice and who should receive the MPG (particularly within a household). Consider intergenerational relations, polygamous households, and lesbian, gay, transgender or intersex households.

Design MPGs along with complementary activities and services – particularly if specific protection objectives are part of programme design. Research has shown that MPGs can contribute to protection outcomes – ranging from care of orphaned children, durable solutions and close partner and refugee-host relations – when combined with other activities e.g. livelihoods, psychosocial and education support and/or advocacy.

FIGURE 6. *Key Recommendations for Protection-sensitive MPGs*

Desk Review and Needs Assessment	<ul style="list-style-type: none"> • Gather situational protection information on the major risks for the affected population (what and for whom), sources of risks, and any community-based or self-protection mitigation mechanisms. • This information could come from e.g. protection needs assessments, case management, feedback mechanisms. • Flag any information on economic or livelihoods-related root causes of protection risks.
Risk, Vulnerability and Capacity Analysis	<ul style="list-style-type: none"> • Create a context-specific protection risk and benefit analysis. • Analyse relative importance (likelihood and impact) and manageability (prevention or mitigation) for different groups and individuals. • Discuss the differences and overlaps between specific needs, protection risks and economic vulnerability.
Eligibility Criteria and Targeting	<ul style="list-style-type: none"> • Identify and assess people with specific needs or protection risks, and refer them to other assistance if CBI is not relevant for them. • Build in the flexibility to accept ongoing protection referrals, beyond the initial assessment and targeting. • Use a combination of targeting methods (e.g. community-based, administrative) to improve access and inclusion.
Market Analysis	<ul style="list-style-type: none"> • Analyse access to goods and services with an age, gender and diversity lens. Compare this information with protection needs assessments. • Analyse market systems related to protection, e.g. alternative care, health, legal services, transport, education, birth registration. • Analyse the potential protection risks and benefits of market interactions in the community and among traders.
Modality and Delivery Mechanism	<ul style="list-style-type: none"> • Ensure that modality and delivery mechanism selection reflects identified protection risks and benefits. • Consider alternative delivery mechanisms for certain individuals or groups as necessary. • If no safe, feasible delivery mechanisms exist for CBI, consider in-kind assistance, and vice versa.
Design and Implementation	<ul style="list-style-type: none"> • Ensure that programme design mitigates potential risks identified in assessments. • Design and adjust the frequency and amount of transfers to address the economic drivers of vulnerability, and according to beneficiary preferences. • Include data-protection, confidentiality and opt-out clauses in service agreements and standard operating procedures.
Monitoring	<ul style="list-style-type: none"> • Build a monitoring system and an accountability framework on the basis of identified protection risks and benefits. • Examine how CBI may mitigate protection risks and maximise protection benefits. • Consider any changes in protection risks and benefits, specific needs, vulnerability and capacity to cope, and reconsider programme design as appropriate.

Throughout the Programme Cycle:

Use a participatory approach and/or support community-led processes. Look within and beyond the household unit: disaggregate information or include samples of individuals

using an age, gender and diversity lens. Establish an accountability framework for multi-channel feedback throughout the phases.

BOX 8. MPGS AND PROTECTION IN LEBANON

International Rescue Committee (IRC) Lebanon implemented a multipurpose programme in the winter of 2014–15. An evaluation noted positive protection impacts due to increased favourable economic interactions between refugees and the host community. Respondents noted that social tensions had reduced due to increased marketplace exchanges and economic benefits accrued to the host population. Because it was an MPG programme, beneficiaries could use their cash anywhere, avoiding creating or exacerbating tensions among traders – often only a few of whom benefit in voucher programmes. MPGs also benefited smaller traders, who were often women.

RESOURCES

See detailed protection risks and benefits analysis developed for this toolkit in [Annex 2](#).

Protection risk and benefits analysis: [Protection Outcomes in Cash-Based Interventions: a literature review](#) (ECHO, UNHCR, DRC), [ERC multi-agency cash and protection research](#), and [Guide to Protection in CBIs: Protection Risk and Benefit Analysis Tool](#)

Data protection and protecting beneficiary privacy: [Protecting Beneficiary Privacy: Principles and operational standards for the secure use of personal data in cash and e-transfer programmes](#) and online [training course: "E-Transfers and operationalizing beneficiary data protection"](#) (CaLP)

Use of CBI/MPG to support community-based protection: [Local to Global Protection](#)

DECISION POINT: MPGs are an appropriate and feasible way to meet multi-sector humanitarian needs.

You know:

- What humanitarian needs (goods and services) would be required on a recurrent basis and can be provided by economic support (providing a cash grant), and approximately how much these would cost.
- Who will benefit most from cash support.
- What other needs exist that cannot be met through MPGs, and how MPGs might complement other interventions.
- Whether or not the local markets for goods and services can meet aggregate demand, based on reasonable assumptions of how people might spend their money.
- Ways in which market-support interventions could reinforce market supply.

- How to deliver cash to crisis-affected people.
- What anticipated benefits and risks there are, and potential ways to mitigate the latter.

Next step

MPG Transfer Design

Understanding vulnerability and estimating the “gap” in relation to the MEB and other occasional needs. Determining the specific grant characteristics (size, periodicity, duration, seasonal and geographic variations, etc.).

PART 2

MPG Transfer Design



Photo: Andy Hall / Oxfam

What It Is

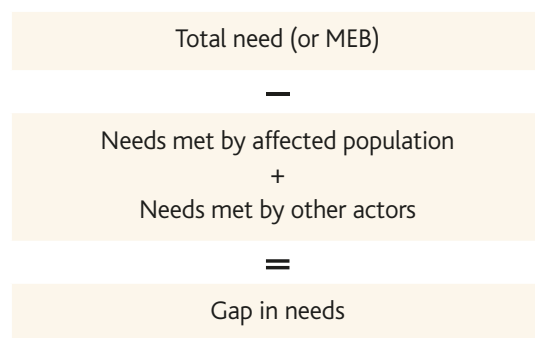
Bringing together information on needs as defined in the Needs Assessment, Minimum Expenditure Basket (MEB), Vulnerability and Gaps Analysis to inform transfer amount, frequency of distribution and other characteristics of transfer design

Essential Checklist

Together with cash, protection and sector-specific experts, take into consideration the results of the Situation and Response Analysis (SRA) to determine net need and, of that need, what can be met by providing unrestricted cash (Figure 7).

Take into consideration households' prioritisation of other needs. Households may spend less on food if in a given month there is a need to buy seeds and tools or pay rent and other resources are not available. Consider a "top up" of cash to meet additional predictable cash needs.

Estimate what portion of total needs households can make up themselves through income, including remittances and production. Income sources may change, particularly when the crisis-related impacts on livelihoods change, e.g. when floods recede. Some people can cope better with displacement, employing their skills and other capacities (Figure 8).



Some assistance will be provided by government and other sources. Some will be in-kind. Calculate the gap.

FIGURE 7. Factors affecting cash needs

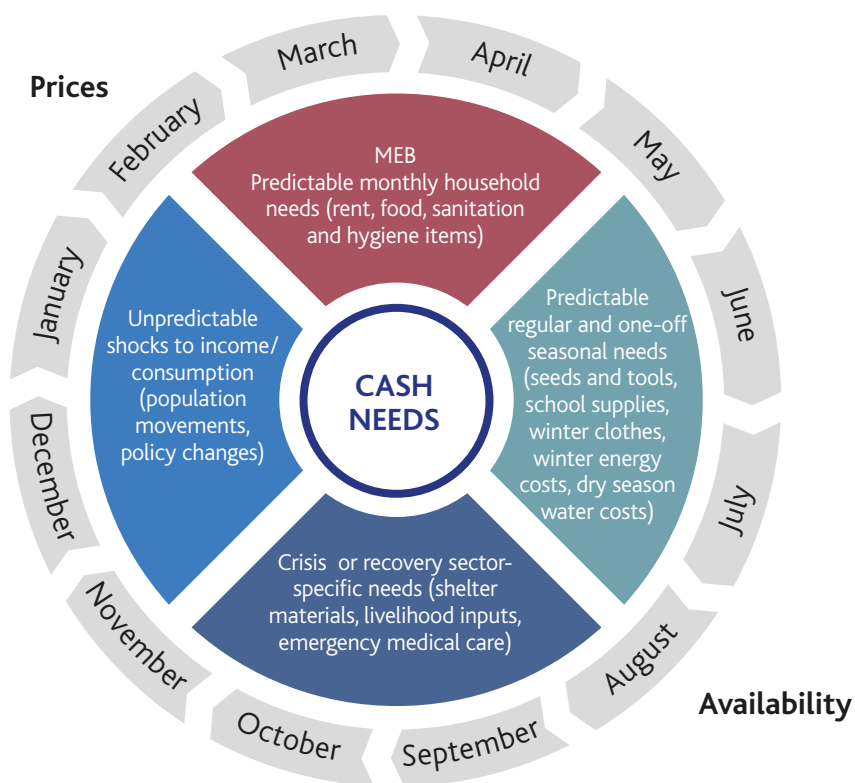
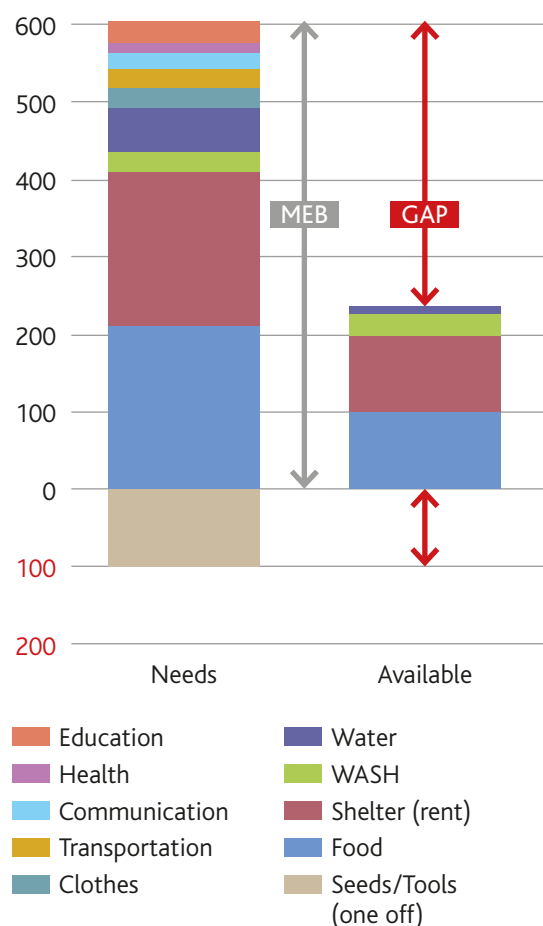


FIGURE 8. Calculating the MPG Transfer Value

Take into consideration the necessity of a different MPG value based on geography, livelihood, degrees of vulnerability, availability of aid, etc. Some regions or livelihood groups have been less affected by the crisis or have different policies that influence livelihoods of affected persons. Other regions may have more or fewer agencies providing complementary assistance.

Do No Harm/Do More Good

- Particularly at the beginning of the crisis there are many competing demands; therefore the delivery of complementary activities, either within your MPG or alongside it, will be essential to address multiple competing priorities.
- Capacity to cope and recover during a crisis will differ between vulnerable groups and at different points along the crisis timeline. Factors affecting

differences include wealth and vulnerability prior to the crisis, and how the crisis affects different livelihood groups and their assets/capacities. Wealth ranking is a useful tool to distinguish socio-economic differences.

- Clearly state assumptions about coping capacity and the availability of complementary assistance provided by other agencies, e.g. food assistance, and test through [Response Monitoring](#). Reassess transfer size if something changes.
- Set a threshold where changes in the gap would trigger a different MPG value, e.g. a change in prices by +/- 10%.

There is clear evidence that crisis-affected households prioritise available funds wisely.²³

The less money and resources a household has, the more likely it is to spend money on pressing basic needs.²⁴ But programme design can also influence the way households spend their money, e.g. money provided in September is likely to be spent on school supplies. Conditionalities can also work, e.g. second payment for shelter materials is only provided when the foundation has been laid, or small business grants are provided upon completion of livelihoods skills training. In Malawi, Concern used SMS campaigns to encourage families to buy nutritious foods with their transfer.²⁵ Complementary programming is also essential to meet those needs that can only partially be met by cash (Box 9).

²³ UNHCR and DRC (2015) [Protection outcomes in cash-based interventions: a literature review](#), ERC grant.

²⁴ Doocy et al (2015) [The Effectiveness and Efficiency of Cash-based Approaches in Protracted and Sudden Onset Emergencies: A Systematic Review](#). Campbell Collaboration/DFID.

²⁵ Devereux (2007) [Innovations in Design and Delivery of Social Transfers: Lessons learned from Malawi](#).

BOX 9. CASH AND COMPLEMENTARY ASSISTANCE

Through your problem and causal analysis and the Response Analysis it may be clear that socio-economic vulnerabilities are not the only cause of the problem, and cash is not the only response. In some cases affected populations might need information, education and communication (IEC) or technical assistance to meet their needs. Or, through the market assessment, it might be clear that some goods and services are not available and need to be provided in-kind, e.g. direct delivery of nutrition services or specific shelter materials. What we are aiming for is a people-centred approach wherein operational efficiencies can be gained when many agencies/sectors use cash to meet needs (inter-sector coordination of CBIs, including MPGs) and within-sector coordination to ensure the provision of a holistic approach, e.g. moderately malnourished children and their families targeted with public health services, IEC, specialised foods such as corn-soya blend (CSB), AND cash to meet other basic food needs. Agencies in Nigeria distributed cash with CSB as a “protection ration” so that food-insecure families were more likely to give the CSB to the malnourished child and not share it with other members of the family.²⁶

RESOURCES

See *Annex 3 Standard Operating Procedures: Appendix G to this Toolkit: Transfer Value Worksheet (digital only)*

[Cash in Emergencies Toolkit](#) (IFRC)

[Setting the transfer value, UNHCR CBI Guidelines](#)

[Determining the Value of Cash Transfers – Preliminary Insights from LIME](#)

[Household Economy Analysis](#)

Complementary Interventions to Cash-Based Interventions, DFID (2011) [Cash Transfers Literature Review](#), Chapter 3

[Guide to Protection in CBIs](#) (UNHCR), p.11

²⁶ <https://www.wfp.org/aid-professionals/blog/fighting-malnutrition-niger>

PART 3

Response Design and Plan

Once it has been determined that MPG's are an appropriate and feasible response option to meet multiple humanitarian needs, what are the essential elements of programme design?



Photo: Gregory Barrow / WFP

What It Is

The purpose of this section is to provide a clear set of minimum standards for MPG programmes across agencies in line with programme objectives, pragmatic evidence of target populations' needs, practical realities faced by implementing agencies, and global or regional MPG experiences and best practices. Many best practice recommendations here are common to CBI or good humanitarian programming, such as selection of financial service providers, and/or Accountability to Affected Populations.

The MPG Response Plan is a living document that provides a snapshot of MPG programmes to date. It is also a template structure for MPG programming that can be adopted either by an individual agency or inter-agency. As with any Response Plan, it should be updated periodically to reflect lessons learned that contribute to more effective MPG programming.

The structure of the proposed Response Plan is the following:

- 1 Key stakeholders and responsibilities of implementing agencies
- 2 MPG transfer value
- 3 Targeting strategy and determining eligibility
- 4 Delivering the MPG
- 5 MPG programme quality

It is useful to provide a brief overview of the analysis that informed the decision to use an MPG to meet multi-sector emergency needs and to lay the foundation for comprehensive response design and planning. The Response Plan should include details on the key components for a solid MPG programme. **The overview will be based on the analysis done in Parts 1 and 2 of this toolkit.** The summary should articulate:

- **MPG programme objective:** What the MPG is designed to do.
- **Target group(s):** For whom the MPG is designed and why.
- **MPG transfer value:** How much cash the MPG will provide, particularly in relation to the Minimum Expenditure Basket (MEB), and any foreseen variations.²⁷
- **Duration:** How long the assistance will be provided for and why.

This section is to be read alongside an example of detailed standard operating procedures provided in [Annex 3](#). Included in the Annex 3 are appendices providing examples of:

- *Minimum Expenditure Basket MEB Samples*
- *Targeting Procedures and Steps*
- *Financial Service Provider (FSP) Review Checklist*
- *Bank Account – Case Management*
- *MPG Coordination ToR*
- *Post-Distribution Monitoring Tools*

²⁷ Depending on target group, geographic location or any periodic or one-off additional cash requirements, e.g. winterisation or livelihoods recovery.

KEY STAKEHOLDERS AND RESPONSIBILITIES OF IMPLEMENTING AGENCIES

WHAT IT IS

Begin by considering who is involved in the MPG programme and what their role will be, ensuring all relevant parties are not only involved but also empowered to take responsibility.

MPGs can resemble social safety nets (SSNs) in that they provide unrestricted cash assistance to vulnerable segments of the population for a given period of time. It is therefore important to engage governments on MPG programmes to ensure acceptance (social, political, etc.) of humanitarian cash assistance; to avoid duplication/overlap with existing safety nets; to prevent designing responses that are in conflict with local SSN - or better - to reinforce or adapt SSN for humanitarian contexts. Problems can arise if the MPG transfer value drastically exceeds the monthly cash assistance given to citizens through a safety net programme or if the MPG programme targets refugees in a country without SSN programmes for its own citizens, Collaborating with local governments can reduce friction with host communities and positively influence political acceptance of a humanitarian MPG programme.

ESSENTIAL CHECKLIST

Conduct a rapid review of the main stakeholders involved in MPG design and implementation and programme quality. Examples include UN agencies, implementing partners, NGO consortia, government counterparts, private sector contractors and financial service providers, etc.

Using this Response Plan as guidance, outline the top-line responsibilities. List the main implementing agencies alongside their main functions, highlighting where different agencies have different responsibilities.

The government is a critical player. Include the names of relevant government ministries. Outline how they have been involved in the MPG. It is important to highlight here the difference between government

representatives in particular geographic or field locations and their national/capital-based counterparts.

Determine whether the government has any established or existing cash-based safety net mechanisms (conditional or unconditional) for local communities. This will be critical in terms of negotiating with them on MPGs, to understand whether they are familiar with cash-based interventions or have experience with SSNs.

 See CaLP's [Social Protection Thematic Page](#) to see how to link relief and development CTPs

The MEB and MPG transfer value should be designed in consultation with the government and the former aligned to national poverty lines, if appropriate. Review targeting criteria and strategies for identifying the poor in existing SSN programmes, e.g. proxy-means test, income and expenditure, living conditions, asset holdings, etc. Try to align with national approaches if the approach can be used to accurately estimate the needs and vulnerabilities of crisis-affected people.

The government should be kept informed of and consulted on all documents related to MPGs through relevant coordination bodies, Response Plans and budgets, and any other inter-agency documents, e.g. technical guidelines, etc.

Respective government ministries should be encouraged to actively lead the development of the Response Plan where possible, for example through existing coordination systems and meetings. If they are unwilling or unable to take a leading role, they should be encouraged to provide technical and operational inputs into guidelines and other documentation processes.


THE MPG TRANSFER VALUE

WHAT IT IS

The MPG transfer value should be based on the MEB and Vulnerability and Gaps Analysis as described in [Parts 1](#) and [Part 2](#) of this toolkit.

ESSENTIAL CHECKLIST

When describing how the transfer value was determined, clarify:

- Who was involved in the calculation, including role of government, sector-specific experts, etc.
 - What is included in the MEB, what is not included, and why. The MEB will outline the target population's basic needs, based on estimated monthly expenditure. Attach an annex to the Response Plan with detailed calculations.
 - Affected population's own contribution and other sources of assistance including type, monetary equivalent, duration and any similarities or differences in targeting methodology (criteria, numbers, etc.). Clearly state assumptions.
 - Any additional cash requirements over and above the MEB, and justification.
 - The percentage of the MEB that the MPG will cover, given above analysis.
 - The MPG transfer value in relation to the minimum national and local wage rates. If it is not aligned, outline the rationale and strategies to reduce misunderstanding and potential disagreement.
-  State clearly the risks and mitigation strategies if there are insufficient aid resources to cover the gap. Unfortunately budget constraints are often the main determinant in setting transfer values. The choice is to provide more money to fewer people, or less money to more people. If only a portion of the MEB is covered, state assumptions about household spending and potential consequences of inadequate transfer rates, particularly for the most vulnerable.
- **Establish a timeline and frequency for the amount(s) to be distributed.** The total estimation will help with budget planning, as well as manage expectations and encourage transparent coordination among agencies.
 - **Keep in mind that other stakeholders may not be familiar with the concept of MEB versus MPG transfer value,** so it can be useful to include glossary definitions of both concepts.
 - **State clearly the triggers for review of the MPG transfer value (and MEB).** The MEB and transfer value review go hand in hand. The MEB will need to be reviewed if there are significant changes in supply, demand and prices. The MPG transfer value will change if there are changes to complementary assistance, such as food assistance, or sources of income (e.g. a change in policy allowing refugees to work, seasonal changes in income or expenditures, etc.).
 - **Justify the necessity of a national or regional MEB/ MPG transfer rate.** Be aware that different MEB/ MPG transfer values may create push/pull factors or tensions between communities. This should be addressed in the communication strategy.

TARGETING STRATEGY AND DETERMINING ELIGIBILITY

WHAT IT IS

Targeting of humanitarian assistance is sometimes necessary, and is often done across sectors using socio-economic criteria. Socio-economic targeting is informed by programme objectives and Vulnerability Analysis. See [Part 1.1 Vulnerability Analysis in Response Analysis](#) for more information.

THINGS TO REMEMBER

Targeting is never 100% accurate. Being vulnerable from a socio-economic perspective is not a “yes or no” question; rather households and individuals fall on a continuum. Furthermore, particularly in emergencies, a household’s or individual’s economic status is very dynamic. It can change rapidly and requires regular analysis.

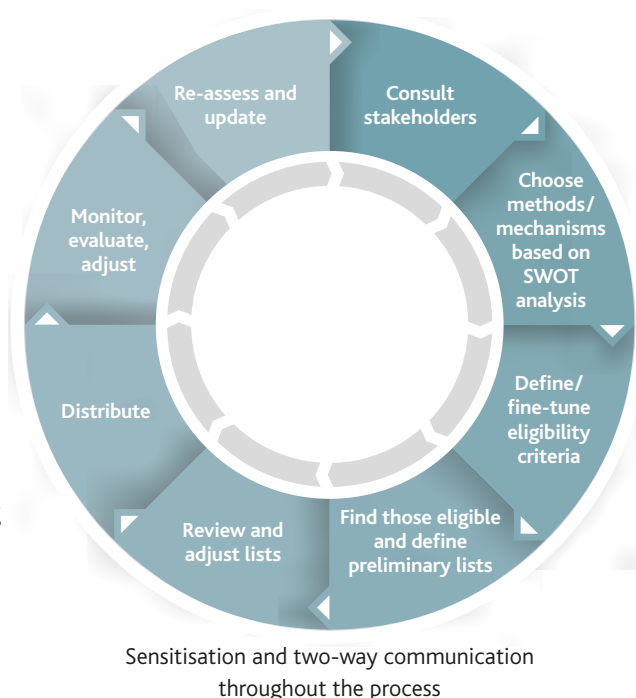
A targeting strategy must aim to strike a balance between the imperative to act, accuracy and affordability.²⁸ Provision of life-saving assistance should not be delayed for the benefit of marginal gains in targeting accuracy. Potential accuracy risks can be mitigated at the design stage by employing multiple and complementary methods. Risks can be mitigated during implementation through complaints, feedback and appeals mechanisms, monitoring and evaluation. Making the best use of available data and collecting additional data only as needed can enhance affordability. It is also important to distinguish between, and account for, initial costs and recurrent costs of targeting.²⁹

To be most effective, targeting should engage communities throughout the targeting cycle, ensuring the views of affected communities – and particularly those of potentially marginalised and most vulnerable groups – can influence the targeting process.

Targeting of MPGs is necessarily a collaborative exercise that involves multiple stakeholders (governments, other agencies providing similar

or complementary assistance, and the affected communities themselves).³⁰ Roles and responsibilities for the targeting process need to be well-defined: from determining the shared vision for targeting, right through to how to operationalise the targeting strategy and ensure it is effective at achieving its goal (Figure 9).

FIGURE 9. Steps in Targeting Process



BOX 10. SOME DEFINITIONS

Inclusion error: Inclusion in the programme of those who do not meet the eligibility criteria.

Exclusion error: Exclusion from the programme of those who meet the eligibility criteria.

Eligibility criteria: Standards by which inclusion or eligibility in the programme may be decided.

²⁸ WFP (2006) Targeting in Emergencies. WFP/EB.1/2006/5-A23.

²⁹ UNHCR and WFP (2015) MENA Targeting Review: A summary of issues and lessons being learned. Kay Sharp.

³⁰ See Targeting in Complex Emergencies for examples of stakeholder mapping.

ESSENTIAL CHECKLIST

Map and consult stakeholders. Stakeholders' concerns and expectations can affect the choice of objectives, methodology and strategy. It is important to define the membership and participation in the targeting working group, its Terms of Reference and decision-making responsibilities. To ensure the exercise reflects operational needs and capacities, determine the parameters of the exercise and the resources necessary (human, financial, hardware and software, logistical and time).

With the targeting working group, clarify the objectives of the assistance and its target group. If the objectives are multi-sectoral, clarify what can be achieved together versus separately to ensure the complementarity of different types of assistance. Determine the eligibility criteria (see [Part 1.1 Vulnerability Analysis](#)). Decide whether the objective is to provide a lower entitlement to a larger number of vulnerable households or a higher entitlement to fewer, most vulnerable households.

Review different targeting mechanisms and conduct a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis of different options. The SWOT analysis should include aspects of security, safety, protection, different costs, time and human resource requirements.

Decide and define the step-by-step process for identifying eligible beneficiaries. Targeting of individuals or households can be done in many different ways. These are generally classified as administrative targeting, self-targeting and community-based targeting (see strengths and weaknesses of different approaches in Table 5). The aim should be to decrease costs incurred to identify eligible households, ideally avoiding a "census" approach whereby all households must be interviewed.

Lessons learned on determining eligibility

- This step, regardless of the approach, may be the most cumbersome in a targeting process, and adequate time and resources should be planned for. This will include communications, outreach, community engagement, additional household

visits and questionnaires, data management and analysis.

- Administrative targeting can be more cost-effective if registration data containing variables can be used as eligibility criteria. At a minimum, registration data can be used for pre-screening and targeting household visits. Referral mechanisms can also act as a screening mechanism.
- Using mixed methods, and not overly relying on one method, can be more manageable and cost-effective, e.g. community-based mechanisms to identify vulnerable individuals who are then interviewed using a standard household questionnaire; or criteria defined through statistical analysis, then validated by communities who then create lists of persons meeting those criteria.

Define and set up appeals and complaints mechanisms. A targeting strategy must allow for identifying those who would otherwise be eligible but don't meet strict criteria. This is done largely through referrals, appeals, complaints and feedback mechanisms (hotlines, help desks, etc.). These mechanisms allow for reducing bias and correcting exclusion errors linked to the selected targeting approach. They may also address inclusion-related issues.

Ensure that appeals mechanisms are accountable, impartial and manageable. Appeals mechanisms should include representatives from various stakeholder groups, including the affected population. Review the complaints and appeals mechanisms and find ways to make them more efficient. Possible ways include outsourcing the work or using phone/internet-based pre-screening for household visits, etc.

Define the monitoring and evaluation plan. What is the targeting objective? Is it minimising inclusion or exclusion, or reducing "pull" factors? How will targeting efficacy be evaluated, e.g. data requirements, any additional data collection and analysis?

Exclusion errors can be more difficult to detect and quantify than inclusion errors, because by definition people who are excluded are not on beneficiary lists and may be missed by post-distribution monitoring or similar systems. Appeals and referral mechanisms are therefore important. It is also informative to assess

not only the percentage of exclusion error, but also who is excluded. If someone has been categorised as not eligible because they are a borderline case, i.e. just on the wrong side of the eligibility threshold, that is a completely different targeting problem than the case of someone who is extremely vulnerable but has been excluded because there is a loophole in the targeting criteria or a flaw in the process.

BOX 11. COMMON PITFALLS THAT LEAD TO INCLUSION/EXCLUSION ERRORS

Reliability of data: Do not use too many self-reported, non-verifiable criteria, such as coping mechanisms.

Accuracy of criteria: Remember, criteria should directly relate to the economic nature of cash, otherwise they risk targeting the wrong person with the wrong intervention.

Use a mix of criteria: Relying too much on one criterion, such as female-headed households, can result in significant inclusion (and exclusion) errors.

Do No Harm/Do More Good

An effective targeting strategy relies on much more than just criteria. Good targeting involves policy dialogue; communication and awareness-raising with stakeholders, including affected populations; the logistics of implementation; and a plan for monitoring and evaluating the effectiveness not only of the criteria but of the whole strategy.

- ✚ **Consult protection colleagues on the proposed targeting process to get feedback on contextual vulnerabilities,** and to ensure the process is inclusive/supportive of marginalised groups or people with specific needs.
- ✚ **Identify and assess people with specific needs or protection risks,** and refer them to other assistance if MPG's are not relevant for them.
- ✚ **Consider including those considered to be "borderline" vulnerable,** especially when they are engaging in negative coping mechanisms that might decline with cash assistance.
- ✚ **Experience shows that without clear and regular information-sharing, there is the risk of misunderstandings that can lead to an unmanageable volume of complaints, and in the worst cases to violence.** Some actors are concerned about giving away the "secret" of eligibility criteria, as they fear it will enable potential recipients to manipulate enumerators and provide false data. A good communication strategy will avoid this. Involve communication experts from the beginning.
- ✚ **Sometimes pure community-based targeting may be inappropriate or unfeasible, but this does not mean that communities cannot participate.** Define other contributions that communities can make, as in Box 12 below.

BOX 12. WAYS COMMUNITIES CAN PARTICIPATE IN TARGETING WHEN PURE COMMUNITY-BASED TARGETING IS NOT FEASIBLE OR APPROPRIATE³¹

- “Ground-truthing” or developing definitions of what it means to be vulnerable, and who is vulnerable, in a given situation and community. This can include validating indicators or criteria that have emerged from statistical analysis or expert taskforces. Feedback from the community can help to determine whether people agree with the targeting approach (and therefore whether it will work in practice or will generate large numbers of complaints); how questions on specific indicators should be asked; and whether the proposed approach will miss any important factors in vulnerability or vulnerable groups, etc.
- Testing questionnaires and other data-collection methods, in advance of a large-scale survey, to identify and improve any questions that might be sensitive or unclear.
- Pre-screening by community representatives of cases that have appealed after being excluded during the first stage of targeting, as seen in practice in Jordan.
- Ensuring two-way communication between the community and the agencies about the overall targeting approach, particularly any changes in process or criteria, such as a switch from blanket to targeted food assistance, or the prioritisation of the poorest (a major change from protection categories). Some stakeholders suggested that the very high volume of appeals following the first targeting exercise in Lebanon were partly due to poor communication beforehand.

BOX 13. TARGETING OF MPGS USING PROXIES FOR INCOME AND EXPENDITURE IN UKRAINE

The NGO Consortium in Ukraine worked with the Protection Working Group and the Shelter Cluster to determine appropriate criteria for targeting cash assistance. The NGO Consortium did not have any household-level data or any capacity to do a sample survey to determine criteria through statistical means. Instead they based their targeting criteria on advice from experts, i.e. the “Delphi” method. These experts used three inter-related vulnerabilities to determine criteria:

- **Personal vulnerabilities:** Disability, pregnancy, chronic illness, age (elderly), and/or high expenditure due to a large number of dependents, specifically children (more than three) and few income earners (single-headed households). The assumption was that these households would be unable to earn enough income to support themselves or their families.
- **Socio-economic vulnerabilities:** No or lack of regular income, lack of assets, specifically a home, and lack of social capital or access to support from friends and relatives.
- **Shelter-related vulnerabilities:** These were based on similar emergencies with urban displacement and loss of housing. Criteria included no or substandard shelter, living in collective shelter (versus independent living), lack of occupancy contract or risk of eviction, substandard water and sanitation (outside waste disposal and crowding).

Using protection outreach teams, a household questionnaire was implemented that rated the responses (low, medium and high) to a series of questions related to the three vulnerabilities. If the household/individual rated high on at least two vulnerabilities they were eligible for cash assistance.

³¹ Ibid.

FOR THE RESPONSE PLAN

Describe the target group in simple language and estimate numbers if available. For example, “MPGs will target Nepal earthquake victims falling under the established poverty line” or “MPGs will target destitute displaced people in urban environments in Ukraine”.

Describe any predictable changes in target group based on changing vulnerabilities, e.g. “Winter grants for the most vulnerable living at high altitude”.

Explain the methodology behind the targeting in simple language, e.g. methods for identifying economic vulnerability will include community-led wealth ranking, and will be verified by agencies using a scorecard based on asset ownership, including livestock.

Describe any complementary assistance being provided to the same target group, and efforts to harmonise targeting criteria. This can include how sector-specific criteria can be combined with economic criteria, e.g. economic insecurity plus food insecurity indicators for complementary food assistance (see Box 13 for an example of MPGs and shelter interventions).

Outline any exclusion criteria, or criteria used to determine “graduation” from the MPG programme, e.g. households with a pair of oxen or milking cow, households perceived to be well off.³²

Detail how to practically conduct targeting step-by-step. Include who will implement household questionnaires (if applicable), manage beneficiary information, determine and generate beneficiary lists, and manage appeals processes (see Annex 3 [Standard Operating Procedures: Appendix B on Targeting Step-by-Step](#) for an example).

State how often targeting criteria will be reviewed and describe any method employed to verify whether targeting methods are effective and criteria are accurate, and both are being used correctly in determining eligibility.

Targeting strategies for MPGs have benefited from much experimentation with different methods. See Table 5 for some strengths and weaknesses analysis of targeting methodologies.

RESOURCES

[Cash transfer programming in urban emergencies: a toolkit for practitioners](#). See Annexes for targeting tools

[WFP Targeting in Emergencies](#). See the Annex for additional analysis of strengths and weaknesses of different methods

UNHCR and WFP MENA Targeting Review. A summary of issues and lessons being learned.

[WFP Assessing the effectiveness of community-based targeting](#)

[Cash in Emergencies Toolkit](#) (IFRC)

³² IFPRI (2014) [Operationalising Graduation in Ethiopia's Productive Safety Nets Programme](#).

TABLE 5. *Different methods for identifying eligible beneficiaries*

Method	Strengths	Weaknesses
<p>Administrative targeting: Agencies or people external to the community select households or individuals using standard observable or measurable criteria or indicators, such as asset holdings or other objective socio-economic characteristics.</p>	<ul style="list-style-type: none"> • Done by a (normally) neutral external party. • Limited or no influence of the internal community power structures (reduced elite capture). • Limited or no pressure on the individuals of the community. • Can be unbiased and transparent. • Can be effective in excluding non-target groups, especially when used at household and individual levels. 	<ul style="list-style-type: none"> • Criteria defined by outsiders, not always understood by the communities. • Lack of ownership and exclusion of the affected community. • High administrative costs, including data collection. • Time consuming. • Reliability and accuracy of data is entirely dependent on the external agency and quality of the individual work. • Difficult to standardise or verify when information is poor. • Risk that the indicators do not reflect true vulnerability, leading to exclusion errors. • Risk of stigmatising people if criteria are not protection-sensitive (HIV/AIDS, IDPs).
<p>Geographic targeting: Geographic targeting in an emergency refers to the identification of administrative units, economic areas or livelihood zones that have a high concentration of economically-insecure people.</p>	<ul style="list-style-type: none"> • Identifies the most vulnerable areas to prioritise targeting decisions. • Can be used alone as a quick-and-easy targeting method when more in-depth approaches are not feasible, e.g. in conflict environments that are difficult to reach. • Uses existing vulnerability data and other secondary data. Can be cost-effective. 	<ul style="list-style-type: none"> • Existing population estimates are often unreliable and may distort results. • For best results, secondary data should be cross-checked with primary data and “ground-truthing”. • When used exclusively, can lead to large inclusion errors. • Can exclude pockets of economically-insecure people.
<p>Self targeting: The individual concerned identifies him/herself, sometimes according to some kind of externally imposed criteria and sometimes purely through his/her own self-identification.</p>	<ul style="list-style-type: none"> • When projects are able to absorb all who want to participate, there is little risk of corruption or bias in selection. • Low administrative costs related to targeting. • Selection is transparent. 	<ul style="list-style-type: none"> • Good information analysis is necessary to know what conditionalities and transfer size will help the intended people to self-select. • The project must be able to take everyone who wants to be involved.

Method	Strengths	Weaknesses
<p>Community-based targeting:</p> <p>The community identifies its most vulnerable members through a participatory process (at least in theory). In practice, this may be done through local leaders or institutions, i.e. it is not necessarily participatory in the sense generally understood by aid workers.</p>	<ul style="list-style-type: none"> • Communities usually have and can further develop a better understanding of vulnerability and need. • Criteria defined by “insiders” and as such is understood and owned by the community. • End result is better accepted and owned by the community. • Internal, pre-existing community-control mechanisms are engaged. • Helps to empower and build community capacity through participation. • In the long term, community-based targeting can reduce costs to the organisation. 	<ul style="list-style-type: none"> • Requires communities to be well-defined and have self-knowledge. Only works where there is sufficient community cohesion; as such, may be inappropriate in urban or displacement settings. • Social pressure on those representing the community. • Abuse of power, elite capture and favouritism within the community may result in bias (e.g. exclusion of the relatively powerless). • Criteria defined are endogenous to the community and comparisons cannot be made between communities (e.g. different camps in one country). • It is difficult to standardise or compare targeting criteria between different communities. • Initial start-up of CBI systems needs training and advocacy at the local level; this requires staff time, which at the initial stages can be costly. • Careful monitoring is required to ensure fairness and cross-checking of targeting decisions.

Source: Maxwell et al (2006) and WFP (2009)

DELIVERING THE MPG

What It Is

Delivering the MPG in an efficient and dignified way for beneficiaries requires careful consideration of how the Operational Feasibility Assessment can be translated into an operational reality. This section is not specific to MPGs and can be found in any CBI guidance. What is new is how cash grants are being delivered through Common Delivery Mechanisms for inter-agency programmes. More detail on this approach is found in Annex 4.

Essential Checklist

A. Describe delivery mechanisms and options

Using the [Operational Feasibility Assessment](#), select one or two preferred delivery mechanisms and provide a justification as to why they are the best option. Include mention of beneficiary preferences; capacity, including ability of financial service providers (FSPs) to meet accountability requirements (e.g. reporting and data protection); efficiencies, including timeliness and cost; and any other factors influencing choice (e.g. government preferences).

Specify if and why there are any in-country variations in delivery mechanisms being used, for example: providing MPGs via ATM cards in the majority of areas, while using remittance agents or mobile money in the areas with security concerns or where there are long distances to banks and ATM machines; or using alternative methods for those with specific protection risks.

State if the delivery mechanism is inter-agency or a Common Delivery Mechanism. Who is participating, what are the roles and responsibilities of each partner, etc. A detailed description of terms of reference is in [Annex 4 Common Delivery Mechanisms](#).

✚ Rationalise the use of **existing capacity** for financial services, maximising the advantages of working with the private or public sector, as well as promoting longer term financial inclusion for beneficiaries. Private FSPs are normally held to high regulatory standards and can often handle large cash turnovers. Public sector, i.e. government, might benefit from capacity building or reinforcing existing service provision, with potential benefits beyond the duration of the emergency.

B. Write implementation procedures

The Response Plan should be operationalised for field teams in the form of implementation procedures to ensure implementing agencies know **who will do what, where and in what order**. While standard operating procedures will vary per context, MPG implementation procedures should outline the following key elements:

- **Household targeting, eligibility and verification process.** Include household questionnaires, roles and responsibilities, common database formats and process flows.
- **Management of the cash delivery process, in particular distribution frequency and payment cycles.** This includes card or cash distribution, FSP instructions/relations and other process flows, as well as any standardised forms and reports.
- **Implementation of complementary programmes**, such as sector-specific interventions (cash or in-kind) or market-support.
- **Training, information and communication**, including what will be covered in training or sensitisation for staff, beneficiaries and even the private sector.³³
- **Accountability and feedback mechanisms** explaining the protocols for common problems, e.g. the household receives the wrong amount or loses its card.

³³ When working with refugees, UNHCR encourages private sector partners to undertake a training on the Code of Conduct.

MPG PROGRAMME QUALITY

What It Is

Establishing the key elements of MPG Programme Quality is crucial for ensuring implementation reflects the intention and design of the programme and adheres to humanitarian best practices.

*Programme Quality includes **Response Monitoring** – an essential component to review assumptions and decisions made when designing the MPG programme. Specific areas to monitor include changes in needs and vulnerabilities, assumptions that inform the MEB and MPG amounts, changes in market conditions, and impacts (positive and negative) on individuals, households, communities and the local economy.*

Essential Checklist

A. Describe risks analysis and mitigation measures

As with all humanitarian programmes, it is crucial to identify the principle risks, propose mitigation measures and set "red lines". Risks generally fall into three categories:

- Contextual – e.g. inflation of market prices, resurgence of conflict, new displacement, etc.
- Operational – e.g. failures in capacity to implement (by agencies or FSPs), risk of corruption, diversion or fraud.
- Causal (as a result of the programme) – e.g. increased tension at the household or community level.

Tools for risk analysis, mitigation and management are provided in the Resources section.

B. Describe data-protection measures

Data protection is a concern for any type of assistance, but particularly for MPG programmes that share information between agencies and with FSPs (specifically with e-transfers). Potentially sensitive information collected at individual and household level can "fall into the wrong hands" and cause a great deal of damage to vulnerable households.

CaLP's [Protecting Beneficiary Privacy](#) sets out minimum standards for data collection (or minimisation), data management throughout the programme cycle, and data sharing between agencies and with FSPs.

Agencies increasingly have data-protection policies. Read your agency's policy. Most agencies have a stipulation in their policies that allows for data sharing based on data minimisation and the presence of reciprocal data-sharing policies that ensure that the recipient would treat the data with the same care as the provider.

Do No Harm/Do More Good

- 🚩 Distribution lists should never contain protection information or links to protection data, regardless of whether or not beneficiaries are selected on the basis of protection vulnerabilities.
- 🚩 Beware of data sharing between humanitarian agencies – often done insecurely over email (and therefore potentially accessible to third parties). E-Lan has developed a tip sheet on data encryption.

C. Describe accountability, communication and beneficiary feedback mechanisms

Describe the stakeholders to whom the programme should be accountable. This will include the affected population, government, humanitarian senior management, other humanitarian actors/coordination bodies and the host community.

Develop information products that provide basic information about the MPG programme for different stakeholders. All information products should indicate the mechanisms and contacts for airing grievances and providing feedback.

Explain what additional accountability, communication and feedback mechanisms the programme has, such as:


- **Trainings and awareness sessions on the programme:** Including programme objectives, amounts beneficiaries are entitled to and targeting rationale, as well as practical issues on

how to withdraw cash assistance, who to call for assistance, etc. Trainings should be provided when distributing cards/vouchers/phones for the delivery of MPGs and periodically, preferably before providing banking instructions to FSPs to deliver money.

- **Hotlines:** How to implement and rationalise inter-agency complaints and feedback systems – which can potentially involve numerous hotlines. A central hotline can help collect data and manage large volumes of requests. Look at private sector FSP customer service models for guidance, e.g. registering, tracking and resolving complaints so issues are adequately addressed (preferably using some sort of database). Ensure complaints mechanisms are independent.
- **Help desks (or complaint boxes):** Help desks can guide and support beneficiaries in matters related to the use of the cards. A help desk can also be responsible for basic card maintenance, through web remote access on behalf of beneficiaries.
- **Mass communication messages:** This can be done via SMS, flyers, advertisements, radio announcements, etc., intended for beneficiaries of the programme but also other stakeholders. Engage communications specialists to develop easy-to-understand messages early on.

D. Describe response monitoring, reporting and evaluation processes

Develop standard indicators for process, outputs, impacts and markets monitoring.

 Indicators should reflect the specific objective of the programme and context-specific risks and benefits analysis, including protection-related indicators (Box 14).

Process: To measure ways in which programme services and goods are provided, and to assess the appropriateness of the ongoing response to meet outputs and intended impact.³⁴

Output: To measure the quantity of goods and services – in this case cash – distributed, and the efficiency of the programme (who, how much, when and where).^{35,36}

Programme impact: To understand if/how needs and vulnerabilities of targeted beneficiaries have changed.

Protection: To ensure consistent monitoring and follow-up of key protection issues.

Markets for goods and services: To review any changes in prices, supply and demand, and beneficiary access to goods or services.

Common process indicators might include:

- Number of households assessed.
- Number of households eligible.
- Number of households referred to other services.
- Percentage of grants available on time.
- Percentage/number of interviewed households reporting difficulties in accessing cash.
- Number and type of complaints and complaints resolved.
- Number of reported incidents of fraud/diversion.

Common output indicators might include:

- Number of grants distributed, by amount and date.
- Number and amount of grants redeemed.
- Number and amount of grants not redeemed.
- Effective number of households/persons assisted.
- Performance of [Common Delivery Mechanism](#).

Common outcome/impact indicators include:

- Use of negative coping strategies to increase income/reduce expenditures.
- Self-reported ability to meet basic needs.
- Perceptions of well-being or perceived protection status (see Box 15).

³⁴ Definition source: The Evaluation Exchange, Harvard University (<http://www.hfrp.org/evaluation/the-evaluation-exchange>).

³⁵ Ibid.

³⁶ Or performance monitoring (see UNHCR CBI Guidelines, p.74).

- Changes in household or social relations.
- Changes in violence or security environment.

Establish a market monitoring system

- Collect basic information on access to and availability of goods and services.
- Review prices of key MEB commodities (including food items, food-related non-food items, shelter/rent, hygiene, and relevant services such as health, education, transport, etc.).
- Continuously identify areas for market support.

BOX 14. MONITORING INDICATORS FOR MPGS IN LEBANON (CASH WORKING GROUP)

Process and output indicators:

- Number of households receiving MPGs.
- Beneficiaries who withdraw less than the cash transfer value by the end of cash assistance.
- Total amount distributed as MPGs to targeted households/affected communities.
- Recipient households reporting difficulties with cash access.

Programme outcome and impact indicators:

- Average negative coping strategy index does not increase over the course of the programme.
- Beneficiaries' ability to meet Survival or Basic MEB.
- Average change in expenditures-to-debt ratio.
- Average change in income-expenditure gap.

Protection indicators:

- Beneficiaries feeling at risk as a result of MPG, e.g. harassment, restriction, security, abuse.
- Beneficiaries reporting intra- or inter-community or household tensions resulting from MPGs.

Design tools to answer key questions related to programme objectives, and to measure the programme against the standard indicators – consistently across the monitoring cycle, from assessment to evaluation.

Identify data processes and priorities

- Data collection and management: Which tools should be standardised? Who will manage the data? Will there be a common database that is interoperable with agency-specific databases? It is essential to sign data-sharing agreements between agencies, outline roles and responsibilities, and identify information that can be shared freely.
- Data analysis: Based on the indicators above, allocate time and resources not only to monitor but to analyse the data and disseminate the findings to key stakeholders.

Agree on monitoring timelines (particularly if implementing an inter-agency MPG programme):

- Data collection should be systematic but not so frequent that there is too much to analyse. Consider what might need to be done monthly (e.g. price data) and what can have longer cycles (e.g. household visits every two to four months).
- If implementing an inter-agency MPG programme, standardisation of monitoring templates is recommended so datasets can be merged.

Operational reporting should be stipulated in the contract with the FSP(s) and should include real-time transaction reports from banks (e.g. amount of funds transferred, balances of each account, etc.).

While there are many different types of **evaluations** that can be useful to cash programmes, the main focus should be to **establish key questions that teams want the evaluation to answer**. It is best to set these questions earlier in the design phase and to update the evaluation priorities every three months or so. Types of evaluations useful to MPGs include:

- Real Time Evaluation (RTE): Evaluation of the programme process. Process evaluations are encouraged to identify key lessons learned for scaling up programmes.

- Operational Evaluation: Finance, compliance, accountability, etc.
- Impact Evaluation: Generally requires a strong baseline and at least 6–12 months of implementation to measure impact.

E. Describe exit strategies: Phasing-out, discontinuation or suspension

Phasing-out: Outline what factors will trigger phasing-out and how the process will take place. A few examples are provided here:

- An improvement in crisis conditions.
- Graduation of target household from below to above poverty line (without including MPG assistance).
- Improvement in target households' access to employment and other income-generating opportunities, including significant policy changes such as provision of work permits or provision of minimum wages.
- Livelihood programmes on a large scale targeting socio-economic vulnerable households.
- Socio-economic vulnerable households included in national safety net programmes by government.

"Soft" conditions may be helpful where graduation is possible. Soft conditions impose no penalties for non-compliance.³⁷ They include encouraging behavioural change by combining conditions on access and some sort of contract between recipient and provider on the use of resources (indirect conditioning or explicit conditionality).³⁸

Discontinuation or suspension: Have a contingency plan and identify triggers or "redlines" for possible scenarios, such as:

- A reduction or phasing-out of funding.
- An external, unavoidable event such as conflict or natural disaster.

- Dramatic decline in the humanitarian or protection situation.
- Changes in government policies on CBIs.

BOX 15. WORLD BANK WELL-BEING SCALE: LEBANON (0–10 SCALE)

MPGs can have unexpected benefits. The World Bank is testing the Well-being Scale in Lebanon, which asks the following questions (this can be adjusted to local context). "Thinking about your own life and personal circumstances, how satisfied are you with:

- Your life as a whole?
- Your standard of living?
- Your health?
- What you are achieving in life?
- How safe you feel?
- Do you feel part of your community?
- Your future security?"

Do No Harm/Do More Good

Implementing agencies should review the status of assisted families regularly and discuss issues at the coordination forum prior to taking any decision to discontinue assistance. In case the funding might be reduced or stopped, agencies should ideally prioritise the most vulnerable cases assessed and assisted to date.

37 World Bank (2012) [The Cash Dividend: The rise of cash transfer programmes in Sub-Saharan Africa](#).

38 OPM (2014) Does one size fits all? The conditions for conditionality in cash transfers.

RESOURCES

DELIVERING THE MPG

[Standard Operating Procedures for Inter-Agency MPGs](#) (Annex 3)

[Common Delivery Mechanisms](#) (Annex 4)

[E-transfers in emergencies: implementation support guidelines](#) (CaLP)

[Cash in Emergencies Toolkit](#) (IFRC)

PROGRAMME QUALITY

Protection risk and benefits analysis: [Protection Outcomes in Cash-Based Interventions: a literature review](#) (ECHO, UNHCR, DRC), [ERC multi-agency cash and protection research](#), and [Guide to Protection in CBIs: Protection Risk and Benefit Analysis Tool](#)

Data protection: [Protecting Beneficiary Privacy: principles and operational standards for the secure use of personal data in cash and e-transfer programmes](#)

[E-Transfers and operationalizing beneficiary data protection](#) – a two-hour e-learning course

Communication, feedback and other accountability mechanisms:

[The Core Humanitarian Standard](#)

Monitoring and reporting:

Lebanon NGO Consortium M&E toolkit

DRC Turkey CBI M&E Toolkit

[Cash and Voucher Monitoring Group Somalia](#)

[Markt: Price Monitoring, Analysis and Response Toolkit](#)

[UNHCR Cash Transfer Programmes Working Group Inter-agency Market Monitoring System](#)

Exit strategies, including graduation:

[Operationalising Graduation in Ethiopia's Productive Safety Nets Programme.](#)

PART 4

Preparedness

What can be done in advance of an emergency to allow for fast and appropriate MPG design and implementation?



Photo: J. Kohler / UNHCR

What It Is

Preparedness for MPGs enables humanitarian actors to develop an understanding before a crisis starts of:

- *Anticipated needs of crisis-affected populations.*
- *People's relationships with markets.*
- *Acceptability of cash-based interventions (to beneficiaries, governments and donors).*
- *Operational Feasibility of using cash transfers (including MPGs) to meet humanitarian needs.*

Essential Checklist

Pre-analysis for each step of the Situation and Response Analysis outlined in this toolkit can take place prior to a crisis as a broader component of preparedness for any CBI, not just MPGs (see Table 6).

Needs and Gap Analysis preparedness:

- Compile existing vulnerability data to provide a picture of pre-crisis vulnerabilities across sectors, which assists in identifying potential groups most affected by the crisis.
- Map livelihoods zones to aid in the assessment of Needs and Gap Analysis, targeting and vulnerability – particularly with regard to potential coping mechanisms (positive and negative) and their impact on vulnerability.

Market Analysis preparedness:

- Establish market system baselines, including market maps identifying the number of traders, quantities of goods and average prices mapped over a seasonal calendar. This serves the dual purpose of reviewing the robustness of markets for a potential cash-based response during a crisis, as well as establishing a baseline against which to measure any damage/reduction in market capacity caused by the crisis.
- Identify “priority market services” that would leverage the greatest impact on basic needs in the event of a crisis – for example, financial services markets that provide credit to traders and communities, or critical transportation lines that could be severely damaged during the crisis.

Operational Feasibility preparedness:

- Prior determination of delivery mechanisms and Operational Feasibility will allow agencies to develop relationships that support more timely delivery of cash grants – for example, by expanding existing contracts with FSPs to include contingency planning, or by identifying alternative financial services most likely to function immediately after a crisis (e.g. mobile money transfers).
- Reviewing internal organisational capacity for the delivery of CBIs during the preparedness phase allows time for capacity building (training, simulations, preparation of SOPs, etc.) and/or recruitment to take place before rapid response is necessary.

BOX 16. RED CROSS SOCIETIES' PREPAREDNESS PRE- TYPHOON HAIYAN

Between May 2012 and December 2013, the International Federation of Red Cross and Red Crescent Societies (IFRC) provided support to the Philippine, Viet Nam, Senegalese and the Chilean Red Cross Societies to ensure cash transfers and market assessment were embedded into their existing preparedness measures and contingency planning. This was done to ensure that during an operation with a scalable cash transfer component, the programme could be rapidly implemented. Preparedness activities focused on:

- Ensuring leadership support for CTPs.
- National Societies cash focal points and a critical mass of trained staff and volunteers.
- Standard operating procedures, templates and tools including those for market assessments adapted to local context and translated.
- Engagement in external fora and working groups not only sharing experience, but also to learn from others and to coordinate future responses.
- Most significantly, after Typhoon Haiyan, it took only 4 weeks to deliver more than 50,000 household grants reaching over 250,000 people.

RESOURCES

There is a multitude of very good tools for cash preparedness. [See CaLP thematic web page](#)

[IFRC's Cash Toolkit](#)

UNHCR's Minimum and Advanced Cash Preparedness Actions (MPA) in their [CBI Guidance](#)

Baseline analysis:

[Country Risk profiles](#) (Inform)

[Market baselines](#) (EMMA)

[Livelihoods baselines](#) from the Situation and Response Analysis Framework (SRAF) in slow-onset emergencies

Mapping of existing cash-based interventions ([Cash Atlas](#))

TABLE 6: *Minimum Preparedness Actions and Advanced Preparedness Actions*³⁹

	Minimum Preparedness Actions (MPAs): No specific emergency scenario yet	Advanced Preparedness Actions (APAs): Specific emergency scenario identified
Anticipate needs	<p><i>Who might need what? Will targeting be necessary?</i></p> <p>Consider homogeneity of potential recipients, economic vulnerability and potential need for basic goods and services. Develop scenarios: a) scope based on needs, b) scale based on the target group, and c) estimate the potential value of the transfer.</p>	<p>Refine scenario. Consider if a one-off MPG will enable people to meet assessed needs during registration and if so, decide who will lead on cash preparedness planning.</p>
Know your context: Markets and traders	<p><i>Do markets and traders have the capacity to respond to the potential needs?</i></p> <p>Review existing sources of market information and main commercial actors, including private and public partners (e.g. bureaus of commerce, supply chains, etc.). There are often government and non-government agencies that collect this information. At a community level in areas of potential influx, review market integration, supply chains and seasonality of available goods. Foodstuffs may be dependent on local production which follows seasonal patterns, while food and non-food items may be limited during the rainy season when roads become impassable.</p>	<p>Conduct a rapid market assessment of potential goods and services likely to be required by crisis-affected persons, including housing markets, and the capacity of host communities to accommodate displaced people to avoid encampment if possible.</p> <p>In a camp setting, consider whether the local market could support the number of camp residents if CBIs were provided.</p>
Know your context: Risk to recipients, agency staff, and other possible protection concerns	<p><i>What are the potential risks to recipients and agency staff at national and community levels?</i></p> <p>Review the nature, frequency and location of security incidents in-country. Analyse potential risks and benefits of CBIs for recipients, particularly those potentially discriminated against based on age, gender and/or diversity. Understand coping mechanisms, household gender roles, vulnerabilities, preferences and priorities of women, men and children from the potential crisis-affected community.⁴⁰ Understand local data-protection legislation and anticipate how beneficiary information will be managed.</p>	<p>Taking into consideration the specific scenario (geographic area, scope and scale of emergency), develop more detailed security and protection risk assessments and potential mitigating measures (e.g. through variations in programme design).</p>

³⁹ Adapted from UNHCR (2015) Guidance on Cash-based Interventions in Displacement Emergencies.

⁴⁰ Berg et al (2013).

	Minimum Preparedness Actions (MPAs): No specific emergency scenario yet	Advanced Preparedness Actions (APAs): Specific emergency scenario identified
Know your context: Political feasibility	<p><i>Are CBIs appropriate? What is the political acceptability of CBIs? Is there a need for advocacy? What are government and donor attitudes and willingness to use CBIs to meet emergency needs? What do host communities think?</i></p> <p>Consult other agencies implementing/supporting CBIs, including donors and government. Host communities may have experience with CBIs. Review evaluations and lessons learned from existing CBIs. Identify APAs, such as determining authorisation limits, which is key to moving cash fast.</p>	<p>As the likelihood of an influx becomes more apparent, organisation and coordination with all levels of government is very important – e.g. while local government may be amenable to CBIs, regional government may not.</p>
Implementing arrangements: Implementing and operational partners	<p><i>Does the agency have the required programme, logistical and finance capacity?</i></p> <p>Review the regional and country capacity for implementing CBIs. Identify training needs and seek out training opportunities (e.g. Emergency Market Mapping and Assessment (EMMA) training or Cash Learning Partnership (CaLP) trainings. Collaborate with other agencies implementing CBIs to organise briefings and exchange experience and lessons learned. Participate in any CBI working groups.</p>	<p>Identify partners, prepare agreements; agree on standard operating procedures for the implementation of CBIs, including beneficiary selection criteria, delivery modalities (cash or voucher) and mechanisms (direct cash, ATMs, etc.), transfer amounts, duration and frequency, etc.</p>
Implementing arrangements: Delivery mechanisms and private sector partners	<p><i>What are the available cash delivery mechanisms? What is the logistical and finance capacity in terms of ensuring security and accountability? What are the national protocols for data privacy? What are the implications of data requirements on data protection?</i></p> <p>At national level, this means taking an inventory of the range and capacity of services available as well as emerging technologies (e.g. mobile money transfers). Consider stand-by arrangements with providers. Discuss with agencies that have experience in delivering CBIs. At community level, identify one delivery mechanism and one contingency mechanism.</p>	<p>Discuss with actual providers to determine their readiness/capacity.</p> <p>Ensure that tenders, contracts, and other financial and administrative tools are prepared in advance. Update confidentiality and data-protection clauses.</p> <p>Ensure that card stockpiles are adequate if the use of cards is foreseen.</p>

PART 5

Coordination

What needs to be coordinated at an inter-agency and inter-sector level to maximise the benefits and effectiveness of MPG, alongside complementary interventions?

Note: Defining coordination arrangements for cash-based programming is work in progress, and MPG are part of the broader discussion. Guidance in this section is non-prescriptive and likely to evolve, as cash coordination is further developed.



What It Is

Coordination is the systematic utilisation of policy instruments to deliver humanitarian assistance in a cohesive and effective manner. Such instruments include:

- *Strategic planning.*
- *Gathering data and managing information.*
- *Mobilising resources and assuring accountability.*
- *Orchestrating a functional division of labour in the field.*
- *Negotiating and maintaining a serviceable framework with host political authorities.*
- *Providing leadership.*

Sensibly and sensitively employed, such instruments inject an element of discipline without unduly constraining action.⁴¹

MPGs necessarily require cross-sector coordination. This is challenging – but not impossible.

Essential Checklist

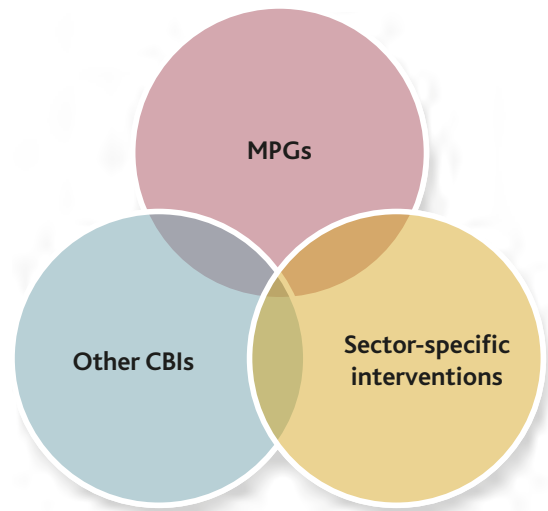
There are different types of coordination: technical, strategic, and operational. For any given emergency context, a mix of MPGs, other CBIs and in-kind goods and services will be utilised to reach sector-specific and multi-sectoral objectives. Where these overlap, there will be efficiency and effectiveness gains to be made through coordination (Figure 10). For example:

- **Technical:** Financial services assessments are relevant to all CBIs regardless of type. Market assessments are relevant to both CBIs and in-kind interventions. Determining an appropriate Minimum Expenditure Basket (MEB) requires inputs from all sectors.
- **Strategic:** Advocacy with government may be relevant for all CBIs, including MPGs. Monitoring the use of MPGs by recipients can provide insights into needs and priorities that are multi-

sectoral, influencing humanitarian strategies and approaches.

- **Operational:** Common delivery mechanisms can be used for MPGs, one-off or regular cash distributions, or even mixed modalities that use point-of-sale devices and ATMs.

FIGURE 10. *Coordination Overlap*



Strategic coordination can include:

- Ensuring a systematic, evidence-based and coherent approach to SRA.
- Where the SRA deems unrestricted cash to be an appropriate and feasible means of meeting humanitarian needs, ensuring an MPG is considered.
- Defining the specific objective of an MPG programme, including complementary interventions.
- Ensuring that MPGs, CBIs and in-kind approaches are complementary and there are no duplication or gaps.
- Deciding, based on technical inputs, whether or not an MPG programme should be targeted “wide and shallow” or “narrow and deep”.
- Prioritisation of assistance and activities for cost-efficiency and -effectiveness purposes when resources are scarce.

41 L. Minear, U.B.P. Chelliah, Jeff Crisp, John Mackinlay, and Thomas G. Weiss, United Nations Coordination of the International Humanitarian Response to the Gulf Crisis, Occasional Paper #13:3, (Providence: The Thomas J. Watson Jr. Institute of International Studies, Brown University).

- Rationalising different approaches and looking for gains in efficiency and effectiveness, such as the use of MPGs or common delivery mechanisms.
- Ensuring MPGs are integrated into mainstream information management systems.
- Raising awareness of the benefits and risks of CBIs/MPGs with governments (national and international).
- Making links between relief, recovery and development interventions, including alignment with national safety net programmes.
- Rationalising who is responsible for the technical and operational coordination of MPGs.

Technical coordination can include:

- Collecting and analysing information to inform a Situation and Response Analysis (SRA).
- Undertaking a Multi-Sector Market Assessment (MSMA).
- Determining if a CBI, or an MPG, is an appropriate and feasible way to meet multi-sectoral objectives; this includes analysis of complementary sector-specific initiatives if relevant.
- Understanding need from an income and expenditures perspective including the MEB, Vulnerability Assessment and Gaps Analysis.
- Determining a recommended MPG transfer value to encourage harmonisation, particularly if complementary to sector-specific initiatives.
- Defining a common targeting strategy, including criteria and processes.
- Designing a common delivery mechanism.
- Designing a common monitoring and evaluation strategy, including indicators and processes, to ascertain multi-sectoral impacts and overall effectiveness, not least “value for money”.
- Developing appropriate information management systems that provide essential information on benefits received to relevant stakeholders, including sector-specific actors.

Operational coordination can include:

- Who will do what and where? With MPGs, key considerations include target populations, transfer values and delivery mechanisms, to ensure consistency and complementarity as well as minimise confusion or burden on beneficiaries.
- Who will lead on different aspects of programme design and implementation particularly where common approaches will be used, e.g. common targeting, common delivery, etc.

Do No Harm/Do More Good

- MPGs require proactive multi-sector engagement in all stages of the programme cycle, ensuring sectors focus on addressing beneficiary needs collectively.
- With regards to defining the roles and responsibilities for MPG coordination, different models are currently being tested (see Table 7). Regardless of who does what, coordination needs to distinguish between the strategic, technical and operational aspects, not least to avoid conflict of interest.
- Where CBIs, such as conditional CBIs, vouchers, or cash for work, are being used to achieve a specific objective, this remains coordinated within the relevant sector. However, where unrestricted cash or MPGs are used, the risk is that coordination will take place in parallel to more sector-specific approaches to coordination. Rather, the approach proposed by this toolkit is to consider MPGs as a foundation upon which sector-specific interventions can be built, enabling crisis-affected populations to use in-kind assistance and access services as they were intended (Figure 11).
- Regardless of whether the use of MPGs is integrated into mainstream humanitarian strategies and mechanisms, MPGs require coordination. Use all available means possible, e.g. Cash Working Groups, Basic Assistance Working Groups, protection or inter-cluster or sector coordination, while looking for longer-term sustainable solutions.

FIGURE 11 Strategic coordination of MPGs

IN A HURRY!

To get things moving fast, in coordination fora prioritise the following:

- ! Determine if a CBI, or an MPG, is an appropriate and feasible way to meet multi-sectoral objectives.
- ! Understand need including determining the MEB, basic Vulnerability Assessment and Gaps Analysis.
- ! Determine a recommended MPG transfer value to encourage harmonisation, particularly if complementary to sector-specific initiatives.
- ! Design a common monitoring and evaluation strategy.
- ! Ensure MPGs are integrated into mainstream information management systems and develop appropriate systems to manage MPG-specific information.
- ! Ensure that MPGs, CBIs and in-kind approaches are complementary and there are no duplication or gaps.
- ! Rationalise different approaches and looking

for gains in efficiency and effectiveness, such as common delivery mechanisms.

- ! Raise awareness of the benefits and risks of CBIs/MPGs with governments (national and international).

BOX 17. COORDINATION OF MPGS IN NEPAL

In Nepal the Cash Working Group (CWG) was founded within six days of the initial response. This group was set up by the initial UN Disaster Assessment and Coordination (UNDAC) team. The CWG had a dual function: to support a coherent approach to cash and vouchers as they were being used within the response, and to support the operational coordination of MPGs in partnership with clusters whose inputs influenced the MEB and later informed the MPG transfer value. The CWG supported coordinated market assessments within the first week which used a simplified Rapid Assessment for Markets tool to evaluate the functioning of markets across both the food and non-food items clusters. As a result of coordinated Situation and Response Analysis, it was decided that meeting shelter needs through CBIs or an MPG was not going to be appropriate, given early indications of a lack of quality material for temporary shelter needs. Given the regular briefings provided by the CWG through OCHA, the use of MPGs was supported by the Humanitarian Coordinator and raised at Humanitarian Country Team meetings as required. Operational coordination was done through inter-cluster coordination and one on one with those clusters that decided an MPG would be an appropriate way to meet needs, e.g. food security, WASH and non-food items. See Annex 3: Appendix 1 for an example of the Nepal MEB and MPG transfer values.

RESOURCES

- [Coordination Toolkit](#) (CaLP)
- [Case Study Lebanon](#) (UNHCR)
- [Case Study Philippines](#) (CaLP)

TABLE 7. *Experience with different MPG coordination approaches (from the Lebanon and Philippine Cash Coordination Case Studies, UNHCR and CaLP)*

Approach	Via a separate group or consortium outside of formal coordination systems	Via sub-groups within specific clusters or sectors	Via groups linked to the inter-cluster or inter-sector mechanisms
Advantages	Operating agencies planning multi-purpose cash programmes have been able to operate and plan easily with a small number of actors; these groups or consortiums have at times been able to support geographically based programming.	Formally linked with coordination systems and planning structures; is represented within formal documents and can be funded.	Working groups are linked to the relevant coordination mechanisms; groups are fully represented to ensure space for both strategic and technical functions.
Disadvantages	These groups are outside of the formal system and there is a high risk of duplication or overlap with cluster- or sector-based programming; this can impact their sustainability and access to formal funding channels; lessons learned are not widely shared with the formal system; groups have no representation in formal planning documents and no accountability to the wider system.	The learning and focus of the working groups often does not support other sectors, has limited linkages to the strategic decision-making bodies, and is often only represented as a portion of a single sector which is inaccurate if the objectives are broader.	Structure often unclear so groups may have a strong or weak role depending on the understanding at the inter-cluster/sector level.

ANNEX 1

OF THE MULTIPURPOSE CASH GRANT TOOLKIT:

Multi-Sector Market Assessment (MSMA)

Introduction

The Multi-Sector Market Assessment (MSMA) Annex is designed to help practitioners examine whether an affected target population can fairly and equitably access the expected amount of goods and services in order to meet the objectives of the Multipurpose Cash Grant (MPG) programme.

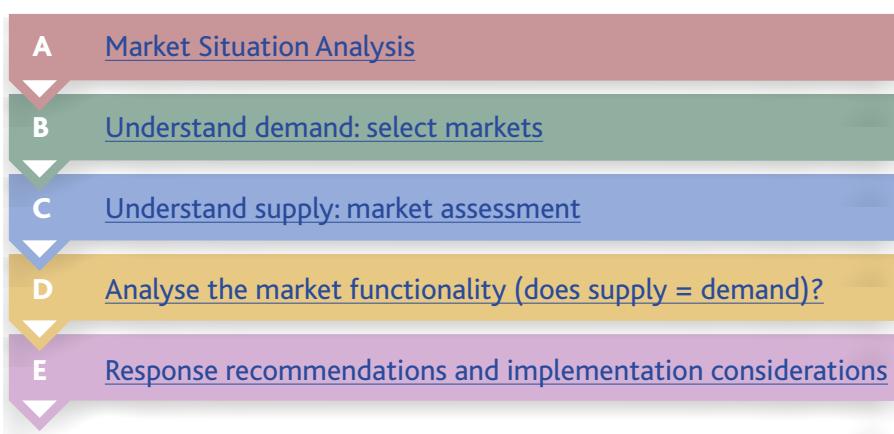
The aim of the MSMA is to inform and support Situation and Response Analysis (SRA) and Response Design during a crisis through assessing whether and how market **supply** can and does meet **demand** in a crisis. A MSMA will be typically undertaken within the first two months of the start of the crisis. If there are imbalances between supply and demand, the MSMA identifies the blockages or breakages and provides suggestions about how to or fix them. Any recommendations about supporting the market to meet demand would need to be included in the overall design of a cash- or markets-based programme.

The MSMA can and should help in the design of appropriate interventions, by:

- Supporting the decision as to whether to provide goods or services directly (in-kind delivery) or indirectly through local providers (for instance through vouchers or cash).
- Identifying what humanitarian needs or programme objectives can be met through the local provision of goods and services (or markets).
- Identifying the blockages or barriers for various vulnerable people to access markets.
- Providing a way to implement programmes that can support the livelihoods and well-being of communities in the longer term.

MSMA also highlights risks in the market – such as inflation or shortages – which could arise during the course of, or because of, a programme. These risks will need careful monitoring over the project period. Management plans need to be in place to address any harmful risks – including options to shift from one modality to another, i.e. from in-kind to cash or vice-versa.

The MSMA consists of the following five critical steps:



-
- A Different degrees of market information are gathered. One is the information and analysis needed to understand the overall market system and general market functionality. The other is a more detailed picture about specific goods or services for a particular group, or in a particular geographical area. The first step of the MSMA requires looking at existing data to understand the broad context of the market for a specific emergency context. The Multi-Cluster/Sector Initial Rapid Assessment (MIRA) framework is a very sound basis for building up this type of information.¹
 - B Analysing **demand** involves using the Minimum Expenditure Basket (MEB) and/or other inputs about the **needs** of vulnerable people to develop an overview of the goods and services markets that will be assessed. The steps involved in analysing demand are largely consultative, using inputs from the MEB, SRA and other evaluations of people's needs, preferences, spending patterns and interactions with markets. The outputs of this step are critical inputs for the next two steps.
 - C Analysing supply involves determining whether overall supply can meet or exceed demand, what factors affect supply, and whether and how blockages in the market system that affect supply can be unblocked.
 - D The purpose of market analysis is seeing how demand and supply relate – i.e. how people access markets through local providers of goods and services; whether factors affecting market access can be improved; and if so, how. If we know there is demand, i.e. a need for a particular product or service, we need to understand why people are not accessing this through local markets. For instance, there may be physical reasons why a particular vulnerable group (sick, disabled, elderly) can't reach and buy from a market. Or there may be non-physical barriers, such as limited purchasing power or lack of information about what is available. Analysing these barriers to market access will provide evidence to support recommendations that feed back into the SRA process and lead to overall programme design.
 - E The final step – response recommendations and implementation considerations – uses the information and findings generated through previous steps to provide response options to address the multiple needs of affected people, but also specific recommendations on supply-side interventions to address some of the identified blockages in the market system.

Audience

The MSMA is written for technical specialists in different sectors (livelihoods, water and sanitation, health, education, protection etc.) who are not experts in market analysis. The information in the MSMA Annex and references to external materials should help these specialists to adopt and adapt markets approaches to their sectors, and to coordinate activities carried out through markets approaches across sectors.

¹ The MIRA attempts to define the status and impact of the crisis on livelihoods, income opportunities and access to basic goods and services. https://docs.unocha.org/sites/dms/Documents/mira_final_version2012.pdf

Critical Concepts and Glossary

The MSMA relies on a number of key concepts and terms. For example, as stated above, analysis should focus on whether supply can meet demand, and vice versa. But why is demand and supply important to Situation and Response Analysis?

Demand and supply sides of markets are important in market analysis in order to ascertain the extent to which the market system for goods and services can meet people's basic needs in a crisis. The ability of the market to meet demand depends on a number of factors. For example, it is essential to understand the priorities and context of providers, particularly in terms of their ability, willingness or capacity to:

- Secure enough supplies.
- Increase capacity to meet increased demand.
- Absorb – or process – cash they receive for their goods/services.
- Restock to continue meeting demand.

In the MSMA we are concerned with total demand:

$$\begin{array}{ccccccc} \text{Total Beneficiary} & & & & & & \\ \text{Demand} & + & \text{Other People's} & + & \text{Government/} & = & \text{Total Demand} \\ & & \text{Demand} & & \text{Agency Purchases} & & \end{array}$$

Or another way to calculate this is:

$$\begin{array}{ccccccc} \text{Total Population} & \times & \text{Quantity per} & + & \text{Government/} & = & \text{Total Demand} \\ & & \text{person/household} & & \text{Agency Purchases} & & \end{array}$$

When demand and supply are not in balance, shortages or surpluses arise and affect prices – impacting poor and vulnerable people's ability to access markets. The causes of these imbalances can be numerous. MSMA aims to understand what these causes are and whether they can be addressed practically during the period of the response.

The table below highlights some of principal reasons why there may be issues in either demand or supply in market systems (Table 1).

TABLE 1: *Factors affecting supply and demand in a crisis*

Factors affecting DEMAND in a crisis	Factors affecting SUPPLY in a crisis
Needs, wants, and preferences of consumers.	Demand, including purchasing power, and whether people can access the goods/services they want cheaply or for free.
Liquidity or how much money (cash, credit, income sources) consumers have access to.	Prices and margins – whether traders find it lucrative enough to trade in a good or service.
Prices, quality and availability of goods and services. If prices are too high, demand drops off.	Total quantity of a good or service that is available.
Ability to access a market (transportation, physical infrastructure, potential barriers such as conflict).	Physical distribution channels and infrastructure.
Information – about availability, prices etc.	Information flows or marketing about availability of supplies.
Alternatives such as substitute products.	Quality and substitutes.
Aid or other direct donations.	Competition between service providers.

The term **market** refers to a system of exchange between two or more actors or players. The exchange can be for goods such as food, or services such as healthcare or money, and can take place in a physical space or through virtual media such as the internet. The term “market” is also used to describe the amount and type of demand for the product or service.

Market service refers to any service – public or private – which helps a market to function. For example, a road helps traders to transport goods, but is also used by people to access hospitals, schools, visit family, etc.

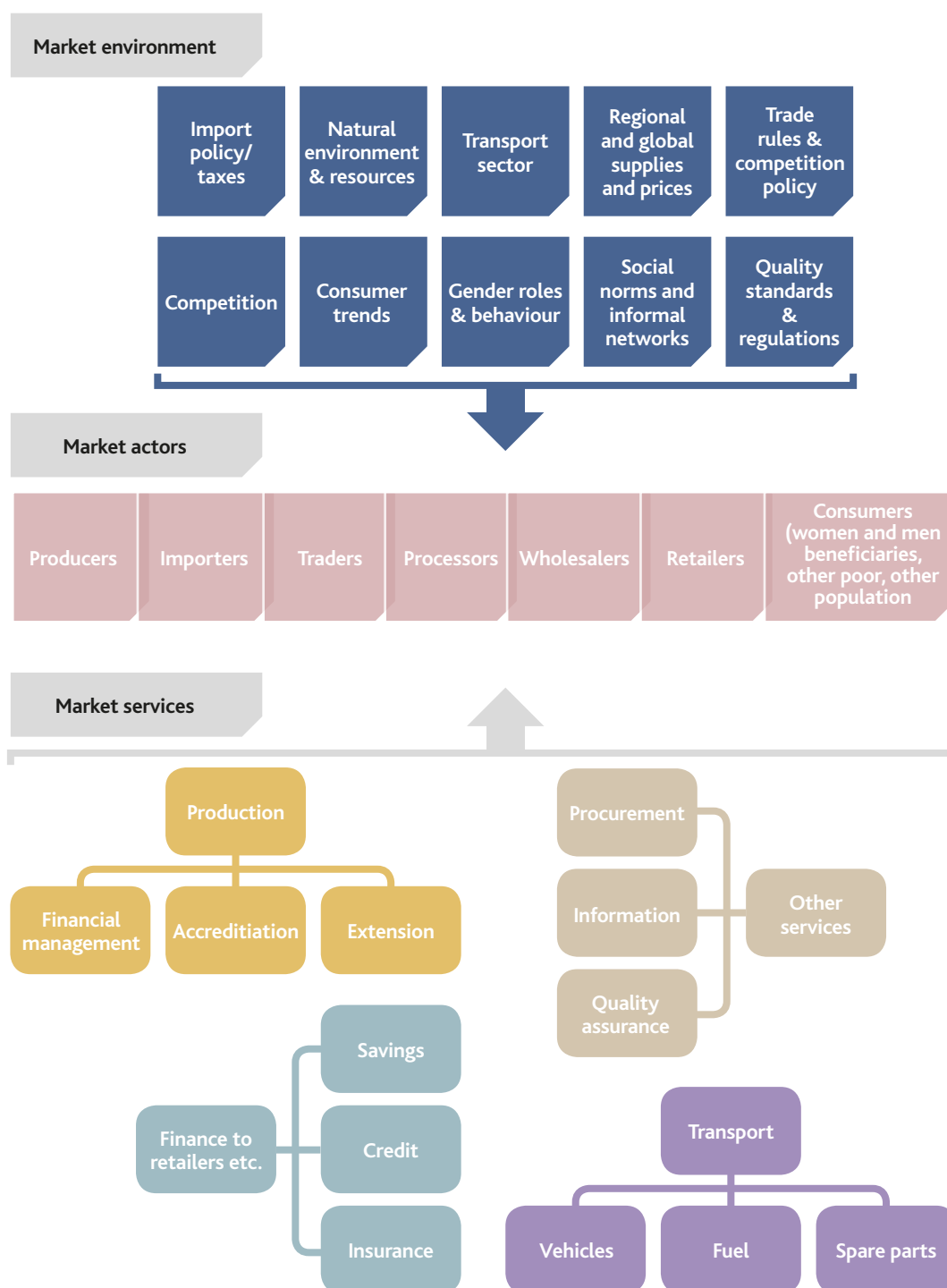
A **marketplace** is where the exchange happens. This is typically a physical place where different goods (and sometimes services) are sold – such as a village or livestock market. The internet is providing more and more “marketplaces” too– however its use by crisis-affected populations is not well understood. Marketplaces are a common starting point to assess the potential of the market to fulfil demand for many consumables, from food items to soap and clothing.

Market system refers to all the players or actors involved in the production, demand and delivery of any good or service. **Market Systems Analysis** looks at these actors, their relationships with each other and with support or business services, as well understanding the enabling environment – or the rules and norms that govern the way that the system works. Market Systems Analysis describes the system for any one commodity or service – such as “shoes” or “maize” or “buckets”. A key tool used in Market Systems Analysis is market mapping.

A **market map** is a visual depiction of how an entire market system works, including all the actors in the market, how they relate to each other, the volume of produce being traded/exchanged by different actors, and prices. Market maps contain the following three elements (see Figure 1 below):

- The **market chain** describes the **core** elements making up demand and supply – or all the actors trading (or taking possession) of the good or service within the market system – from consumer through to the primary producer or supplier.
- Market services (also called business services or support functions – see above).
- The **enabling environment** or **rules** that influence how a market system works – sometimes these are called “disabling” factors because they can make a market system function poorly.

FIGURE 1: Market map



Market systems are interconnected when they share the same set of enabling environment/rules/norms and business/support services, for instance when they operate within one country.

Critical market systems are those which are critical to vulnerable people's lives OR to the functioning of society/the economy in a way that helps support people. They will be those markets in the long list of the

MEB products/services that are unique/for which there are no other “representative” markets, for instance the rental market, and should form part of the shortlist of markets.

Market type refers to the type of service or product that is being traded – for example “food market” or “rental market” or “health products market”.

Representative market systems/products/services is a term used by the MSMA to describe a set of products or services which display similar characteristics in terms of how people obtain and use them, how they are supplied to the market, and the market services and enabling environment influencing their market access. They are selected through the MSMA process outlined in the Addendum to this Annex (1. Representative Market Selection) in order to narrow down the research MSMA to a manageable number of goods and services (e.g. the soap supply chain is probably similar to the toothpaste supply chain).

Propensity to consume is an economic term used to describe how much of a given amount of money a household has (e.g. income) will actually be spent on a given set of goods and services. Households can choose not only *what* to spend money on, but also *how much to spend* (or consume), and *how much to save* and/or invest in future livelihood activities. The **marginal propensity to consume** is the **extra** amount that a household *intends* to spend as a result of receiving more cash. For example, most people will often prioritise food for survival, but if they had a little extra money, some would probably invest more money in preventing waterborne disease outbreaks by buying soap or by systematically treating their drinking water.

Private sector includes any actors which generate surplus income/profit through their business operations. This includes small individual traders and micro-enterprises, Small firms employing temporary labour, cooperatives with numerous members or shareholders, through to multinational companies. The absolute criteria for what is/isn't the private sector is blurred, as many private firms are owned by governments, and some enterprises – for instance social enterprises – have business plans that generate a profit which is invested back into society.

Public goods and services are those which are provided by the government; for instance major infrastructure, such as power supply, roads and in some cases clean water, health services or schools. Individuals are not ordinarily expected to pay for public goods or services – though some public services may charge a nominal or subsidised user fee and access to public services or goods may carry a charge, for instance bus fares to travel to a health centre.

Another key term, and one which has an immediate impact on demand, is **willingness to pay (WtP)**. This is an estimate of future expenditure based on historic costs, and what people would be willing to pay given a set amount of cash at their disposal. It is used to contribute to the design of the MEB.

There will be repeated reference to some very good market assessment tools and approaches. Some of these tools are listed below but details of their methodology is not repeated here. Rather the MSMA is meant to help inform decision-making about which tools are most appropriate to use.

Market Analysis Tools and Approaches

Type	Source
Market Systems	Emergency Market Mapping and Assessment (EMMA)
	Pre Crisis Market Mapping and Assessment (PCMMA)
	Participatory Market Systems Development (PMSD)
Marketplace Analysis	ICRC's Rapid Assessment of Markets Tool (RAM)
	Market Information and Food Security Response Analysis (MFIRA)

A Market Situation Analysis

The Market Situation Analysis, the first step following a crisis, is carried out as part of the overall Situational Analysis, including needs assessment. This is predominantly to digest any pre-existing information on markets, determine the overall impact of the crisis on market functionality, and understand what other key actors are doing and how.

At this stage, the market analysis is not specific to any particular commodity or service but looks at overall functionality of the market economy (market environment, actors and services). This means collaborating with other sectors to quickly assess the potential suitability of market-based approaches and in which sectors. The decisions made and strategies proposed will be top-level at this point and will steer further market analysis.

The information that feeds into the Market Situation Analysis is of two main types, current and pre-existing. See Table 2.

TABLE 2: Types and Source of Information Required for Market Assessment

Type of information required	Specific information requirements	Potential sources of information
Pre-existing country-specific contextual information		
Data on the Context	Including: resources on the general political economy, economic structure and outlook in order to better understand the broader picture, including pre-crisis market trends.	Papers from various agencies, e.g. publicly available sources such as the Economist Intelligence Unit, government or private actors such as the Bureau of Commerce.
Economic data	Supply sources, quantities, prices.	From government or private actors, FAO Food Price Index, FEWSNET, national statistics, commodity indexes.
Pre-existing market information	Market mapping and market functionality.	From national statistics agencies, inter-governmental agencies, private commodities information sources and UN or NGO/marketplace monitoring products (e.g. Pre Crisis Market Map and Assessment or PCMMA carried out in non-crisis situations. See section in the MPG Toolkit on Preparedness).
Current situational information available		
Impact of the crisis on context	The type and scale of crisis. What infrastructure has been affected and to what extent?	Situational reports, logistics assessments, ³ consultations with sector specialists and logistics department.
Impact of the crisis on markets	What are the main blockages that block trade? What financial services, telecoms services, other critical business services exist? How have they been affected? How quickly will they recover?	Logistics assessments, ⁴ consultations with sector specialists and logistics department, other agencies, private sector contacts.

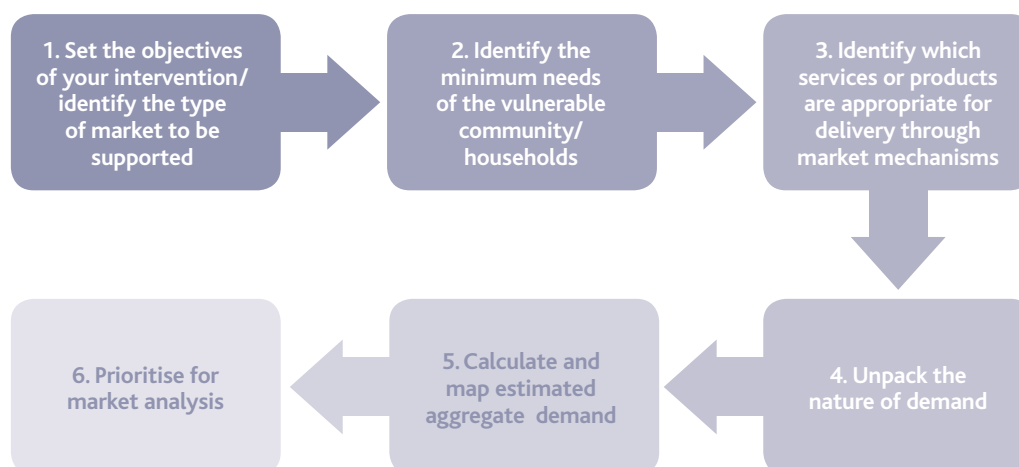
Type of information required	Specific information requirements	Potential sources of information
Needs Assessments/ Gap Analysis	How did people meet their particular need before (own production, shop, health centre etc.) and how do they meet it now? If there is a change in access to that good/service – why? (Price too high, service no longer available, new need etc.). Did that need have to be paid for and if so, what was/is the price? Would people be willing to pay for that need now and if so, how much?	From previous PCMMA, Household Economy Assessment (HEA) Outcome Analysis, UN Disasters Assessment and Coordination (UNDAC) Assessments.
Other planned interventions	What are others doing? What market assessments are being carried out, and by whom? What are they looking at/from whom are they obtaining information?	From cluster meetings/sit reps.

Much of the Market Situation Analysis will depend on data and information available through many different sources pre- and post-crisis. Ideally, a market specialist would have access to each sector's analysis and recommendations, analyse these through a "multi-sector market lens", and synthesise the conclusions into broad market observations.

B Understand demand: select markets

In multi-sector programming, market analysis seeks to identify if and how beneficiaries can meet their needs through markets-based programming, and how target populations can best receive support to interact with these markets.

Understanding demand, and translating this into the selection of critical markets, involves several sub-steps. This Annex will follow this step-by-step approach:



2 Example for Logistics Cluster: <http://log.logcluster.org/response/assessment/index.html>

3 Ibid

Deciding which market system to analyse and potentially support is a multi-layered exercise. This guidance provides a series of steps that can help select the critical markets. However it is not comprehensive, nor is it a checklist that will automatically produce a clear answer. The selection process is one which requires evidenced-based judgements by both analysts and consumers (in this case, people affected by crisis) of goods or services. The markets approach is based on the premise that it is ultimately at the consumption or buying stage that a choice is made by individuals or households, between one good or service and another.

1. Set the objectives of your intervention/identify the type of market to be supported

The objectives of your *intervention* will define the scope and potentially the type of market assessment that you will be carrying out. Objectives should include the purpose of the intervention as well as the timing and geographic focus of it. The objectives will also set out the types of markets included in your intervention (see below) Note: This is *not* the objective of the market assessment itself, which is set later on in this process.

There are two main **types of markets**:

a. Expenditure markets: These consist of a vast array of markets where people spend money to meet a range of needs. These markets supply goods/services that people use to survive, live and invest in their future.

b. Income markets: These are the markets which people access to earn some form of income (cash or in-kind). Income markets can be further subdivided into production (based on farming, livestock-keeping, fisheries, etc. and including value-added products such as dried fish, processed tomato paste, dried meat), petty trade and micro-enterprises (hairdressing, kiosks, etc.), and labour (covering everything from working on a local farm to migrating for work to the Middle East!).

The MSMA Annex deals primarily with expenditure markets. However, income markets are critical for people to earn cash. Further guidance on analysing **income market systems** is available in frameworks such as M4P, and specific agency guidelines.

A crossover between income and expenditure markets are **input markets**, which provide the key ingredients for income markets. Seeds are a classic example, but tools for farming or for running a business also fall into this category. Input markets can be included under expenditure markets in the first instance, but in the long run input markets analysis should be combined with long-term, income or livelihoods markets analysis.

2. Identify the minimum needs of the vulnerable community/households

The purpose of this step is to start understanding what demand is made up of, i.e. the types of products and services that people would buy if they could. Remember that **need** does not automatically translate into **demand** – and the more you can understand about people’s spending preferences at this stage, the better the market analysis. Check that the MEB includes all the items/services that a household would need or buy.

At its simplest, a particular need may consist of a range of products and services. For instance, housing may consist of renting existing accommodation (the rental market) or building a new shelter which will involve the raw materials (nails, wood, corrugated iron sheets, string etc.), labour and skills, land, etc. Breaking the MEB down into its constituent parts ensures that the right markets are analysed, since each product/service will have its own unique set of factors governing availability/supply. For instance, staple foods consist of several different food types (wheat, sorghum, beans, pasta, rice, salt, sugar, onions, etc.).

Each of these is potentially a market. *Health* is a particularly difficult service to unpack and consists of a service (doctors/consultations, hospitalisation, etc.) and products (medicines and bandages). Some health products and services are public goods (e.g. vaccinations) while others are individual (e.g. painkillers).

For some services or products, you may already be able to distinguish between the main product and the critical services that enable that product to be delivered. Water is a classic example. In emergencies, *water trucking* has been analysed as a single market, while actually it is often two distinct markets – the water itself and the trucking services. In situations where the water is provided free at source, for instance from government-run boreholes, the relevant – or critical – market is *trucking services*, which may involve competition with transportation of other products, such as food or domestic supplies, to marketplaces.

An MEB that includes willingness to pay questions may help prioritise what people will be willing to pay for – and how much!

3. Identify which services or products are appropriate for delivery through market mechanisms

Narrowing down the scope of the analysis and making it manageable will require prioritisation of which products/services are analysed and how this analysis is carried out. This step refines the long-list of products/services in the MEB into a shortlist containing those goods/services in which markets exist and have the potential to deliver. For a market to be able to deliver either goods or services, it is necessary that it functions to some extent. The initial Market Situation Analysis will be the first guide to establish whether cash-based interventions (CBIs) are possible. This current step then eliminates products/services from the analysis which require either public delivery or extensive market development (which takes time).

Three main criteria will determine whether a product or service is suitable for delivery via market systems (Table 3).

TABLE 3: Main criteria for determining suitability of product/service for market delivery

Main criteria for market delivery in an emergency	Key considerations
Pre-existing market system	Was there ever a market for these products/services? Was the market highly inefficient even before the crisis? Was there was a high rate of “market failure” (for instance in a market tightly controlled by a monopoly)? Is the market functioning to some extent now?
Publicly vs. commercially provided goods/ services	The product/service is not provided by the government, e.g. primary education. The product service does not necessarily have to be equally accessible to all to avoid risks/negative impact, e.g. vaccinations or health services for highly infectious diseases.
Willingness to Pay	Are households willing to pay for the product/service? Or not (often the case for “common” goods and services such as roads)?

A simple table can be used to evaluate products/services against these criteria (see example in Table 4 below). Note that many products/services are often provided through a combination of public/private providers. Furthermore, the question about willingness to pay is quite subjective. So the answer as to whether or not a service or product can be provided through markets is not always clear. Educational services (schools) and transport infrastructure (roads) would both be considered inappropriate for a markets-based intervention. That said, costs associated with these essential services may be part of the MEB.

4 Public goods are those which have a public benefit rather than an individual one. These can, however, be delivered by private or public institutions.

TABLE 4: *Evaluation of products/services against main criteria*

Product /service	Public/private?	Pre-existing market?	WtP
Shelter – rent	Private	No	Yes
Shelter – construction materials	Private	Yes	Yes
Shelter – plastic tents	Private	No	No
Health – vaccinations	Both	No	Some
Health – diarrhea prevention	Public	No (public health system)	No
Health – medication	Private	Yes	Yes
Food – basic grain	Private	Yes	Yes
Food – pasta	Private	Yes	Yes
Education – schools	Both	Some	No
Education – supplies	Private	Yes	Some
Transport – roads	Public	No	No
Transport – travel	Private	Yes	Yes
Water	Both	Yes	Yes

However, the non-existence of a market does NOT in itself preclude the feasibility or appropriateness of a markets-based approach in the long run, where market development may be a very effective way of ensuring delivery of a service or good. In the table above, plastic tents for shelter have no pre-existing market and would therefore require investment in market development, which in most crisis settings is not appropriate. Investment in the construction materials market systems could, conversely, be a suitable intervention, as there was already a market in existence.

Also, the charging of fees does not indicate a “market”. For example, the health sector often charges differential user fees to different groups, often providing “free” services to children under five, pregnant women or other vulnerable groups, but charging others. This does not mean that there is a “market” for health services.

Finally, it is important to include indirect products or services that may be critical to enabling access to a public good, e.g. paying for transport to health facilities or schooling.

4. Unpack the nature of demand

You are now ready to describe the nature of demand and prioritise it. With input from the MEB and the prioritisation process outlined above, draw up a shortlist of your final goods/services (Table 5). You may not have all the information you need to populate the table yet. Coordinate with those doing Needs Assessment and MEB development to fill in as much of the data as you can. The costing information at this stage may be quite arbitrary. Ideally it should reflect a willingness to pay based on historic costs and what people would be willing to pay given a set amount of “cash” at their disposal.

TABLE 5: Shortlist of goods/services required

Product /service	Frequency	Amount	Costing /WtP	DEMAND
Shelter – rent	Bi-weekly	1	100–350	Until permanent shelter available
Shelter – construction materials				Depends on access to land
Nails	Once	1kg		
Iron sheeting	Once	3		
Wood	Once			
Tools	Once	2		Can be shared between HHs
Blankets	Once	5		Depends on HH size and age groups
Buckets	Once	3		Includes tubs, basins, jerry cans
Cooking – kitchen				
Pots	Once	3		
Cups/plates	Once	10		
Cleaning detergent	Monthly	1 bottle		
Stove	Once	1		Preference for woodstoves but due to limited wood try solar?
Food				
Main grain	Weekly	5kg		
Edible oils	Weekly	2 litres		
Salt	Monthly	1kg		
Vegetables	Daily	0.5kg		
Protein	Weekly	0.5kg		
Tomato sauce	Weekly	4 tubes		
Health/hygiene				
Soap	Weekly	1 bar		
Towel	Once	5		
Toothbrushes	Monthly	5		
Toothpaste	Monthly	2 tubes		
Sanitary pads	Monthly	3 packs		
Razors	Monthly	1 pack		
Tissues	Weekly	1 pack		
Scissors	Once	1		
Others				

5. Calculate and map estimated aggregate demand

It is much more important to have quantified Gap Analysis for one-off/capital expenditures (particularly those which were very uncommon pre-shock) than for consumable/recurrent expenditures, demand for which will probably not be significantly different to that pre-shock (where a Rapid Assessment of Markets (RAM) type approach may be sufficient).

- For goods that will be purchased ONCE (e.g. stoves/corrugated iron) the aggregated need can be calculated (no. of units multiplied by no. of households) but remember, need may not translate into demand! Example: to guarantee traders the return on their investment into stocking up on water filters, a central coordinated system is needed, either through procurement and distribution by humanitarian agencies, or some form of voucher system. Traders are likely to appreciate some form of business support (e.g. financing, storage, marketing – or communicating – to beneficiaries) to help them start up in the new product line and to reduce their up-front costs and longer-term risks (of spoilage/over-supply).
- For goods that are needed on an ongoing basis (e.g. water purification tablets), aggregated demand is difficult to calculate as people may substitute/go without for a period of time – traders will want to understand how much they can turn-over in any given period, and can then base future purchases on this information. Supporting traders by providing them with information or easing financial access (estimation of periodic demand, up-front financing to procure first-period stock) is helpful, especially in the short term. However, a clear advantage of using a markets approach is that over time, the “market” – i.e. beneficiaries themselves – will show what “demand” there is for the product.

Once you have worked out the total amounts required of each product/service, use a simple timeline to map out these needs over time, taking into account seasonality and other factors such as population spikes and lows (due to migration etc.)(Table 6). You can also use this table to work with traders during the market analysis phase, as well as for working out cash distribution

TABLE 6: *Mapping changing needs over time*

	Week 1	Week 2	Week 3	Week 4	Week 5	Week 6	Week 7	Week 8	Etc
Prod 1									
Prod 2									
Prod 3									

6. Prioritise for market analysis

The last step in critical market selection is prioritisation. This step will be based on preliminary information available about supply. It is important to note this does not reflect the priority of need, but rather the priority for analysis, which is based on a couple of factors:

- 1 Current/ready availability in markets – is there an abundance of supply already observed? Is restocking likely to happen quickly because the product is easy to source and supply? Is there already a stock of this product in warehouses? Households or a few traders can help answer this question quickly, and if supply is abundant, highly elastic (i.e. amount of supply reacts quickly to actual demand) and the confidence for restocking is high, the priority to carry out a full market system analysis is low. Institute marketplace monitoring.
- 2 Absolute need, as determined by the consequences if the product is no longer available for any reason. If a shortage (for instance of staple foods for which there is no acceptable alternative) creates a crisis, continue to Marketplace Analysis or Market Systems Analysis.

Some general tips on how to carry this out in multi-sector contexts are listed below (Box1). This is a growing body of knowledge so again, this is not comprehensive!

BOX1. TIPS FOR MULTI-SECTOR MARKETS FOR GOODS AND SERVICES

- **Food markets:** Price tracking in food markets is fairly well established, and market analysis is becoming more commonplace. Remember to use these existing sources of information to supplement market information. Focus on supply and traders' capacity to expand staple food markets.
- **Water markets:** Look out for the "market services" or related products which may be critical or even more important than "water" itself. For instance the trucking or transportation system may be the market system to analyse because it is the main determinant of water costs/prices and availability.
- **Shelter or housing** consists of many different options and it will be important to understand the relationship between, for example, tented and rental accommodation. They are, strictly speaking, two separate markets – with very different services, inputs and enabling environments – but because people may seek to move from one (tents) to another (rental), and because the quality of housing determines the level of other needs (especially heating/clothing/blankets), it is important to understand the relationships between the market systems.
- **Health and education** services are comprised of multiple, inter-related systems (facilities, personnel, supplies). Some of these are public goods and others depend on markets (medicines and medical supplies, school materials). Break them down to determine if and what market assessment is necessary. Recognise that while these are public goods, we know people will try to fill gaps through "private" means if they have to.
- **Transport markets:** Transport plays a key role in people's ability to access goods and services and to earn a living. It is vital to understand how transport, or other related commodities such as fuel, may be affected by the crisis. Transport markets also need to be assessed before designing a response that may divert available trucks or cars away from other critical uses.
- **Livelihoods markets** require Market Systems Analysis. Households will prioritise re-establishing their livelihoods early on in a crisis. Livelihoods markets include the inputs people need to produce outputs (goods and services) which they then sell, including their labour.
- Don't forget that an important "market" that affects consumers and suppliers/service providers is the **financial services market**. Detailed guidance on financial services assessment is found on the [CaLP website](#).

C Understand supply: market assessment

The first sup-steps is to “bundle” products that have similar supply chains. This will make the identification of critical markets more efficient and inform the choice of the market analysis approach.



1. Determine supply capacity (“bundling”)

This stage starts to look at supply sources – some products, for instance hygiene products or canned goods will have very similar supply chains. If you can determine which groups of products have similar supply sources and market systems, you may choose to “bundle” them for market analysis. The underlying premise for bundling is that the supply and trade of a group of products responds in the same way to specific market signals – price, demand, supply (criteria for grouping/bundling is specific, most probably different to the rationale used to group products). For example, if supply for second-hand clothing all comes from one main source which can replenish stock without difficulty, then it is sufficient to analyse the second-hand clothing market and not each and every product line (gloves, socks, boots etc.) However, if a particular item (let’s say boots) is sourced and traded differently it must be treated as a separate market system.

The overall enabling environment and market services factors affecting all the products/services in the bundle need to be analysed:

- If these factors are OK (do not present a risk/are not disrupted or broken), continue with the analysis.
- If these factors present a risk or are disrupted/broken, market interventions in the enabling and/or market services are required. You have two options:
 1. Look at one representative market in more detail (see EMMA toolkit);
 2. Stop the analysis here.

The output of critical market selection is a shortlist of key products or services, which we will call “market systems”, to begin analysing. This could look like Table 7 below.

For each of your product/service groups in the critical markets shortlist, develop a quick overview of the overall supply situation. The logistics department will have a good picture this, and a simple marketplace visit can also provide observation data. The main information you are seeking for each product/service is:

- **Geography** – where is the product sourced/coming from (local, national, regional, international)?
- **Availability** – what is the overall total supply situation and where else is the product potentially in demand (competition)? You aren’t looking for absolute figures at this stage but for an overview – referencing secondary sources such as FAO’s commodity price monitors or regional production reports such as FEWSNET.
- **Infrastructure** – this refers to obvious infrastructure to move physical goods – such as roads and railways/shipping facilities and ports. It also refers to mechanisms such as financial systems used for transferring money and, critically, communications which help traders find out where to source products and (increasingly), transfer funds electronically.

TABLE 7: *Examples of representative markets for goods and services*

Representative/critical product or service	Demand information	Preliminary market information
Hygiene products	Includes toothpaste, soap and sanitary products Usually purchased from market stalls HH needs = 1 tube + 1 bar + 1 pack per week.	Traders source from 5–6 wholesalers who source from national distributors. Most items come from country xxx – main constraining factor will be exchange rates.
Household goods	One-off purchase per household of 2 buckets, 3 pots, 1 stove, 6 cups/plates/spoons.	As with hygiene products but also available through second-hand market.
Fresh produce	Interchangeable amount of tomatoes/spinach/potato/onions 2 kg/HH/week.	Used to be locally sourced – potential to reinstate local production in 3 months!
Rent	Medium-term shelter solution (3–6 months) – 1 room per 2–3 people	New market arising from crisis – to be analysed further.
Childminding/schooling	HHs are saying this would greatly help invest in future and provide “time” for adults to seek employment/work.	Informal services are popping up which some providers charge for and others provide in exchange for in-kind (e.g. part of food ration).
Etc.		

2. Assign a market analysis approach to products/services

After “bundling”, you can select the appropriate market analysis approach for each product/service or group of products that you prioritised during the process.

Before assigning the approach, we’ll have to define them. The nature of the market, as well as the overall objectives and timeframe of the intervention/response, will determine what approach to take to analyse the market. There are two broad approaches to market analysis:

Marketplace Analysis – this is relatively rapid and seeks to identify whether and how a marketplace can supply or deliver the goods/services that will be in demand. It focuses on the consumer end of the market chain – i.e. where final retail outlets (marketplaces/kiosks/supermarkets) sell to the final consumer or buyer. Marketplace analysis can be useful for very localised market systems where the chain is short – for instance a local vegetable market where the vegetables are grown and sold locally.

If the Marketplace Analysis reveals shortages/issues/risks in terms of meeting demand or being able to process cash infusions, then some level of Market Systems Analysis will be necessary to unpack and understand any issues. Marketplace Analysis is not suitable for disbursed/virtual markets or for those products which are “sold” or marketed through multiple sources. For instance, the rental market is usually too disbursed (i.e. there are too many renters or landlords who rent or lease individually) to be able to apply Marketplace Analysis.

Market Systems Analysis – this uses a systems approach to map out all the social, political, economic, cultural and physical factors affecting how a market operates. It is useful for complex market systems (such as the rental market) where many invisible factors (such as information about where a property can be rented, relationship with the property owner) affect the relationship between the buyer and seller. Products with long/international market chains are suitable for Market Systems Analysis.

Both approaches are useful during a crisis, and both can be used in the long or short run. Details about how to actually carry out market analysis is covered elsewhere.⁵ This section highlights the important questions that will help you to decide what analytical framework to select, some of the tools available for use and any additional inputs/information to gather.

A prime consideration in the choice of analytical approach is the objective, timeframe and outlook of the agency or organisation involved. While the choice to select either Marketplace or Market Systems Analysis IS binary, the analysis itself should actually be understood as a spectrum – that begins with a simple analysis of the marketplace, but that can be built on according to timeframe and need.



The following questions can help guide the selection of the appropriate analytical approach.

TABLE 8: *Selecting the most appropriate market analysis approach*

Consider Marketplace Analysis and monitoring	Select Market Systems Analysis
Short intervention timeframe	Longer intervention timeframe (3+ months)
Visible abundance/supply in market place	Uncertainty about supply
Short/local supply chains	Longer/international supplies
Trader capacity high (finance, networks)	Low trader capacity
Good information flows in market system	Poor/broken information flows; rumours
Simple market systems – few actors	Complex market systems
Consumption markets	Consumption markets
NO market problems/breakages/leakages	Income markets/livelihoods support
Rapidly changing/unstable markets	More stable markets

For MSMA, where the same/similar factors can affect multiple products/services in similar ways, Market Systems Analysis can be especially helpful because of the “market mapping” method employed. If the market is mapped for different products, or services are overlaid one on top of the other, are there common “rules” and “market services” which affect several products?

Market services which cut across multiple market systems – for instance financial markets, transportation, telecommunications – may warrant market analysis themselves! In which case, add this market service to the shortlist of those to be analysed. Note that because market services are usually services and therefore

⁵ [PMSD](#), [PCMMMA](#), [EMMA](#), [M4P](#), [ICRC RAM Guidance](#), [MFIRA](#).

invisible, disbursed, and more complicated than products, a Market Systems Analysis approach will be needed to analyse them.⁶

Now that you know the two different approaches, we can start to build up an overview picture of the different market systems, based on expected demand and supply. The demand information comes from Step B of this Annex. Enter the expected market analysis approach: Marketplace Analysis (MP) or Market Systems Analysis (MS). Keep this table in a central place and expect to keep changing/updating/editing it as the research and analysis proceeds.

Product/service	Demand information	Market analysis approach (MP or MS)	Supply information	Demand = supply? Y/N/M
Hygiene products				
Household goods				
Fresh produce				
Etc.				

Remember that some products can be grouped or bundled. Start to list the product groups and what is included in them as you begin to allocate a market analysis approach.

3. Begin the market research for each product/service

This is the stage at which you organise and begin the market research. A number of critical pieces of information are needed, as listed below. These are also covered in the various tools, and repeated here as a reminder of what to analyse on the SUPPLY side:

- Absorption capacity of the traders – or how much cash they can handle and use to restock. Ask the traders what their usual turnover is, and how much they could safely grow by. The table below shows a very simplified version of the calculations involved:

	Turnover/ week stock	No. of traders	Avg cash t/o per week	Total weekly capacity	Growth potential	Total absorption capacity
Small traders	100–300	50	5,000	250,000	50%	375,000
Medium traders	300–500	35	7,500	262,500	75%	459,375
Large traders	500+	10	20,000	200,000	200%	400,000

- Stocking factors including current stock levels, safe storage, and re-stocking capacity of traders. Again, a simple table can be devised to estimate stocking per market and trader type, as follows:

	Storage capacity	No. of traders	Total weekly stocking/mkt	Restocking time	Growth potential	Total stock potential
Small traders	100 sacks	50	5,000	3–5 days	50%	7,500
Medium traders	500 sacks	35	17,500	2–3 days	75%	30,625
Large traders	5,000 sacks	10	50,000	3 days	200%	100,000

- Competition or presence of other traders – this information is available from discussions with the traders, transporters and market governance agents.
- Ability to switch product lines/supply different products – this information is available through discussions with traders themselves. Things to ask are what they can stock and when, where they get stock from and

⁶ For an excellent example of an analysis of financial systems, see Oxfam (2013) *Market analysis for preparedness: the urban informal settlements of Nairobi*.

how they process orders. For instance they may have family members in a capital city who buy bulk and send it to them; or they may group with other traders and physically go to buy stock etc.

D Analyse the market functionality (does supply = demand)?

The next stage of the MSMA seeks to see how demand and supply in a marketplace or market system relate – answering the question of access to markets by vulnerable groups. Market access will actually affect the functioning of the market and supply quite significantly. If people cannot access the market then their “needs” are not translated into the “demand” which signals traders to restock with supplies! While this is the fourth step in this document, in practise the suggestions in this step can be carried out in parallel with the two steps above, and should be reviewed with the groups of stakeholders being regularly consulted during the analysis.

The outcome of this step is a top-level picture of market systems’ supply – or the ability to a) meet needs following a crisis for a specified period of time, b) at an acceptable price and c) to minimum quality levels. “Meeting needs” is tricky to translate into demand, so substitution of a product – as long as it meets the price and quality criteria – is acceptable. The analysis will also reveal any market/business support or enabling environmental factors that could be supported to unlock market potential to meet basic needs.

Constantly looking at how one factor – such as a policy or a financial service – affects different market systems can help achieve scale across sectors. The aim is to identify a few areas of support and the incentives that will make them work better, then allow these critical services or policies or infrastructure support to leverage change across multiple market systems!

The aim of the MSMA is to build up a joint picture of the market, enabling you to decide which products/goods to include in a market-based approach and which ones to deliver directly. At its most basic, the MSMA will provide you with an overview of which products fit into which “response” category. However, the MSMA is also an excellent coordination and cross-checking and analysis mechanism, if time is given to joint analysis, allowing better understanding of:

- Preferences and substitution of products.
- Drivers of beneficiaries’ behaviour and how this affects their spending patterns.

The market analysis should provide important information for the overall Situation and Response Analysis decision-making, including:

- Capacity of the market to meet demand or needs.
- Limits to market supply.
- Limits to how people access markets (together with household analyses).
- What support a market needs to help the system meet demand – supporting these market system needs may help other parts of the recovery/relief effort and vice versa.
- What market system functions are insurmountable within the timeframe of the SRA intervention.

In the Situation and Response Analysis phase, each product/service will have been analysed initially separately and then increasingly together to build an overall picture of how people may begin to access their Minimum Expenditure Basket. A table like the one below (Table 9) should be constantly updated and reveal any patterns,

for instance in “Market support needed”, to the enabling environment (for example a policy change) or to business services (perhaps financial transfer mechanisms) that would be helpful for multiple markets.

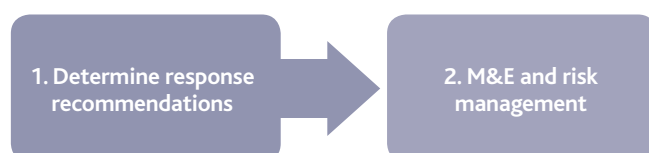
TABLE 9: *Output – sample market assessment table*

Product / service	Demand information	Market analysis (MP or MS)	Supply information	Demand = supply? Y/N/**	Cash / voucher / in-kind	Market support needed
Prod 1	Gap of 20,000kg/week	MP	35 traders @ 1,000kg per week	Y	Cash	Some storage helpful
Prod 2	Need for 30,000 units/month	MS	Traders could meet 50% of demand	**	Cash	Provide lines of credit; remove transport tax
Prod 3	Gap of 10,000 units total	MS	New product line/no local/national supply	N	In-kind	
Prod 4	Gap of 18,000 units/month	MP	Traders meeting 60% – could rise	**	Cash	Provide lines of credit; remove transport tax
Notes	Traders report transport tax also applies to other non-MEB items					

As the market analysis progresses, recommendations and plans will begin to emerge. Refer to the CaLP Minimum Requirement for Market Analysis for guidance on how different market analysis outcomes translate into specific intervention suggestions. Also, risks to beneficiaries, traders and the market system will emerge, and will be used in programme design and for developing an M&E and risk management mechanism.

E Response recommendations and implementation considerations

The purpose of developing markets programme options is to feed recommendations, backed by analysis and evidence, into the overall response programme. There may be different recommendations for different products/services, as well as overall recommendations that cut across different products affecting multiple sectors. Coordination across sectors and practitioners from the outset of an emergency response will allow for a more cohesive process.



1. Determine response and recommendations

Using the market assessment table (see Step D, Table 9) start to compile a set of recommendations based on the assessment of each product/service in the MEB. This will now require taking the list of representative/critical markets and expanding it to include the details of your initial long-list (Table 10a and 10b).

TABLE 10A: *Summary Table of Needs, Supply and Demand and Recommendations*

Product / Service	Demand information	Supply information	Demand = supply?	CBI	Recommendations
Hygiene products	HH needs = 1 tube + 1 bar + 1 pack per week	Multiple traders/ suppliers	Yes	Cash Loans	Cash for toothpaste, soap, sanitary products. Loans to small traders (weekly turnover < 50) to restock quickly
Household goods	One-off:2 buckets, 3 pots, 1 stove, 6 cups/ plates/spoon	Growing second-hand/ repair market	Yes	Cash	Cash at second-hand market rates
Fresh produce	Tomatoes/ spinach/potatoes/ onions 2kg/HH/ week	None. Local production destroyed/ imports too expensive/rot in transit	No	Cash++	Stimulate supply through: Loans/cash to producers to stimulate seed market Support tools traders with loans
Rent	Medium-term shelter (3-6 months); 1 room per 2-3 people	Few landlords, prices high; no information system	No	Cash	Cash grants for bridging period (months 3, 4, 5, 6) for Cash for Work recipients (CfW). CfW for housing construction

TABLE 10B: *Elaboration of Recommendations to Support Demand and Supply*

Market assessment	Recommendation for DEMAND side response	Recommendation for SUPPLY/MARKET support
Market has capacity to meet total needs/demand	Consider cash	
Market has limited capacity to meet needs/demand and market support is a possibility	Consider cash and market support	Identify possible market support interventions and add to programme design
Market has limited capacity to meet needs/demand and market support will only have limited impact	Consider cash and vouchers and some market support	As above
Market has capacity to meet demand but beneficiaries cannot access the market due to other vulnerabilities/ reasons	Consider in-kind support mechanisms/addressing access	
Market does not and cannot meet gaps/ needs/demand	Consider in-kind support	

Each of these criteria has to be measured against present needs and future demand. If the amount of housing demanded, for instance, is going to increase but there is no scope for increasing provision of rental or permanent shelter, there will be a market crisis – or a substantial rise in prices – in the future, which has to be managed (see “risk management” below).

How to design programmes is a matter of the mechanisms used to analyse and design programmes, coordination mechanisms and willingness to cooperate and work together, and largely, the experience and skills of the people involved.

Market analysis and programme design is a “lens” through which to view a crisis and potential results. The more experienced lenses will see more and different pathways and possibilities – however, more time or effort may be needed to translate these into practical steps (such as quantifying what ideas mean or will involve).

Flexibility in programming is key. In MPGs there needs to be flexibility in terms of quantifying demand which can change, fluctuate, and switch between different markets.

The outcome of this step is a series of recommendations that can begin to be translated into the appropriate recommendation – be that a theory of change about how supporting the market will impact the market and the actors within the market, of which the beneficiaries are one group. The recommendations will feed into the overall Response Analysis Framework and also the Situation Analysis and monitoring mechanisms that you should be starting to put in place already. Additional data or updates on data collection can also be identified in this step.

2. M&E and risk management

Monitoring key indicators once a markets programme is being implemented is key, for several reasons:

- It provides an indication of whether the intervention is filling the gap. In economic terms, if demand meets supply, prices should stabilise and so are an indicator that the market is fulfilling demand.
- It provides signs of disruptions to the market – for instance if prices rise drastically, this could mean something is wrong with the intervention or the market system and further intervention is needed.
- It gives a signal of whether a crisis is stabilising, worsening or improving. More products, stable prices, regular and reliable supply are a sign that the market is stabilising, and that demand (people’s needs) and supply (trader/market delivery mechanisms) are working to some degree.

What regular emergency market monitoring is less likely to reveal are fundamental structural problems in a market which may be affecting the way in which certain vulnerable groups can access and benefit from it – for this a full Pre-Crisis Market Mapping and Assessment (PCMMA) or Participatory Market Systems Development (PMSD) is needed.

There is a wealth of market data that can be gathered – much of it is useful only if properly analysed. A minimum list of indicators that are accepted good practice is available through CaLP, as well as some of the other tools mentioned, and includes:

- Prices over time mapped against factors affecting prices, e.g. seasonality.
- Total number of traders: if the number of traders is reducing or increasing, why?
- Stocks/reserves: providing an indication of ability to meet future demand, particularly for consumables, and trader confidence (for instance in recovery).
- Other signs of market expansion.

Do No Harm/Do More Good

During the MSMA, remember to analyse access to goods and services from the target population's perspective. For example:

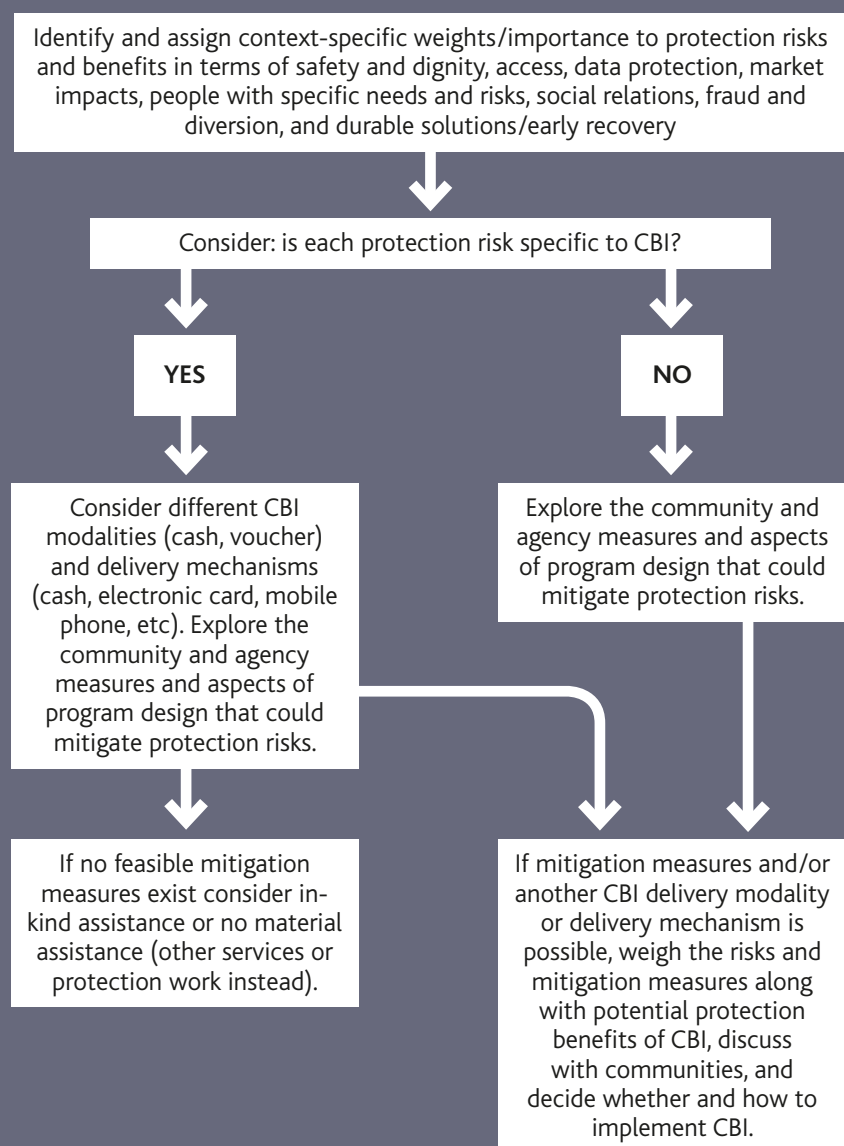
- ▣ Analyse whether there are obstacles for specific crisis-affected groups, e.g. elderly or disabled people, to access certain services, shops or traders. Consider obstacles such as the need to pay others to pick up and deliver goods.
- ▣ Determine whether beneficiaries will be able to reach and return home from the services/markets within daylight hours. If they cannot go on foot, consider if they can afford safe, secure transport or if the cost of this would need to be included in a transfer.
- ▣ Assess the opportunity costs/savings to access the local market and compare with in-kind distributions if appropriate.
- ▣ Remember that traders/service providers are often crisis-affected as well. Their recovery is also essential. They may play an important role in communities, both through the provision of essential goods/services and provision of credit, financial services etc.

ANNEX 2

OF THE MULTIPURPOSE CASH GRANT TOOLKIT:

Protection Risks and Benefits Analysis Tool

Decision Tree



Protection Area	Risks			Benefits		Decision CBI (MPG? Or other), IN-KIND, or NO RESPONSE?	
	Protection Risks	WHAT DOES THE EVIDENCE SAY – Is the risk specific to CBI?	Community-based mitigation or self-protection measures These should be added by context	Humanitarian agency mitigation measures These can apply across multiple risks	Potential Protection Benefits specific to CBI		WHAT DOES THE EVIDENCE SAY? – Potential Protection Benefits and Outcomes
Safety and dignity	<ul style="list-style-type: none"> Theft and looting; extortion 	<ul style="list-style-type: none"> No, and in-kind assistance may be more visible, and is typically less portable than cash, making it an easier target for theft. A 2013 UNHCR/WFP review of evidence on CBIs and protection found that the risks of theft and manipulation are not exclusive to CBIs, and can be alleviated with good program design. 		<ul style="list-style-type: none"> Complaints and feedback mechanisms for beneficiaries and non-beneficiaries; two-way feedback mechanisms between communities and humanitarian agencies Involve individuals, households and communities in assessment and design. Clear information and two-way feedback mechanisms with beneficiaries Whistleblowing mechanisms and swift agency response to reports of fraud or corruption Appropriate delivery mechanism, e.g. electronic transfer modalities with offline tracking capability 	<ul style="list-style-type: none"> Dignity of choice Assistance according to personal or household preferences - purchase exactly what is needed. Increases participation of and accountability to beneficiaries. Low visibility/ discreet nature of delivery mechanisms e.g. mobile phones, bank accounts 	<ul style="list-style-type: none"> Improvements in household economy do not necessarily have lasting, secondary effects on women's health, empowerment or social connectedness 	
Access	<ul style="list-style-type: none"> Lack of ID or knowledge of new technologies e.g. mobile phone transfers leading to exclusion or misuse. 	<ul style="list-style-type: none"> No, since in-kind assistance can also be delivered using new technologies, e.g. electronic ration cards. Identity management tools such as biometrics are not specific to CBI. 	<ul style="list-style-type: none"> Mapping to identify non-traditional networks or partners to deliver assistance Identification of people with specific needs requiring alternative modality or delivery mechanisms 	<ul style="list-style-type: none"> Find a local partner who can safely access beneficiaries, including non-formal service providers e.g. local traders or hawala Flexibility of design to accommodate people with specific needs requiring alternative modality or delivery mechanisms. Refer to vulnerability criteria and targeting guidance. Discuss protection criteria and economic criteria with government stakeholders in the case of government-led transfers and advocate for context-specific vulnerability criteria and targeting. Refer to vulnerability criteria and targeting guidance. 	<ul style="list-style-type: none"> CBI can be delivered electronically and through various delivery mechanisms, even in remote areas that humanitarian staff cannot access Cash and vouchers are more portable than in-kind assistance, so IDPs who undergo regular or repeated displacement or refugees who are repatriating or resettling may have better access to CBI than to in-kind distributions. CBI can be delivered via government safety net systems, which can help affected populations to integrate and access longer-term support (this applies to marginalized or vulnerable local communities, IDPs and refugees) CBI can promote or improve market connections between beneficiaries and surrounding communities, or contribute to the development of new markets (increased demand and, through indirect market support, supply). 		
	<ul style="list-style-type: none"> Exclusion and inclusion errors. Exclusion example: street children and youth, who are also economically vulnerable, are not included. Inclusion example: cash transfers via government safety net systems using existing beneficiary lists include those who are not necessarily the most economically vulnerable. 	<ul style="list-style-type: none"> No, but recent emergencies have shown that it can be difficult to overlay protection criteria or specific needs with economic need. 					
	<ul style="list-style-type: none"> Lack of freedom of movement due to camp setting, confined or remote populations - beneficiaries will not be able to spend cash, or will be at risk if they do so. 	<ul style="list-style-type: none"> No, program design is typically at the root of this issue. If markets are not functioning, CBI may not be feasible, or CBI along with market support activities may be considered. 					
	<ul style="list-style-type: none"> Unequal distribution of cash (in terms of expenditure) within the household. 	<ul style="list-style-type: none"> While cash is more fungible than vouchers or in-kind, the same unequal distribution could occur with other modalities e.g. food. 					
	<ul style="list-style-type: none"> CBI delivered through government safety net systems may not adhere to humanitarian vulnerability or eligibility criteria, codes of conduct or data protection principles (see also Data protection section on Mitigation) 						

Protection Area	Risks			Benefits		Decision CBI (MPG? Or other), IN-KIND, or NO RESPONSE?		
	Protection Risks	WHAT DOES THE EVIDENCE SAY – Is the risk specific to CBI?	Community-based mitigation or self-protection measures These should be added by context	Humanitarian agency mitigation measures These can apply across multiple risks	Potential Protection Benefits specific to CBI		WHAT DOES THE EVIDENCE SAY? – Potential Protection Benefits and Outcomes	
Data protection and beneficiary privacy	Sharing personal data of refugees, IDPs or other affected individuals or households with third parties, potentially putting them at risk of violence, detainment or discrimination	No, as data protection principles should be applied in the case of in-kind transfers from humanitarian agencies directly to beneficiaries, but electronic payment mechanisms necessarily include third parties (aside from humanitarian agencies and beneficiaries) which provide another potential channel for leakage of personal data.		<ul style="list-style-type: none"> Data protection policy dissemination and adherence to data protection principles (see CaLP); PIA Contracts with service providers include provisions in line with data protection policy Beneficiary consent forms 	New technologies for the management of data, linked to electronic transfers, can ensure data privacy quickly and at scale (e.g. through levels of access, encryption).			
Individuals with specific needs or risks	Additional burdens on women / opportunity costs of engaging in Cash for Work, for example.	No, program design is typically at the root of this issue.	Beneficiary involvement in / awareness of the program (assessment findings, vulnerability criteria, targeting, design, etc.)	Careful consideration of program design, monitoring and feedback mechanisms, and willingness to revise or stop program if necessary	CBI can be more discreet than in-kind assistance, so certain individuals e.g. LGBTI individuals or women heads of household may be able to receive assistance with less visibility than in-kind.	<ul style="list-style-type: none"> Cash in combination with other assistance may contribute to positive protection outcomes for vulnerable women and children e.g. education, nutrition. A 2010 study in Kenya found that community cash transfers helped to strengthen community care for orphaned, separated and unaccompanied children, alongside financial and technical training, child care workshops, and other support engaging the whole community. 		
Social relations: household and community dynamics	Increase in household disagreements over use of resources (cash or other)	In general, studies have found that CBIs did not have dramatic impacts on gender relations, given the complex social and cultural roots of these relations, and the fact that gender was not always a specific focus of the programme.	<ul style="list-style-type: none"> Community-based targeting and awareness campaigns on eligibility criteria (socio-economic vulnerability) Community power mapping/ conflict mapping to feed into design 	<ul style="list-style-type: none"> Well-designed eligibility criteria and targeting based on context, community inputs, evidence, and objectives of transfers; may need to re-consider targeting to ensure inclusion of different groups, host community, etc. Complementary gender-specific sensitization or other projects Information and sensitization, post-distribution monitoring - qualitative data on household relations. Gender and conflict analysis, power mapping. Post-distribution monitoring to include questions on social relations. Inclusion of a proportion of hosting vulnerable families in the assistance scheme Complementary community support projects 	<ul style="list-style-type: none"> Contribution to household economy and livelihoods Improved social status of household in community Increased joint decision-making; increase in women's decision-making in the household Increased sharing of cash (+/-) Economic interaction between beneficiaries and traders or refugees and host community, which can contribute to peaceful coexistence CBI can be used to contribute to normalization and local integration for refugees, and as repatriation or resettlement grants to help re-establish a normal life in their country of origin or resettlement. 	<ul style="list-style-type: none"> Studies show slightly less sharing of cash by recipient households than of in-kind assistance (which could be positive or negative). A 2014 impact study of Syrian refugees in Lebanon found that cash assistance decreased tensions within beneficiary households. A 2012 study in Ecuador comparing cash, vouchers and in-kind food, showed that all three led to reduced IPV by removing stressors, while cash and food led to decreases in controlling behaviors, and only cash significantly decreased household violence. 		
	Intimate partner violence and/or gender-based violence, particularly if women are the direct recipients of assistance and they do not typically control household resources; or if men are marginalized in aid delivery and/or in the wider economy	A 2014 study in Uganda found that gender relations generally improved between husbands and wives after cash transfers to women, though there were some reported cases of IPV against women.						
	Inter-generational violence							
	Jealousy in polygamous households							
	Inter-household or inter-group tensions, e.g. IDP/refugee and host community including trader							
Negative impact on or affirm unequal community power relations; exacerbate conflict dynamics e.g. cash for weapons.	Not enough evidence / root issue due to program design and not CBI specifically.							

Protection Area	Risks				Benefits		Decision CBI (MPG? Or other), IN-KIND, or NO RESPONSE?
	Protection Risks	WHAT DOES THE EVIDENCE SAY – Is the risk specific to CBI?	Community-based mitigation or self-protection measures These should be added by context	Humanitarian agency mitigation measures These can apply across multiple risks	Potential Protection Benefits specific to CBI	WHAT DOES THE EVIDENCE SAY? – Potential Protection Benefits and Outcomes	
Fraud and Diversion with protection implications	Cash diverted by service providers, traders or extorted from beneficiaries upon receipt (links to access, safety)	No, in-kind assistance can also be directly diverted or extorted, or converted into cash and then diverted or extorted.	<ul style="list-style-type: none"> Community-based whistle-blowing or anonymous "information relay" systems Reporting of cases, information Regular monitoring Grievance committees 	<ul style="list-style-type: none"> Clear information and two-way feedback mechanisms with beneficiaries Whistleblowing mechanisms Swift agency response to reports of fraud or corruption Communication with target populations Transparency (criteria), clear Implementation guidelines Harmonized approach by all aid actors Random monitoring by independent actors 	<ul style="list-style-type: none"> Direct transfer to beneficiaries can bridge potential corruption at multiple levels Many delivery mechanisms for CBI more discreet than for in-kind If sector-specific objective, some use of funds outside this sector (+/-) 		
	If sector-specific objective, some use of funds outside this sector (+/-)						
	Cash used for illegal or harmful purposes (drugs, arms, armed groups, alcohol)						
Market impacts and access	Inflation – price increases for staple items due to lack of supply to meet demand (cash transfers increase purchasing power and demand), causing harm to all affected people and other community members who use the market.	No, in-kind assistance can also create inflation or deflation. It will depend on the context.	<ul style="list-style-type: none"> Communications trees and information relays to warn about checkpoints, negotiation and advocacy with local authorities 	<ul style="list-style-type: none"> Estimate of potential above-average inflation through market analysis, and compare with normal price fluctuations, seasonal shifts, and other existing data. Market analysis, participation of local communities, participation of refugee and host communities Monitoring for better understanding of market reactions and to quickly mitigate issues. 	<ul style="list-style-type: none"> Cash injections have a multiplier effect on the local economy, creating returns for local traders and other community members in addition to direct beneficiaries. Electronic cash may make aid more discreet and eliminate the need for people to carry cash or assets to and from market. Cash is flexible, while in-kind assistance may be sold to meet other basic needs or pay off debts. 	A 2014 impact study of Syrian refugees in Lebanon found that cash assistance increased mutual support between beneficiaries and host community members.	
	Illegal taxes and bribes on the way to the market, leading to limited or disrupted access to markets. Risk that aid (in-kind or cash) feeds the status quo threats if not addressed in design, since people use part of the aid to pay the bribes / taxes (through negotiation, advocacy, etc.)	Cash is more fungible than in-kind and may be subjected to more extortion en route to/from market than in-kind aid.					
	Restriction of movement on the way to markets (physical blockage to access goods and services by military or armed groups, ethnic / religious discrimination, etc.).	See above.					
	Having to sell aid affecting dignity (beneficiaries having to sell aid at reduced prices or 'illegally' to cover other basic needs.).	Specific to in-kind and vouchers. Unrestricted cash offers flexibility to cover needs as the beneficiary sees fit.					
	Tensions over supplier agreements with local traders leading to resentment towards beneficiaries.	No, locally procured goods for in-kind distributions could provoke similar tensions.					

Refer to the ERC project Literature Review (Danish Refugee Council, 2015), the UNHCR/WFP Cash and Protection Study (2013) and references in the linked Cash and Protection Guide for more details on the above.

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ANNEX 3

OF THE MULTIPURPOSE CASH GRANT TOOLKIT:

Template of Standard Operating Procedures for the design and implementation of coordinated Multipurpose Cash Grants

The underlying intention of these example SOPs is to harmonise the quality of MPG programming across [this particular given context], in line with global and regional good practices and lessons learned. The SOPs are expected to contribute to a joint approach among actors and therefore to be used by NGOs, UN agencies, government and donor staff in [this particular given context], in charge of designing, implementing, coordinating, technically advising, financing, monitoring or evaluating MPGs throughout the country.

The SOPs also seek to provide clarity and linkages with sector-specific interventions and how MPGs can support sector-specific objectives and interventions. In particular, these SOPs target those sectors that contribute to the design of the MPG transfer value and MEB (Minimum Expenditure Basket) on which the MPG programme might have direct and indirect impacts.

[NB. Instructions for completing this template: Follow instructions in brackets [] throughout the document. All text in brackets should be deleted. Any sections which are not relevant to the country, context, response or programme may be deleted. Refer to the Global Situation and Response Analysis Framework and Multi-Sector Market Assessment for explanation where needed.]

Outline

- 1 Introduction
- 2 Purpose and limitations
- 3 Programme objectives, summary and concept
- 4 Key stakeholders and responsibilities of implementing agencies
- 5 Government relations and engagement with safety nets
- 6 Coordination among agencies and other clusters, sectors or technical working groups
- 7 Determining a transfer value: (S)MEB and Gaps Analysis
- 8 Targeting criteria and household vulnerability profiling
- 9 Delivery mechanisms and options
- 10 Distribution frequency and implementation procedures
- 11 Risks analysis and mitigation measures
- 12 Protection and gender considerations
- 13 Accountability, communication and beneficiary feedback
- 14 Monitoring indicators and process
- 15 Reporting and evaluation process
- 16 Exit strategy, graduation or discontinuation (and suspension)
- 17 Trainings
- 18 Appendices
 - [Appendix A – Minimum Expenditure Basket MEB Samples](#)
 - [Appendix B – Targeting Procedures and Steps \(example from Lebanon\)](#)
 - [Appendix C – Financial Service Provider \(FSP\) Review Checklist](#)
 - [Appendix D – Bank Account – Case Management](#)
 - [Appendix E – MPG Coordination ToR \(example from Lebanon\)](#)
 - [Appendix F – Post-Distribution Monitoring Tools \(example from Lebanon\)](#)

[Title]

[Enter here the title describing what the SOPs cover. Examples: "SOPs for MPGs for Syrian refugees in Lebanon", "SOPs for MPGs in the Kinama, Musasa and Bwagiriza refugee camps" etc.].

1. Introduction

- 1.1 These standard operating procedures (SOPs) outline the systems, responsibilities and critical actions for agencies looking to design and implement Multipurpose Cash Grants (MPGs) for [target group] within the scope of [crisis context].
- 1.2 They deal with the implementation phase of MPGs starting from [a certain date] and make references to pre-implementation activities (e.g. needs assessment, Response Analysis etc.) or post-implementation activities (e.g. evaluation) in individual sections.
- 1.3 These are joint SOPs and combine the SOPs from all agencies in [the country of context]. [Note: if they are joint SOPs with other agencies, they should be signed by the representatives of each agency or sector working group, cluster, Senior Management or Humanitarian Country Team (SMT/HCT) and other governing bodies of the response].
- 1.4 Staff will be held accountable to these SOPs. Adherence to approved SOPs is auditable at field and headquarters levels.

Date initial SOPs drafted:	
Date(s) of SOPs revision/approvals:	
Period of validity:	[Note: the end date of the period of validity will likely coincide with the budgeting cycle]
To be reviewed by:	[Note: date to coincide with budgeting cycle]

- The latest version of the SOPs should be abided by until a new version has been approved.
- Training can be provided on these SOPs to ensure that all staff are able to implement them.
- Unless there are specific justified reasons for not doing so, these SOPs should be distributed to all implementing partner organisations, and their feedback sought.

2. Purpose and limitations

- 2.1 The purpose of these SOPs is to provide a clear set of minimum standards for MPGs across agencies operating in various geographical locations nationwide, in line with [e.g. needs assessments] and [e.g. practical realities faced by implementing agencies] and [e.g. Sphere Standards and International Humanitarian Law, and other global guidelines].
- 2.2 They seek to maintain the harmonised national approach in the spirit in which the MPG was designed and intended to be implemented.
- 2.3 These inter-agency SOPs – along with the other guidelines and relevant documents annexed – will complement and help shape agency-specific guidelines on MPGs in [this particular given geographical context], the latter reflecting systems and processes that are agency-specific.
- 2.4 [Optional] These inter-agency SOPs aim to hold staff and organisations accountable to harmonised programming, as they are drafted with inputs and feedback from their technical and operational staff,¹ and with the clearance from their respective management via the inter-agency coordination structures in place. Accountability will be held within [a certain coordination body as well as its related budget].

¹ At both national and field levels: as much as possible taking in field offices' feedback.

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- 2.5 These SOPs intend to be relevant until (at minimum) [the end of a coordination body's response programme or budget cycle]. They are not exhaustive but provide indications, a framework and guidance on how to implement harmonised MPG. They form a living document and serve to provide snapshots of operations in their current context, bearing in mind that things can drastically change.² It is highly encouraged that SOPs are updated as and when critical changes occur which impact the operationalisation of MPG in [a specific country/context/region]. They should be revised to incorporate lessons learnt and to reflect field experiences as the response evolves and assumptions change, ideally by [the specific coordination body to which these SOPs would be accountable] with technical and operational inputs from various agencies and stakeholders, including the government [depending on the context].
- 2.6 These SOPs focus only on MPG and do not outline procedures of other in-kind, voucher or cash assistance. However they do specifically make reference to a coordinated approach with [list any complementary approaches, e.g. predictable and periodic complementary cash assistance, either delivered alongside or as a top-up to the MPG].
- 2.7 While the scope of these SOPs is only for [e.g. a specific objective, in a specific region or to a specific group, e.g. to target only Syrian refugees in Lebanon], it is foreseen that they must also be ready to be flexible, tailored or replicated to include [e.g. target other groups, expand to other geographical areas as markets re-establish or as government policies allow and political environment changes, etc.] as and when requested and approved by agencies, inter-agency coordination bodies and government.

3. Programme objective, summary and concept

- 3.1 The objective of the MPG assistance programme is to ensure that [e.g. severely economically vulnerable³ earthquake-affected households living in urban areas] can meet their [e.g. basic survival] needs in [a particular region, district, geographical location or country].
- 3.2 MPG are designed on the premise of [estimated cost of living] and [estimated income and expenditure gap⁴]. This is based on the assumption that [e.g. any other available assistance].
- 3.3 The intended duration of MPG is of [e.g. the span of a particular response or seasonal duration or funding cycle] starting from [e.g. November 2017 to February 2018]. This is applicable [e.g. outline some of the challenges and consider possible limitations e.g. funding availability, change in need requirements, livelihood or other income opportunity related constraints either shifting or remaining the same for that particular group or location].⁵
- 3.4 [Outline some possible exit strategies and graduation out of the MPG in this particular context.] The duration of the MPG will be reviewed through [e.g. monitoring] and [e.g. triggers or thresholds that indicate that the target group is ready to transition to another programme or out of assistance entirely].
- 3.5 This assistance currently targets [describe the key targeting criteria in brief, e.g. severely economically vulnerable households or other particular social group or natural disaster/conflict/displacement-affected communities, and assessments that justify its rationale].

2 In addition, these guidelines acknowledge the operational constraints and limitations linked to the context in which agencies operate, and the continuous changes both at the humanitarian response level and macro-economic level (due to the evolution and fluidity of the crisis, changes in policies and decisions) as well as at the micro-economic level at the household (internal displacement, change in vulnerabilities among others) and security levels in [this particular given context].

3 Based on a targeting approach agreed among all agencies – see Section 8: Targeting criteria and household vulnerability profiling.

4 This survival average is determined by the Survival Minimum Expenditure Basket (SMEB) – see Section 7: Determining a transfer value.

5 As well as the continued policies that refugees are not allowed to work or have any livelihood or other income sources.

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- 3.6 Implementing agencies [such as x, y, z] conduct [e.g. economic household profiling or multi-sector assessments/post-disaster assessments] to target MPG to [x population groups]. [Please mention where targeting and selection of households are costly, and how harmonised and coordinated approaches are looking into cost-efficient ways to carry these out with some degree of accuracy].
- 3.7 The transfer modality, delivery mechanism, payment amount(s), frequency and duration of payments are [insert here]. [Outline how MPG will be distributed and through which delivery mechanisms – such as banks, cash-in-hand, cheques, remittance companies, mobile phones, etc.].
- 3.8 [If a Common Delivery Mechanism is being used] The MPG will be delivered alongside or via the same delivery mechanisms as [e.g. an education allowance of US\$*x* for targeted populations provided by y; an e-voucher wallet on the same card the equivalent of US\$*x* provided by z, etc.]. Full SOPs for the Common Delivery Mechanism are described [refer to document].
- 3.9 The choice of using an MPG is based on [e.g. the critical driving factors which may or may not include: needs assessment, post-distribution monitoring data, context-specific situation and response analysis, market functionality and availability of goods and services, complementarity to other in-kind goods and services being provided, targeting, protection considerations, reduced risk of insecurity or corruption, coherency with government policies, etc.].
- 3.10 [Include whether there are other considerations – seasonal, ad-hoc or random situations, such as increased/ad-hoc displacement influx, upscale of conflict or displacement, and even market price fluctuations – that might warrant a top-up or review, e.g. winter needs of economically vulnerable Syrian refugees. For example: “MPGs of US\$250 will continue to be provided with a US\$50 top-up during this period to cater for needs”. This should be agreed among agencies. Where possible, draw from lessons learned, seasonal expenditure or market price increases, post-distribution monitoring, negative coping mechanisms, etc.].

4. Key stakeholders and responsibilities of implementing agencies

- 4.1 Main MPG stakeholders include [e.g. government, UN agencies, NGOs, sector/clusters, implementing partners, consortia, private sector contractors and financial service providers, as well as coordinators].
- 4.2 Implementing agencies have a responsibility to [complete as appropriate, e.g.]:
- Ensure that the implementation of any MPG programme is in accordance with this SOP.
 - Target MPG to households using the agreed-upon harmonised (inter-agency) criteria outlined.
 - Engage local government/community actors to ensure their awareness of and involvement in targeting and distributions of MPG – in particular for cross-checking, triangulating or supporting [as relevant].
 - Provide and supervise qualified personnel to ensure smooth and accountable distribution of MPG.
 - Ensure safe distribution of MPG to affected communities, and ensure records as well as recipient lists are well-kept and maintained (as well as shared as needed with relevant bodies operating in similar geographical locations [as required and agreed by coordination bodies]).
 - Ensure dignity and voice of affected community is maintained/heard during assessment and distribution, and their feedback sought and acted on.
 - Use targeting recommendations from other agencies and coordination mechanisms [if relevant].
 - Organise and supervise [insert delivery mechanism here, such as bank cards] MPG distributions.
 - Identify safe MPG distribution site and communication messages to planned MPG recipients.
 - Use an agreed-upon information-sharing platform for information on no-shows/undistributed cards [if available and relevant to context].

- Report to respective agency focal points and leads/co-leads of clusters/sector working groups on distributed and undistributed MPGs as part of the accounting process [if relevant to context].
 - Share relevant requests [e.g. referrals/self-referrals] and feedback on MPGs with relevant parties.
 - Ensure periodic monitoring using harmonised post-distribution questionnaires/indicators to allow comparisons, process analysis and impact monitoring.
 - Refer emergency cases to the relevant agency/agencies [per sector or issue/programme].
- 4.3 MPG implementing agencies will identify focal points for MPG implementation and coordination (operational and technical).
- 4.4 The governance for the coordination and implementation of MPGs will be [e.g. the basic assistance sector, etc.]. The mechanism is managed by [whom and how, and accountabilities].
- 4.5 The MPG implementing agencies and governance body will coordinate with [specify non-MPG specific agencies or coordination bodies] to ensure that the MPG is complementary to [e.g. in-kind shelter assistance]. A "road map" will be developed to identify key intersects of the MPG [and other assistance] to ensure this complementarity, including [e.g. determination of transfer value, shared targeting criteria, delivery mechanisms, common monitoring exercises, etc.].
- 4.6 The MPG implementing agencies and governance body will coordinate with government authorities or ministries at national and local levels to ensure complementarity of assistance to government-led initiatives [this is further explained below under section 5. Government relations].
- 4.7 The MPG implementing agencies and governance body will ensure coordination with financial service providers (FSPs) to maximise efficiency gains, both from an economic and implementation perspective. FSPs currently used for the MPG are [e.g. banks, remittance agents etc.].

5. Government relations and engagement with safety nets

- 5.1 The government of [this particular given context] is a critical player; actively participating, sharing its position and providing feedback on MPGs [as relevant]. [Insert names of relevant government ministry/ministries and outline how it has/they have been reached out to or its/their active/passive involvement and role in dealing with the MPG for the target population group or any other any existing social safety net, as relevant. It is important to highlight here the difference between representatives in a particular geographical or field location and their national/capital-based counterparts].
- 5.2 Primary points of contact includes [the relevant government ministry] dealing with the MPG target population group, as well as its engagement in the coordination of systems in the field/capitals.
- 5.3 The MPG programme has taken into consideration complementary government-led cash-based interventions or safety net programmes, and will build on these programmes by [insert here]. The MPGs has been designed in consultation with the government and aligned their own policies and strategies for example, [alignment of transfer value to national poverty lines, targeting approaches for existing safety net systems, etc.].
- 5.4 [Outline the government's leadership role. The respective government ministry should be encouraged to actively lead the response plan where possible, through existing coordination systems and meetings, or should at least be encouraged to provide technical and operational inputs and feedback into guidelines.]
- 5.5 [Outline frequency of agencies' engagements and consultations with government counterparts and social worker staff, as well as their location. Do not be too restrictive, as these should also be encouraged to happen individually and in an ad-hoc manner.]

6. Coordination among agencies and other clusters, sectors or technical working groups

- 6.1 The implementation of MPGs will be coordinated through the [e.g. the name of coordination body relevant to MPGs – a cluster, working group or sector]. [Attach relevant Terms of Reference for Operational Coordination]
- 6.2 [Outline national and field coordination systems as well as reporting lines and number of member agencies, including local NGOs/CBOs and government ministries or counterparts if relevant. Describe, as needed, the agency representatives and government ministries – in particular those in charge of handling specific MPG target population groups as well as as any government or international organisation involved in any national safety net programmes, e.g. the World Bank. Where useful, indicate how many field offices exist, replicated field-based coordination bodies for the MPGs, and the linkages between national and field offices. Outline as necessary the frequency of meetings and their key objectives, e.g. sharing information, coordinating activities related to MPG delivery, discussing challenges, decision-making and/or brainstorming ideas from agencies attending (including donors), etc.].
- 6.3 [If relevant, explain if there is a separate technical or strategic body in addition to the MPG operational coordinating body, e.g. a Cash Working Group or Basic Assistance Sector Working Group, Inter-Cluster Coordination body or Inter-Sector Working Group or even HCT etc., depending on refugee/displacement or non-displacement/refugee settings. Outline the difference in Terms of Reference between the operational MPG coordination body and any technical or strategic bodies, e.g. coordination with other (non-MPG) forms of cash and voucher programmes within other sectors as appropriate.] [Attach relevant Terms of Reference for Technical or Strategic Coordination]
- 6.4 [As relevant and appropriate, describe any common databases that can support either the coordinated a) delivery, b) assessment, c) data analysis, d) reporting of distribution, e) monitoring etc. of MPGs in this given context. Below is an example of data information management systems in Lebanon.]

EXAMPLE: DATA INFORMATION MANAGEMENT SYSTEMS IN LEBANON

In 2015 in Lebanon, MPG implementing agencies responding to the needs of severely economically vulnerable refugees used a UNHCR-hosted data-management platform tool called RAIS (the Refugee Assistance Information System) in order to a) upload household economic profiling questionnaire answers from their open-data kit (ODK) servers to score data against a targeting formula and determine eligibility, b) coordinate assessments among other agencies, c) track their own and other agencies' distributions, and d) refer eligible households (and non-eligible households) to other MPG agencies with adequate funding, or to another sector e.g. for other forms of protection-related assistance. This way, MPG implementing agencies (through data-sharing agreements with UNHCR and other agencies), which also implement other sector-based programmes, have full visibility and access to information about other vulnerabilities and needs of refugee households (not only those assessed by them) which they can target and assist with other programmes. Agencies are requested and agree to upload results and analyse the formula (including the calculation of formula and assigning the score for the determination of eligibility of food insecurity and severe economic vulnerability) into RAIS to allow them to identify households and target MPG assistance. RAIS also stores information related to assistance (cash and other) in order to avoid duplication. In addition to this, it has the ability to collect monitoring data for analysis (although this has not yet been used). While challenges with RAIS included issues around non-registered refugees (although the platform is technically able to accommodate for this data), this system is functioning well. It is also critical to highlight that its effectiveness is not only about the platform but also the commitment and dedication of implementing MPG agencies to share and upload their data (for more information, see Lebanon MPG SOP and Basic Assistance Working Group).

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- 6.5 All data sharing will be governed by mutually defined data-sharing agreements [in Annex to this SOP].
 - 6.6 Coordination between the MPG coordination body and other sector working groups or clusters and technical working groups [as applicable] should happen either between leads and co-leads of each working group/sector/cluster or by ensuring that participants attend or are present at other sector-related coordination and working groups/clusters (e.g. shelter, protection, WASH) as well as inter-sector/inter-cluster coordination meetings [as applicable].
 - 6.7 Predictable or ad-hoc changes resulting in the inclusion of new target groups or additional benefits will be coordinated under existing coordination structures with relevant stakeholders [e.g. school-year top-ups, winter top-ups, specific needs groups top-ups, etc.].

7. The MPG transfer value in relation to the MEB and Gaps Analysis

- 7.1 The Minimum Expenditure Basket (MEB) has been determined through [a multi-sector analysis of needs; quantification of need from a cost perspective, etc.]. This Basket includes [e.g. average cost of food for a family of five, rent, transportation, etc.]. A detailed description of the MEB is in Annex [#].
- 7.2 Regional, seasonal or other variations in the MEB include [insert here] and are detailed in Annex [#].
- 7.3 Limitations of calculating MEBs include [for example:
 - No national aggregated price data collected or available.
 - No market or price data available pre- or post-crisis for the commodities and services required.
 - Data analyses are carried out on different timeframes not allowing agencies to have the most accurate MEB.
 - Expenditures cannot be disaggregated (and are self-reported), unless there is national data to triangulate.
 - Post-distribution monitoring (to use for collecting or revising data on expenditures) are not harmonised.
 - Incomes are fluid at the early stages of a response (if this is applicable and not a protracted context).]
- 7.4 The MEB takes into account national benchmarks such as [the national poverty line or average minimum wage rates [insert here]].
- 7.5 It has been determined through [e.g. Multi-Sector Market Assessment, consultations with x, y, and z sectors] that of these needs, it is appropriate to cover [e.g. food, shelter, water, etc.] through an MPG. Those expenditures not covered by the MPG include [e.g. staple foods. They are not included because [provide rationale, e.g. due to lack of reliable market supply]].
- 7.6 It has been determined through [e.g. Vulnerability Analysis, Household Economy Analysis, etc.] that households should be able to cover [#%] of the MEB. Therefore the MPG transfer value is [US\$x], provided on a [monthly, bimonthly, etc.] basis.
- 7.7 Therefore the MPG transfer rate is [insert amount]. If the MPG amount is not the MEB plus "Gap Analysis" (other assistance/what households can cover on their own), explain here why, e.g. due to budget available, and possible repercussions.
- 7.8 [Who, e.g. agencies] will work together through respective MPG coordination platforms to [determine/endorse/review] the a) new/updated (national or regional) MEB value (using existing market price monitoring data and post-distribution expenditures data from respective agencies, government ministries, etc. using data that is statistically representative) etc. [as applicable]; and the b) new/updated (national or regional) MPG transfer values.

- 7.9 [Who e.g. MPG coordination body] have established the timeline and frequency for the MPG amounts to be distributed is [insert here] for a total estimated budget of [insert here] according to the following agency/geographic/beneficiary numbers breakdown (A total estimation for budget planning purposes will be required and will also encourage enhanced/trustful coordination and cooperation among agencies implementing MPGs).

8. Targeting criteria and household vulnerability profiling

- 8.1 [Targeting criteria for MPGs should be determined prior to this SOP (see Multi-Sector Situation and Response Analysis). Outline and include the bare minimum and top-line information on targeting that implementing agencies would be required to know, e.g. MPGs target severely economically vulnerable Syrian refugee households, or Nepal earthquake victims falling under established poverty line, or Ukrainian displaced people in urban environments. This is useful for donors and government agencies as well as senior managers.]
- 8.2 [Describe how any sector-based criteria are integrated into MPG target criteria e.g. food security, livelihoods, shelter, protection or other, and why]
- 8.3 [Describe and highlight any changes in MPG targeting that occur either during seasonal or ad-hoc events, e.g. it is expected that during winter targeting will include these economic vulnerability criteria, and that an added layer of targeting can be used depending on the context to ensure prioritisation eg. of coldest/high-altitude/other geographical areas – as applicable.]
- 8.4 [Explain the methodology behind the targeting, again focusing only on top-line, need-to-know information, e.g. targeting/scoring uses agreed methodology for identifying economic vulnerability such as community-based targeting, a household questionnaire or scorecard or” or food insecurity indicators.]
- 8.5 [Outline any eligibility/exclusion criteria from the MPG assistance programme as appropriate and relevant, for example:
- Families that have moved out of the area of the intervention.
 - Objectifiably verifiable inclusion error can be investigated before distribution].
- 8.6 [Include here or in Annex [#] any detailed next steps required on how to conduct targeting assessments and how to go about targeting step-by-step. Outline any other considerations, such as the following:
- Economic vulnerability profiling.
 - Consultations with communities.
 - Population groups.
 - Identification and verification of eligible beneficiaries.
 - Use of appeals and mechanisms.]
- 8.7 [Include here how targeting, pre-selecting and determining eligible households for MPGs will be coordinated amongst relevant implementing agencies for this particular response/population group/geographical location etc. – and whether this will be coordinated under the same body that coordinates implementation of MPGs or a different one – again referring to strategic vs. technical/operational issues. Please check or refer to OCHA and UNHCR existing coordination guidelines for this specific response.]

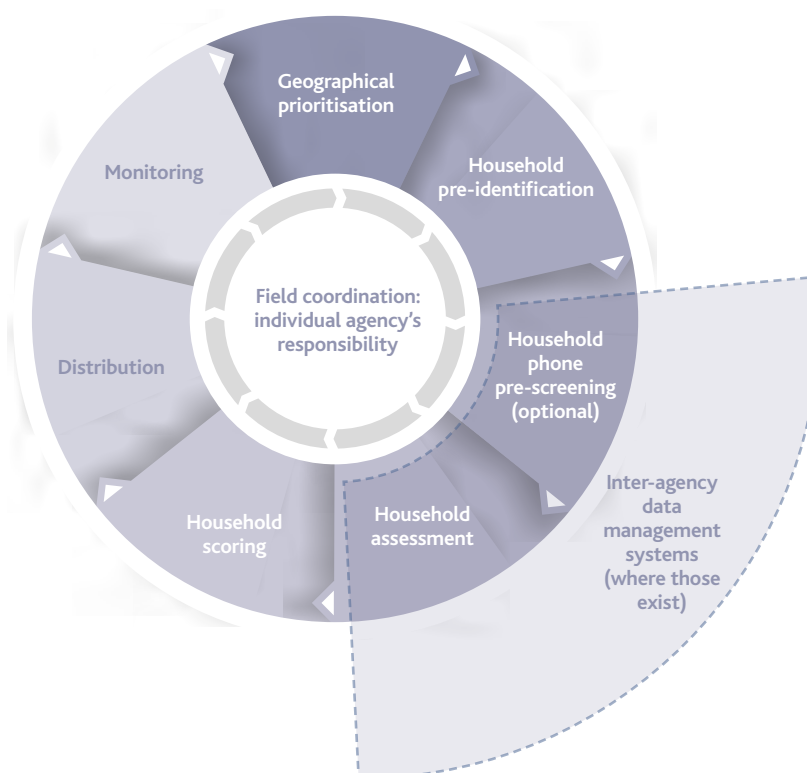
9. Delivery mechanisms and options

- 9.1 [Describe what kind of delivery mechanisms are used to distribute MPGs, including Common Delivery Mechanisms (CDM). If relevant and where possible, this should be tailored to the geographical context; therefore certain areas might be provided with MPGs under one delivery mechanism, e.g. ATM bank cards, while in others (e.g. for security reasons or distances to banks and ATM machines) the mechanism might be cash-in-hand or via remittance agents or mobile phones.]
- 9.2 [If a CDM is used, and includes other cash-based transfers, e.g. a wallet for point-of-sale voucher redemption, describe here.]
- 9.3 [Refer to more detailed SOPs for managing FSP and customer relations, banking instructions, card management, reporting etc., including for mixed modality CDMs] See detailed Annex [#].

10. Distribution frequency and implementation procedures

- 10.1 [Insert diagram describing the process and stages of implementation procedures of MPGs.]

DIAGRAM: *MPG implementation process*



- 10.2 Following the required household or community assessments, MPG implementing agencies will: [Describe process from identification to delivery of assistance, for example:
- Develop a recipient households list with intended families or communities.
 - Organise one or several distributions, depending on recipient planned numbers.
 - Inform the recipients of the day and time they should collect their MPGs – through bank cards or other.

- Ensure a briefing session is held to inform the beneficiaries on:
 - the programme
 - the selection process
 - their entitlement (package and duration)
 - the use of the provided delivery mechanism – training package (PowerPoint, hand-outs, talking points will be further developed in the coming days/weeks).
 - Ensure that no-shows are called and given a chance to receive their MPGs another time or through other means (information might have not reached the family with the distribution date etc.).]
- 10.3 Implementing agencies will maintain a database to allow for consolidation of multi-agency programmes that will entail: [For example:
- Up-to-date information on beneficiary personal information, not least allowing for payment instruction.
 - Up-to-date information on payment status, including FSP reporting data.
 - Chronological information that includes verification and monitoring.]
- 10.4 Payment cycles are [e.g. establish frequency depending on different banks' and agencies' agreements and procedures] and will be made according to the following calendar [for example:
- Determination of beneficiary list.
 - Uploading of cash to delivery mechanism, e.g. card.
 - Bank reporting on payment status.]
- 10.5 Other detailed issues regarding implementation should be referred to internal agencies' SOPs and other finance/logistics guidelines. [This might include describing accountability, responsibility/authority and procedures as follows:
- Explaining how verification of receipt of transfer will be conducted (biometrics, home visits, etc.) and if sampling is used, what threshold will trigger 100% verification.
 - Ensuring information about access to entitlements is recorded and shared.
 - Creating internal controls for banking instruction and account reconciliation.
 - Explaining which remedial actions will be taken for anticipated problems, e.g. if an individual does not pick up a payment; if an individual receives wrong amounts; if the voucher has a printing mistake, etc.]

11. Risks analysis and mitigation measures

- 11.1 [Outline the main foreseen risks for the implementation of MPGs, which may include e.g. inflation of market prices, funding shortfalls, diversion or fraud, etc., and mitigation measures].
- 11.2 [Indicate whether or not there has been an agency-led Privacy Impact Assessment (PIA) (see e-learning on data protection (www.cashlearning.org); whether a professional PIA is perceived to be necessary; and share any findings.]
- 11.3 [Indicate the data-protection SOPs and day-to-day practices in order to ensure protection of data. Some of these include e.g. establishing and signing data-sharing agreements between agencies in a cost/time-efficient manner (where relevant). State who is responsible for ensuring adherence to agreed-upon data-protection protocols and monitoring mechanisms.]

12. Protection and gender considerations

- 12.1 [In addition to data-sharing protection, other general protection and gender-based considerations are taken into account, though more can increasingly be done. Clarify whether MPGs target protection-related cases or not. Ensure that any new dynamics or changes in the context that affect protection of refugees in a given context are taken into account and mainstreamed into the programme (e.g. access to livelihoods, border closures, policies on birth registration, shelter evictions, removals of permits, and other legal documentation of refugees in-country etc.) as well as ensuring “do-no-harm” approaches in the delivery, assessment and monitoring of MPGs.]
- 12.2 [Distribution plans can be coordinated among e.g. protection colleagues, so that protection-related concerns arising during distribution can be referred to them for further action. This would ensure that distribution mechanisms are in place to address vulnerabilities of qualified beneficiaries. The needs of women, girls and boys, as well as those of the elderly, disabled and other persons with specific needs, will be considered in establishing the distribution methods and type and level of support provided in the distribution process. In addition, the discussion of targeting and eligibility criteria with the protection agencies/staff/clusters/sector is encouraged.]
- 12.3 [If assessments and questionnaires are required for targeting of MPGs, questions can be designed to consider protection sensitivity (e.g. around issues of child marriage, exploitative sources of income or negative coping mechanisms etc.). In addition, it will be important going forward to ensure that any protection and sexual and gender-based violence (SGBV) issues related to income and expenditures are appropriately captured. This would ensure that households that have an income above the (S)MEB but which are conducting negative coping mechanisms are not excluded from MPGs – as relevant.]
- 12.4 [FSP delivery mechanisms e.g. bank cards are sometimes aimed at households rather than individuals; it can be agreed that these can be used by other family members (or guardians) who are authorised by the beneficiary. In addition, these and other necessary arrangements should be made with groups of persons with specific needs, or other persons requiring special attention, throughout the distribution cycle (including how they receive transfers and notifications of MPGs uploads, monitoring of spending of MPGs as well as what is paid in order to access MPG assistance, e.g. transport, security issues faced on the way to or from ATMs, waiting time, distribution challenges etc.).]
- 12.5 [Throughout household visits, distribution and post-distribution, MPG distributing agencies should closely track different security and protection risks that may affect the beneficiaries, including potential risks in the process of collection of MPG funds. Should any issues arise, agency MPG focal points can refer the case to protection staff or agencies to find an appropriate solution.]
- 12.6 [Post-distribution monitoring will also be instrumental in detecting any security risks to beneficiaries and possible changes in the environment as a result of inclusion or non-inclusion of beneficiaries in the MPG. Monitoring visits will be used to assess the changes in the protection environment for the beneficiaries as a result of MPG implementation. Protection teams should be immediately informed of protection concerns.]

13. Accountability, communication and beneficiary feedback

- 13.1 [People who should be kept informed of changes and basic information about the MPG include:
- Target population groups (e.g. refugees/displaced people/conflict- or disaster-affected community).
 - Local authorities at all levels of administration, as well as humanitarian senior management.
 - Host community (as and when relevant).
 - Other sectors/coordination bodies.]
- 13.2 [If MPG requires household assessments, assessment staff should introduce themselves and explain the purposes of this targeting exercise. Key messages have been drafted by different agencies but should be harmonised across agencies if possible. Where possible, FSPs should help implementing agencies to send messages either via SMS or other systems, e.g. to inform beneficiaries of distribution of bank cards.]
- 13.3 [Trainings on MPG basic programme data including objectives, entitled amounts and targeting rationale as well as practical advice on how to withdraw cash assistance, call the bank or agency hotline etc., should be provided when cards are delivered and before MPG values are transferred to the FSP delivery mechanism.]
- 13.4 [[Describe how the MPG implementing agencies and partners establish and manage feedback systems which may include a help desk that will guide and support beneficiaries in matters related to card use. A help desk can also be responsible for basic card maintenance, through web remote access on behalf of beneficiaries, where necessary and as discussed and agreed with MPG implementing agencies.]
- 13.5 [The development of mass communication messaging, in the local language as well as in English, is encouraged (e.g. through established Q+As on Cash Assistance); this can be either distributed to recipients or shared with MPG implementing staff to relay to MPG recipients – as appropriate.]

14. Monitoring indicators and process

- 14.1 [Indicators for MPGs may include, for example:
- Process indicators:
 - Number of households receiving cash transfers.
 - Beneficiary households that receive a monthly cash transfer in accordance with established timelines.
 - Beneficiaries who withdraw less than the cash transfer value by the end of cash assistance.
 - Process evaluations are encouraged to identify key lessons learned for programme scale-up.
 - Total US\$ amount distributed as cash transfers to targeted households/affected communities.
 - Recipient households reporting difficulties with cash access.
 - Recipients, government and host communities can demonstrate awareness of key targeting criteria.
 - Programme impact, outcome and outputs indicators:
 - Average negative coping strategy index does not increase over the course of the programme.
 - Beneficiaries' ability to meet (S)MEB.
 - Expenditures-to-debt ratio.
 - Ratio of households' purchase of essential vs. non-essential items.

- Protection indicators:
 - Beneficiaries feeling at risk as a result of the MPG (e.g. harassment, restriction, security, abuse).
 - Beneficiaries reporting intra- or inter-community or household tensions resulting from MPG.
- Market prices:
 - Market prices of key (S)MEB commodities (including food items, food-related non-food items, shelter/rent, hygiene, and some services such as health, education, transport etc/).]

14.2 Monitoring surveying timelines (ideal, and if funding is available):

Target assessments (baseline)	On-the-spot monitoring	Post-distribution monitoring	Process monitoring
Ongoing	Ongoing	Monthly (where possible)	Monthly (where possible)

14.3 [It is important to ensure that MPG agencies agree that:

- All monitoring tools should seek to be common (to the extent possible).
- Monitoring and targeting related surveys will be undertaken online (if possible), using a common database.
- Sampling methods should also seek to be common and should be agreed upon in coordination meetings.
- Agencies committed to harmonising view the collect of high-quality data as compulsory , e.g. data for baseline surveys, targeting assessment, post-distribution monitoring, impact assessment, etc).
- Optional surveys will be decided upon by each individual agency within the limit of its allocated budget.]

14.4 [Agencies should expect also to focus on market monitoring. They are encouraged to contribute to the development of such tools and evaluation ToRs, e.g. by maximising their internal technical/mandate-focused capacities, such as protection and/or gender, WASH, shelter, food etc.].

14.5 [MPGs should be monitored according to the recommendations of coordinated platforms. Where possible, data should be uploaded into common inter-agency databases. Outcome data should be jointly analysed to compare the results with the existing available data used as baseline. On output level, monthly post-distribution monitoring (PDM) is encouraged (depending on funding) jointly among agencies. The main objective of the monthly PDM is to track the expenditure pattern and use of MPGs.]

14.6 [Agency-specific monitoring and evaluation exercises should be separated from the usual household visits. Field teams should analyse the data in time to feed back into the programming. Key findings and reports should be shared with the wider inter-agency coordination groups. Agencies should carry out joint field monitoring, and are encouraged to do this alongside government counterparts as much as possible.]

14.7 [If possible, data should be uploaded into common databases and monitoring and evaluation formats harmonised and agreed. Where relevant, inter-agency monitoring and evaluation analyst position(s) for MPGs should be requested and their creation encouraged and financed in order to draft, harmonise and analyse monitoring data coming into data-management systems; potentially carry out other analysis from the targeting approaches and other baselines; and observe direct or indirect and intended or unintended impacts of the MPGs on other sectors and agency programmes. More importantly, this

role would also be critical in reviewing (S)MEBs and market price fluctuations, particularly if there is inflation due to the MPG – as relevant.]

15. Reporting and evaluation process

- 15.1 [Reporting for MPG should include the following minimum indicators: number of household assessments conducted, MPG delivered, US\$ provided (cumulatively and per month or per household) and households assisted. Other critical indicators should align a) to overall response plans and sector objectives, and b) to national/ government response activities.]
- 15.2 [Reporting systems will be predominantly internal to agencies. However, reporting on critical indicators for the sector/cluster will be shared, provided and analysed as a way to determine status and situation of the programmes – where possible using common data-sharing platforms – UNHCR and OCHA to provide.]
- 15.3 [Other forms of operational reporting can include (depending on each agency as well as their FSP's relationship and reporting obligations), for example:
- Real-time transaction reports from banks:
 - Banks are able to report back to agencies on a frequent basis regarding the amount of funds transferred and the balances of each account.
 - Banks shall also provide MPG implementing agencies' staff access to individual accounts online to randomly check the status and detailed history transactions.
 - Account management (see Appendix D – given that each agency does things differently it is inevitable that there will be differences in account management, as this is dependent on access to information, funding cycles, relationships with third parties, etc. This example serves to highlight that follow-up is required after MPG transfers are made.]

16. Exit strategy, graduation or discontinuation (and suspension)

- 16.1 [Main exit strategies for MPG in general should include considerations around:
- Improvement in natural disaster/conflict situation and return to livelihoods or recovery from shocks.
 - Graduation of target household from below to above poverty line (not including MPG assistance).
 - Target households' access to legal work, employment and other income-generating opportunities, including provision of work permits and assurance of provision of legal/national/regional minimum wages (advocacy for this should be ongoing throughout MPG assistance and delivery).
 - Feasibility of livelihood programmes on a national and large scale targeting MPG-intended households (if this does not exist, advocacy should be ongoing throughout MPG assistance and delivery).
 - A change in policy that allows MPG target households/communities access to, or to be targeted by, ongoing national safety net programmes by government, World Bank or other national and sustainable institutions (advocacy for this should be ongoing throughout MPG assistance and delivery).]

16.2 [Outline contingency plans here if (a) there is no longer any funding, (b) conflict/natural disaster situations and negative coping mechanisms deteriorate, or additional displacement is created, or another crisis ensues affecting the same or additional target households, (c) the conditions for exiting and transitioning from MPG to livelihood and income-opportunity programmes change.]

16.3 [MPG implementing agencies should regularly review the status of the MPG-assisted families and discuss issues at the coordination forum prior to taking any decision with regards to the discontinuation of MPG assistance. In the event that the funding resources are reduced or stopped, MPG agencies should ideally prioritise the most/severely vulnerable cases assessed and assisted up until then. No further inclusion needs to be made to the programme. Suspension might also happen in the event that the government has a strong shift on policy against cash transfer programmes (CTPs) and MPGs, as relevant].

17. Trainings

17.1 [Trainings on these SOPs could be recommended to ensure that all agencies are aware and create harmonisation of programmes, alignment and increased coordination between agencies, particularly in the field. It is recommended that organisations bring resources to the table for this, both to create training materials and to enable their staff to facilitate and attend the trainings.]

18. Appendices

- [Appendix A – Minimum Expenditure Basket MEB Samples](#)
- [Appendix B – Targeting Procedures and Steps \(example from Lebanon\)](#)
- [Appendix C – Financial Service Provider \(FSP\) Review Checklist](#)
- [Appendix D – Bank Account – Case Management](#)
- [Appendix E – MPG Coordination ToR \(example from Lebanon\)](#)
- [Appendix F – Post-Distribution Monitoring Tools \(example from Lebanon\)](#)

Annex 3: MPG Standard Operating Procedures:**Appendix A: Survival or Minimum Expenditure Basket (S)MEB Samples**

Note that the MPG Toolkit recommends using the MEB based on minimum expenditures while respecting minimum humanitarian or Sphere standards. In some of the following examples, the MEB uses 'average' expenditures, for example for rent. While the Survival or SMEB uses minimum expenditures, or cheapest acceptable rental property.

1. Sample from Nepal Earthquake response as of November 2015 (CWG)**MINIMUM EXPENDITURE BASKET (MEB)**

Item	Unit	Quantity per HH of 5 per month	Price per unit	Total price per month	Source
Rice	Kg	63	0.45	28.35	NeSAP/KTM
Dried pulses	Kg	14	1.4	18.90	NeSAP/KTM
Oil	L	4	1.28	4.80	NeSAP/KTM
Milk (cow/whole)	L	9	0.68	6.12	NeSAP/KTM
Leaves (dark green e.g. spinach)	Kg	15	0.75	11.25	NeSAP/KTM
Salt (iodised)	Kg	1	0	0.00	NeSAP/KTM
Eggplant (aubergine)	Kg	7.5	0.35	2.63	NeSAP/KTM
Individual soap	Pcs	12	0.25	3.00	WASH cluster
"Piyush" water guard liquid chlorine	Bottle	1	0.45	0.00	WASH cluster
Water container	Bottle	1	3.5	3.50	WASH cluster
Bath soap	Bars	12	0.3	3.60	WASH cluster
Laundry soap	Block	1	0.8	0.80	WASH cluster
Sanitary napkins	Piece	24	0.1	2.40	WASH cluster
Transport	Lump sum	1	2.5	2.50	Health cluster
Mobile phone top-up	Lump sum	1	5	5.00	CWG
Fuel	Lump sum	1	10	10.00	CWG
Inflation	Lump sum (5% of total)	1	10	5.14	
TOTAL US\$				107.99	
70% of MEB			75 US\$		

(NeSAP/KTM = Nepal Price Monitoring)

ONE-OFF EXPENDITURE (TO INCLUDE IN MPG)

Type	Item	Unit	Quantity per HH of 5 per month	Price per unit	Total price per month	Source
NFIs	Tarpaulin	Piece	2	16	32	Shelter CP
NFIs	Blanket	Piece	2	5	10	Shelter CP
NFIs	Female sari	Piece	1	4	4.4	Shelter CP
NFIs	Male dhoti or lungi	Piece	1	3	3.4	Shelter CP
NFIs	Jean cloth	Meters	5	3	12.5	Shelter CP
NFIs	Print cloth	Meters	7	1	5.6	Shelter CP
NFIs	Plain cloth	Meters	6	1	5.7	Shelter CP
NFIs	Kitchen utensils	Set	1	17	17	Shelter CP
NFIs	Water bucket with lid	Piece	1	2	2.3	Shelter CP
NFIs	Nylon rope	Meters	10	2	16.5	Shelter CP
Shelter materials	Tarpaulin	Piece	2	16	32	Shelter CP
Shelter materials	Nylon rope	Kg	1.5	2	2.48	Shelter CP
Shelter materials	Tie wire	Kg	1.5	1	2.1	Shelter CP
Shelter materials	Nails for roof	Kg	0.5	3	1.4	Shelter CP
Shelter materials	Nails for wood	Kg	0.5	3	1.4	Shelter CP
Shelter materials	Bamboo	Piece	15	1	9	Shelter CP
Shelter toolkit	Handsaw	Piece	1	2	2	Shelter CP
Shelter toolkit	Shovel	Piece	1	4	4.2	Shelter CP
Shelter toolkit	Pick	Piece	1	6	5.5	Shelter CP
Shelter toolkit	Machete	Piece	1	5	4.5	Shelter CP
Shelter toolkit	Combination pliers	Piece	1	3	2.5	Shelter CP
Shelter toolkit	Claw hammer	Piece	1	2	2.25	Shelter CP
Shelter toolkit	Gall (crow bar)	Piece	1	4	3.5	Shelter CP
Shelter toolkit	Woven sack	Piece	1	1	0.85	Shelter CP
SUB-TOTAL (ONE-OFF EXPENDITURE)					183.08	

(CP = contingency plan)

2. Sample from Lebanon Syria Refugee response 2015–2016 (as of November 2015) (CWG)

Type	Products	Quantities/ capita	Quantities/ HH	LBP	US\$	Comments
1. Food basket		Per month in g				
	Egyptian rice	6,000		11,061.6	7.4	Based on WFP vouchers (quantities cover 2,100Kcal/day)
	Spaghetti	1,500		3,664.0	2.4	
	Bulgur wheat	3,900		6,705.3	4.5	
	Canned meat	1,140		10,274.8	6.8	
	Vegetable oil	990		2,622.9	1.7	
	Sugar	1,500		1,993.4	1.3	
	White beans	1,500		6,945.0	4.6	
	Salt (iodised)	300		152.0	0.1	
	Total food expenditures/person			43,419.0	28.9	
	Additional 10% for dairy products/ vegetables			47,760.9	31.8	
	Total food expenditures/HH			238,804.5	159.2	
1. NFI (CWG) – prices collected by Cash Working Group actors						
	Toilet paper		4 rolls	1,233.3	0.8	Quantities harmonised by the NFI Working Group. Minimum NFI requirements
	Toothpaste		2 tubes 75ml	4,132.4	2.8	
	Laundry soap/detergent		Bottle 900gr	4,073.2	2.7	
	Liquid washing-up detergent		750ml	2,478.8	1.7	
	Sanitary napkins		3pcs x 20 pads	8,051.7	5.4	
	Individual soap		5pcs x 125g	2,461.8	1.6	
	Hypoallergenic soap		125g/bar	1,298.2	0.9	
	Disinfectant fluid		500ml	3,891.5	2.6	
	Shampoo		500ml	4,022.5	2.7	
	Diapers		90p/packet	14,599.3	9.7	
	Cooking gas (fuel) 1kg			2,733.3	1.8	
	Total NFI expenditures		48,976.0	32.7		
2. Other NFI (based on average HH expenditure surveys collected through Post-distribution Monitoring (PDM))						
	Clothes		per month	37,050.0	24.7	
	Communication		per month	26,488.6	17.7	
3. Shelter (based on HH surveys)						
	Rent		per month	121,800.0	81.2	Rent in an ITS
4. WASH (based on HH surveys)						
	Water supply	(as per sphere standards)	per month (per HH)	30,600	20.4	Monthly cost of water (15 L/ person/day)

Type	Products	Quantities/ capita	Quantities/ HH	LBP	US\$	Comments
5. Services (based on HH surveys)						
	Transport		per month	40,375.00	26.9	Collected by PDM
6. Personal expenditures						
	Loan refund		per month	108,600.00	72.4	Collected by PDM
	TOTAL SMEB			652694.1	435.1	
Extra expenses – such as Legal Expenditures (based on legislation, registration data and HH surveys)						
	Cost of legalising stay (1 year from entry) 2 adults above age 15	per year		600,000	400	
7. Winterisation	Products	Quantities/ capita	Quantities/ HH	LBP	US\$	Comments
	Petrol, unleaded	100L per month during 5 months		73,950.0	49.3 (or 80 and 100)	1 month = \$118.3 x 5 months = \$591.5 per month = \$591.5/12 = \$49.3

3. Sample from Ukraine Displacement response; as of October 2015 (DFID Consortium – DRG, Save the Children etc)

TABLE 1. Summary of MEB for household (average size of 3 persons)

Item	Source	1m/ pp	1m/ pp	1m/ HH	1m/ HH	3m/ HH	6m/ HH	6m/ HH	Comments
		USD	UAH	USD	UAH	USD	USD	GBP	
Food	WFP	20	408	60	1,224	180	360	235	The food items & quantities represent the recommended daily energy requirements of 2100 Kcal per person per day (WFP standard). See Table 4 – value rounded up in USD (from \$19.74) and UAH rate adjusted accordingly
NFI	SC	50	1,020	150	3,061	450	900	588	Winter costs calculated per person. Because winter needs are more costly, this amount stands as proxy for other basic needs – e.g. medication, transport, fresh food, etc. The stove is removed from the calculations, as per Save the Children recommendation. See Table 5.
Rent	Shelter Cluster	62	1,270	187	3,811	560	1,120	732	Average rent of a 1 bdr apartment outside of a city centre (without including Kyiv) used as a proxy for minimum basic shelter costs. See Table 6 for details.
Total		132	2,699	397	8,097	1,190	2,380	1,555	

NOTE: Please note that this preliminary MEB calculation does not consider access to income or employment – though this may be relevant to IDPs in Government-controlled areas.

TABLE 2. Summary of Survival MEB (SMEB) per HH (average HH 3 persons)

For the purpose of the SMEB the term 'survival' is defined as providing the necessary items for a household to continue existence in spite of a specific shock or difficult circumstances.

Item	Source	1m/ pp	1m/ pp	1m/ HH	1m/ HH	3m/ HH	6m/ HH	6m/ HH	Comments
		USD	UAH	USD	UAH	USD	USD	GBP	
Food	WFP	20	408	60	1,224	180	360	235	The MEB calculation should normally include more dietary diversity, but info available is for basic items only (no fresh food) – so no change between MEB & SMEB
NFI	SC	20	408	60	1,224	180	360	235	Save the Children's NFI estimation without winterisation costs, based on preliminary Rapid Assessment of Markets (RAM) findings - report annexed
Rent	Shelter Cluster	30	612	90	1,837	270	540	353	Lowest rent price collected in Ukraine, rounded up by a few USD (Luhansk)
Total		70	1,429	210	4,286	630	1,260	823	

Inputs for Shelter and NFI components

TABLE 3. Breakdown of Non-Food Items (Save the Children)
Based on MEB for Winterisation Assistance (2014-5 ECHO Project)

Items	GRV/USD	0.077	
	Approx Cost (GRV)	USD	Kit x 4 people (USD)
Blanket (Thick)	200	15.4	61.6
Sleeping Mat (Reflective)	50	3.85	15.4
Jacket	150	11.55	46.2
Boots	200	15.4	61.6
Hat	25	1.925	7.7
Jumper	50	3.85	15.4
Stove/Heater	600	46.2	46.2
Total	1275	98.175	254.1
Recommendation		100	250

TABLE 4. Shelter Cluster rental estimates (January 2015)

Oblast	1 bdr apartment outside of city centre	Oblast	1 bdr apartment outside of city centre
Kharkiv	\$ 245.31	Luhansk	\$ 82.28
Dnipro	\$ 224.54	Donetsk	\$ 158.21
Zapa.	\$ 143.00	Lviv	\$ 208.65
Mariupol	\$ 159.71	Average	\$ 186.73
Odessa	\$ 272.15		

Annex 3: MPG Standard Operating Procedures:

Appendix B: Conducting a Targeting Eligibility Exercise

[Outline here how targeting eligibility for MPGs would occur in the given context for e.g.: in order to identify, assess and select beneficiaries, MPG implementing agencies will go through the below steps that build on current programming, lesson learnt, existing field networks of each agency:]

This is an example from Lebanon MPG 2015–2016

- Step 0: Technically setting up online questionnaire/ open data kit source system
- Step 1: Training staff on the questionnaire
- Step 2: Geographical prioritization
- Step 3: Identification of potential households to be profiled
 - Source 1 – Peer agencies
 - Source 2 – Communities
 - Source 3 – UN or government databases
 - Source 4 – Self-identification and community-based targeting
 - Source 5 – Previously assisted families from other sectors
- Step 4: Household Cross-Checking of previous visits and Pre-Selection Questions
- Step 5: Household Visit and Profiling Exercise
- Step 6: Data Collection, Centralized Database Management and Data Transfer/ Access
- Step 7: Household Scoring, Formula Calculations and Verification [include Food Security – WFP to input]
- Step 9: Distribution and Coordination
- Step 10: Communication of Targeting and Beneficiary Feedback Accountability Mechanisms
- Step 11: Monitoring and Review of the Family Situation

In addition, some sample questions and assessment questionnaire format from Turkey DFID Project / DRC:

Introduction:

I would like to thank you very much for taking the time to speak to us; we represent an NGO called the Danish Refugee Council. DRC is an independent (not linked to any government agency) neutral and impartial organisation that brings urgent assistance to vulnerable refugees. The reason we are doing this assessment is for DRC to understand better the situation and needs of refugees living here - so we can decide how best we can help. Please understand that this assessment is not a promise that we will bring assistance to you, but the information you are able to give us will be very helpful for our work.

All the information that you share with the organization will be confidential. No names will be shared with any organization without your approval and the data is exclusively used for statistical reasons.

Please ask us to clarify if you do not understand the question.

GENERAL INFORMATION	
Question	Response type/options
Interviewer	Drop-down menu of interviewer codes
Date	Automatically generated by tablet
Location	Drop-down menu of assessed neighbourhoods
GPS coordinates	Automatically generated by tablet (if possible)
Referral by (if case was referred)	Drop-down menu of organizations
Date of referral (if case was referred)	Date

A. BIODATA		
A1	Name of person interviewed (Has to be above 18 years of age)	Open response
A2	Name of head of household	Open response
A3	Name of head of household's father	Open response
A4	Name of head of household's mother	Open response
A5a		
A5b	Mobile phone number Is this your number or someone else's?	Number Select one: 1. Mine 2. Someone else's
A6	Sex of head of household	Select one: 1. Male 2. Female
A7	Date of birth of head of household	Date
A8	Marital status	Select one: 1. Married 2. Single 3. Widow/widower 4. Married and whereabouts of spouse unknown 5. Divorced/separated

Note to assessor: Explain why DRC asks to collect multiple forms of ID – DRC would like to record as many forms of identification as possible so you can approach DRC using any of these IDs to be recognized.

ANNEX 3: TEMPLATE OF STANDARD OPERATING PROCEDURES FOR THE
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A9 – IDs (Note to assessor: please record ALL IDs; if people don't have one category choose "non-applicable")

Number of AFAD IDs	Drop-down menu: type of ID Enter # in another field
Number of Syrian IDs	
Number of family books	
Number of Syrian passports	
Number of GDMM IDs	
[For assessor to answer based on observation] How did you verify number of family /HH members?	Select one: 1. Syrian ID 2. Turkish ID 3. Family ID 4. Could not verify

Note to assessor:

Definition of a HOUSEHOLD: DRC considers a "household" to be a family – the individuals who rely on the same income/assistance/assets to live. This means they share food and living quarters.

Ways to determine a HH: 1) Household/family shares same AFAD registration. 2) If your family had to leave here tomorrow, who would move with you?

Definition of a DWELLING – DRC considers a "dwelling" to be a shared shelter /residence, i.e. living under the same roof. Multiple households/families can share a dwelling.

A10 – Family/HH composition

	Name	Relation to head of HH	Sex	DOB	Occupation	Worked in Turkey during the last 30 days? Protection red flag if child under 15
1	Open response	Select one: 1. Head 2. Wife/husband 3. Daughter/son 4. Daughter/son in law 5. Grandchild 6. Parent 7. Grandparent 8. Parent in law 9. Brother/sister 10. Brother/sister in law 11. Nephew/niece 12. Other relative 13. Not related	Select one: 1. Male 2. Female	Date	Select one: Use LVH intake codes	Select one: 1. Yes – Triggers A11 2. No
2						
3						
4						

A11 – Employment/labour in Turkey in the last 30 days:

Number of days worked (p/p)	Number
Daily labour or regular employment?	Select one: 1. Daily labour 2. Regular employment
Amount earned per day (TL p/p per day):	Number
Hours worked per day (p/p per day):	Number

A12	Are there any children in this household whose mother or father is not part of the household?	Select one: 1. Yes – Triggers A12a/A12b 2. No
A12a	Number under 12 years	Number
A12b	Number over 12 years	Number
A13	Are these children related to someone in the household?	Select one: 1. Yes 2. No

A14	Place of residence in Syria	Drop down menu of Syrian governorates
A15	Place of residence in Turkey	Address (enter manually)
A16	Arrival date in Turkey (initial arrival)	Date
A17a	Number of times you moved within the city since you first arrived	Drop-down menu of numbers from 0 to "10 or more"
A17b	Number of times you moved between cities since you first arrived	Drop-down menu of numbers from 0 to "10 or more"
A18	Why did you come to live in your current house/ location?	Select two [top reason and second reason]: 1. Family living here 2. Presence of families from place of origin 3. Proximity to place of origin 4. Safety 5. Job opportunities 6. Available housing options 7. Other
A19	Does this household intend to move elsewhere in the future?	Select one: 1. Yes – Triggers A20 2. No 3. Don't know

ANNEX 3: TEMPLATE OF STANDARD OPERATING PROCEDURES FOR THE
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A20	If yes, where does the household intend to go?	Select one: 1. Elsewhere same province 2. Other province, specify: [open response] 3. Camp 4. Back to Syria 5. Another country 6. Don't know
A21	Are you able to go back to Syria?	Select one: 1. Yes 2. No – Triggers A22 3. Don't know
A22	If no, why?	Select two [top reason and second reason]: 1. Military service 2. Don't feel safe/secure 3. Blacklisted 4. Home destroyed 5. Other

B. SHELTER/HOUSING INFORMATION

B1	Type of dwelling	Select one: 1. Self-contained house 2. Flat (basement) 3. Flat (upper floors) 4. Tent 5. Garage, shop, unfinished building 6. Public place: mosque, park, etc. 7. Other
B2	Rent per month (TL)	Number
B3	Do you have a rental contract?	Select one: 1. Yes 2. No
B4a	How many families live in the same dwelling?	Number
B4b	How many people live in the same dwelling?	Number
B4c	How many rooms does your family/HH occupy?	Number
B5	Since when have you been living in current location?	Date (month/year)
B6	How do you access water used in the house?	Select one: 1. Fountain outside the house 2. Well 3. Tap water outside the house 4. Tap water inside the house 5. Other

B7	Do you have a bathtub or a shower inside the house?	Select one: 1. Yes 2. No
B8	Which of the following is correct for your latrine?	Select one: 1. Public toilet 2. Outside the house 3. Inside the house 4. Other
B9	How do you heat your house?	Select one: 1. Stove 2. Combi boiler/independent boiler 3. Common/central heating radiator 4. Electrical heater 5. No heating
B10	How do families sharing a dwelling share expenses?	Select one: 1. Not sharing 2. Hosted/financially supported by another household 3. Communally sharing rent, but not other expenses 4. Communally sharing all expenses (includes food and heating)

C. LIVELIHOODS: INCOME, ASSETS, NEEDS

C1	What is the average weekly income of the household in TL? Note to assessor: Ask this question directly	Number
C2	Main sources of income (top 3) in the last 30 days (Rank 1-2-3)	Select one: 1. Income from labour within HH 2. Income from labour of someone outside of HH 3. Assistance or gifts 4. Remittances 5. Savings/selling assets 6. Debt/loans 7. Other
C3	How much does your family spend per 30 days/1 month ?	Enter number (currency) for each category: Food Rent Utilities Fuel Hygiene items Education Phone Clothing Transport Health Other

ANNEX 3: TEMPLATE OF STANDARD OPERATING PROCEDURES FOR THE
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C4	In the last 3 months have you been unable to pay for your bills due to lack of money?	Select one: 1. Yes – Triggers C5 2. No
C5	Which bills could you not pay?	Select one or multiple: 1. Rent 2. Water 3. Electricity 4. Mobile phone 5. Natural gas
C6	In the past month, were there any needs you could not meet?	Select one or multiple: 1. Food 2. Utilities 3. Rent 4. Hygiene items 5. Household items 6. Clothing 7. Baby needs: formula, clothes, diapers, etc. 8. Education: school fees, supplies, etc. 9. Other 10. Not applicable
C7	Why could you not meet these needs?	Select one or multiple: 1. Lack of money 2. Unavailable 3. Don't know where to get 4. Other
C8	In the last 7 days did your household do one of the following things to cope with the lack of food? Note to assessor: DO NOT PROMPT RESPONSES	Select one or multiple: 1. Rely on less preferred and less expensive food 2. Borrow food or rely on help from relatives or friends 3. Limit portion sizes at meals 4. Restrict consumption by adults (so children can eat) 5. Reduce number of meals eaten in a day 6. Skip entire days without eating 7. Not Applicable
C9	In the last 30 days, did your household do one of the following things because you were unable to meet your needs? Note to assessor: DO NOT PROMPT RESPONSES	Select one or multiple: 1. Purchase food on credit or borrow money to buy food 2. Sold household assets (jewellery, phone, furniture) 3. Asked for food 4. Spent savings on food 5. Reduced spending on non-food items 6. Had school aged children working 7. Not Applicable

C10	How do you plan to meet your needs in the next 30 days? Note to assessor: DO NOT PROMPT RESPONSES	Select one or more: 1. Ask for help 2. Sell goods/assets 3. Seek assistance 4. Consider returning to Syria 5. Apply for camps 6. Change family composition (marriage) 7. Adults will seek work/daily labour 8. Include school aged children in income generation 9. Other
C11	How do you plan to meet your needs in the next 3 months? Note to assessor: DO NOT PROMPT RESPONSES	Select one or more: 1. Ask for help 2. Sell goods/assets 3. Seek assistance 4. Consider returning to Syria 5. Apply for camps 6. Change family composition (marriage) 7. Adults will seek work/daily labour 8. Include school aged children in income generation 9. Other

INFORMATION ON DEBT

C12a	Do you owe any debt or instalment loan? Note to assessor: Remember to ask about debts incurred in Syria	Select one: 1. Yes – Triggers C13 2. No
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C13	Debt Details		
	C13a Where is the debt from?	C13b How much is the debt (currency)?	C13c What is the debt for?
1	Open response	Number	Open response
2			
3			

D. ASSISTANCE

D1	Which of the following have you received in the last 6 months?	Select one or multiple: 1. NFIs – Triggers D2 2. Food – Triggers D2 3. Cash – Triggers D2 4. Shelter/rent – Triggers D2 5. Other – Triggers D2 6. None
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D2	Details on assistance		
	Type of assistance (from D1)	Frequency	Source (agency)

ANNEX 3: TEMPLATE OF STANDARD OPERATING PROCEDURES FOR THE
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	Select one: 1. NFIs 2. Food 3. Cash 4. Shelter/rent 5. Other	Select one: 1. One time 2. Monthly 3. Don't know	Drop-down menu of agencies

D3	Have you received any other assistance in the last 6 months?	Select one or multiple: 1. Medical 2. Psychosocial 3. Access to community centre 4. Other 5. None
----	--	--

E. HEALTH/PSS

E1	In the last 6 months, have you or any member of your HH faced problems related to access to health services in Turkey?	Select one: 1. Yes – Triggers E2 2. No
E2	If yes, what is the main reason?	Select one: 1. I don't have financial means 2. Medical centre is far away 3. I didn't have time 4. I couldn't find the medicine and other medical equipment 5. I couldn't get in contact with the doctor 6. There is no health centre in my neighbourhood/place of residence 7. Language problem/barrier 8. Other
E3	Is there any person in your household who has a chronic illness or disability?	Select one: 1. Yes – Triggers E4 2. No

E4 Who are they?

Sex	Age	Category	Explanation
Select one: 1. Male 2. Female	Number	Select one or more: 1. Physically disabled 2. Mentally disabled 3. Chronic illness life threatening 4. Chronic illness able to work 5. Chronic illness that requires medication per month	Open response

E5	Is there any person in your household who has been injured?	Select one: 1. Yes – Triggers E6 2. No
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E6 Who are they?

Sex	Age	Category	Explanation
Select one: 1. Male 2. Female	Number	Select one or more: 1. Victim of torture 2. Paralyzing injury 3. Injured but able to work 4. Injured unable to work 5. Injured in need of continuous medical care	Open response

E7	Number of women in your household who are pregnant or lactating	Number
E8	How many adults in this household are currently having trouble sleeping, have repetitive thoughts or images from the conflict, are feeling sad or fearful, or are worrying a lot?	Number
E9	How many children in this household are currently having trouble sleeping, have repetitive thoughts or images from the conflict, are feeling sad or fearful, or are worrying a lot?	Number

F. PROTECTION

F1	Do you feel comfortable living in this location?	Select one: 1. Yes, always 2. Yes, in general 3. No, seldom 4. No, never
F2	In what way do you feel uncomfortable?	Select one or multiple: 1. Conflict with the host community 2. Assault/beatings 3. Fear of robbery/looting 4. Harassment 5. Other: [open response]
F3	Who would you turn to if you felt uncomfortable or had been involved in an incident (assault, harassment, etc.)?	Select one or more: 1. Community centres 2. Mukhtars 3. Police 4. Municipality 5. NGO offices 6. Mosques/churches 7. Neighbours 8. Relatives 9. Other: [open response]

ANNEX 3: TEMPLATE OF STANDARD OPERATING PROCEDURES FOR THE
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F4	Where would you seek general information on assistance?	<p>Select one or more:</p> <ol style="list-style-type: none"> 1. Community centres 2. Mukhtars 3. Police 4. Municipality 5. NGO offices 6. Mosques/churches 7. Neighbours 8. Relatives 9. Other: [open response]
F5	Do you have any of the following legal concerns?	<p>Select one or more:</p> <ol style="list-style-type: none"> 1. Lack of documentation 2. Dispute with landlord 3. Forceful eviction 4. Dispute with employer 5. Employer did not pay your wages after dismissal 6. Harassment by police/officials 7. Criminal activity (theft, assault, harassment) 8. Other: [open response] 9. Not applicable
F6	Where would you seek assistance for legal matters?	<p>Select one:</p> <ol style="list-style-type: none"> 1. Mukhtars 2. Police station 3. Municipality 4. Non-governmental organization 5. Other: [open response]
F7	<p>What other difficulties do you face while living in this location?</p> <p>Note to assessor: DO NOT PROMPT RESPONSES</p>	<p>Select one or more:</p> <ol style="list-style-type: none"> 1. Conflict or tension with the host community 2. Discrimination by host community 3. Risk of forced recruitment 4. Immediate family members are missing 5. Women or girls are insecure in the area 6. Absence or loss of official documents 7. Inadequate/overcrowded housing 8. Inadequate drinking water supply 9. Insufficient food supply 10. Language barriers 11. Lack of information on services 12. Lack of information on legal status 13. Insufficient privacy for family members 14. Lack of job/self-employment opportunities 15. Unsafe work environment (abuse, physical assault, sexual harassment, etc.) 16. Lack of freedom of movement in the area 17. Difficult access to education 18. Difficult access to humanitarian assistance 19. Issues with medical care: lack of, insufficient 20. Other

F8	Of these difficulties, which are the most urgent for your household? (Ranked from 1 to 3 in order of importance)?	Highest priority Second priority Third priority
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Comments on the protection section

Open response

G. Observations

Note to assessor: DO NOT ask these questions – these questions are for you to look and see (observe), but the family should not be aware of this.

G1	Do you see any of the following in the house?	Select one or more: 1. Kitchen appliances 2. Washing machine 3. Television 4. Dish washer 5. Vehicle/car 6. Motorcycle
G2	Please note if you have considerable reasons to believe that the information that the family shared is not true. For which information? Why?	Open response

Annex 3: MPG Standard Operating Procedures:

Appendix C: Financial Service Provider (FSP) Review Checklist

Below is a table with a proposed list of questions and issues to consider when assessing Financial Service Providers (FSPs) for MPGs.

While an assessment of FSPs might have been developed internally by agencies looking at a range of actors and options to deliver cash transfers, rarely is this shared or channelled through an inter-agency system and therefore not publicly available or comparable. The below is an example of a template for an inter-agency review of FSPs to allow agencies to make informed decisions with regards to the most appropriate and effective FSPs.

FSP PROFILE	
Name of institution	
Founded in	
Registration with [banking authority]	
Board members	
Volume of assets (US\$m)	
Volume of accounts (US\$m)	
Number of clients	
Number of branches	
Number of ATMs	
ATM geographical distribution (map)	

Category	Question	Response	Weight	Score
Technical overview	1 If funds are transferred locally, how is this done, e.g. telex, Western Union, MoneyGram, SWIFT?	1 Telex	1	
		2 SWIFT		
		3 Real Time Gross Settlements (RTGS)		
		4 FSP (Western Union/ MoneyGram)		
		5 Clearing house		
		6 Other:		
	2 When was their last financial audit?			
	3 What is the name of the auditors?			

Category	Question	Response	Weight	Score	
	4	What was the audit opinion?	1	Unqualified	4
			2	Qualified	
			3	Disclaimer	
			4	Adverse	
	5	What is the total value of deposits held by the FSP in currency?			
	6	Is interest paid on deposits?	1	Yes	2
			2	No	
			3	No answer	
	7	If yes, what is the average interest rate?			
	8	Has the FSP/branch made provision for disaster recovery? Ask them what would happen if the FSP was robbed or funds were lost or misappropriated by a staff member. Note if they mention whether funds are covered by an insurance company.	1	Yes	3
			2	No	
			3	No answer	
	9	If yes, can we obtain a copy of disaster-recovery protocols?	1	Yes	2
			2	No	
			3	No answer	
	10	What is the explicit value of deposit insurance per account?			
	11	Does the FSP have an anti-money-laundering policy and/or anti-terrorism policy?	1	Yes	4
			2	No	
			3	No answer	
	12	If yes, did the country office obtain a hard copy of this policy?	1	Yes	2
2			No		
3			No answer		
13	Did the FSP submit a process flow for benefit delivery?	1	Yes	3	
		2	No		
		3	No answer		
14	If yes, does it meet the country office planned implementation requirement?	1	Yes	2	
		2	No		
		3	No answer		
15	Did the FSP submit a security protocol for delivering benefits?	1	Yes	4	
		2	No		
		3	No answer		
16	If yes, does it meet the country office planned implementation requirement?	1	Yes	2	
		2	No		
		3	No answer		

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Category	Question	Response	Weight	Score
Partnerships	17 Is the FSP used by MoSA or other UN Agencies, NGOs and/or embassies in emergency/development projects?	1 Yes	3	
		2 No		
3 No answer				
	18 If yes, what is the number of beneficiaries served?			
Services	19 Does the FSP have a prepaid debit card programme?	1 Yes	4	
		2 No		
		3 No answer		
	20 If yes, what is the volume (in cards) of that programme?			
	21 Can this programme be modified to suit agency's programme guidelines?	1 Yes	4	
		2 No		
		3 No answer		
22 Can this programme expand up-to-speed with increased bulk of users/clients?	1 Yes	4		
	2 No			
	3 No answer			
23 If yes, what is the average monthly caseload that can be added to the FSP's current capacity?				
Costs	24 Are FSP fees levied as a percentage or a fixed amount per transaction?	1 Yes	3	
		2 No		
		3 No answer		
25 If yes, what is the FSP transaction fee percentage/amount?				
26 Obtain fee schedule. Is there room for negotiation given transaction volume and quantity of accounts?	1 Yes	4		
	2 No			
	3 No answer			
Implementation details	27 Does the FSP have branches located in areas where the agency is implementing or plans to implement cash transfer programmes?	1 Yes	5	
		2 No		
		3 No answer		
	28 Are ATMs available in areas of planned and actual implementation?	1 Yes	5	
		2 No		
		3 No answer		
	29 Are account balances updated immediately after withdrawals and/or deposits?	1 Yes	3	
		2 No		
		3 No answer		
	30 Does the FSP have online FSPing facilities?	1 Yes	4	
		2 No		
		3 No answer		

Category	Question	Response	Weight	Score		
	31	1	Yes	4		
		2	No			
		3	No answer			
	32	What are the FSP hours and are they applicable to all locations?				
	33	Does the FSP employ or outsource helpline operators?	1	Yes	4	
			2	No		
			3	No answer		
	34	Can a helpline report be provided to the agency on a daily basis?	1	Yes	4	
			2	No		
			3	No answer		
	35	Can the FSP supply agency with cyclical reports based on agency reporting standards?	1	Yes	5	
			2	No		
			3	No answer		
	Agency-specific questions (e.g. Save the Children – International SCI)	36	1	Yes	5	
			2	No		
3			No answer			
37		Is the FSP willing to cooperate and share data (non-sensitive) with auditors, external evaluators and research missions related to the SCI programmes?	1	Yes	4	
			2	No		
			3	No answer		

Weight	Rationale
1	Low or no impact on programmes and partnership decision
2	Some impact on programmes and partnership decision
3	Moderate impact on programmes and partnership decision
4	High impact on programmes and partnership decision
5	Very high impact on programmes and partnership decision
Scoring	
If the answer is "Yes", then Score = 1 x Weight	
If the answer is "No" or "No Answer", then Score = 0	
The maximum score is 94	

Annex 3: MPG Standard Operating Procedures:**Appendix D: Bank Account – Case Management (EXAMPLE)**

Case	What to do with account?	What to do with balance?
Registered family has left [this particular given context]/resettled	Cancellation of account	Reversal of balance to MPG agency bank account
Registered family is found to be NOT eligible anymore	Cancellation of account	Any balance will be reversed to MPG agency bank account
Card is suspected to be misused/fraud	Suspension/temporary deactivation	Freeze the balance until a report of fraud has been closed. If fraud has occurred – cancel account. If not – reactivate account
Dormant accounts (3 transfers not utilised)	Cancellation of account	Balance will be retrieved on behalf of MPG agency bank account
Card found to be sold to other people	Cancellation of account	Balance will be retrieved on behalf of MPG agency bank account

Annex 3: MPG Standard Operating Procedures:

Appendix E: Example of MPG Operational Coordination Terms of Reference

Lebanon Basic Assistance Working Group

Background

After four years of extending a generous welcome to people displaced by the Syrian crisis, Lebanon's government and communities now face a critical test of stability. The Government of Lebanon (GoL), the United Nations (UN), Non-Governmental Organisations (NGOs) and other humanitarian partners jointly launched the Lebanon Crisis Response Plan (LCRP) in December 2014. This plan describes how the GoL and its partners will work together to reinforce stability through this crisis by addressing national and local service delivery systems while also meeting humanitarian needs.

The LCRP is based on nine sector strategies which are implemented and coordinated by the GoL, the UN and NGOs. Each sector has a working group which is led by government, with the support of a UN and NGO agency according to these Terms of Reference.

The Basic Assistance Working Group (WG) has the objective to define the policy and standards of the basic assistance sector. Its role is also to coordinate the implementation of activities under the sector among all actors: national and international NGOs, relevant government bodies and UN agencies. The Basic Assistance WG aims to ensure that assistance is provided in a harmonised way, using resources in the most efficient and impactful manner.

Structure

The WG is open to all humanitarian and stabilisation operational partners intervening with Basic Assistance programmes: government, UN/inter-governmental organisations or NGOs (both national and international) that are abiding by established humanitarian principles in the delivery of their humanitarian and stabilisation interventions.

The WG shall be chaired by The Ministry of Social Affairs (MoSA) and co-chaired by UNHCR and CARE,¹ as per their leadership and specific accountability in the sector's response.

Basic Assistance is provided to severely socio-economically vulnerable households in Lebanon, enabling them to meet basic needs without increasing negative coping mechanisms, both year-round as well as during extraordinary circumstances. Basic Assistance includes multi-sector cash transfers that allow households to prioritise their expenditures while maximising the impact of limited resources for the humanitarian response. In-kind assistance of standard core relief items and/or winterisation assistance will be maintained where cash-based programming is less appropriate.

Basic needs are specific to households, defined and prioritised by their members, and further shaped by socio-economic and living conditions. Basic needs can be exacerbated by stresses resulting from recent arrival in Lebanon, seasonal shocks, or increased insecurity within Lebanon. To build the capacity of beneficiaries and to help Lebanon respond to complex emergencies, the sector aims to strengthen existing social safety net mechanisms within the country.

¹ Core Group co-chair: Inter-agency Sector Coordinator + Representative with experience in both Cash and NFI Core Groups.

Beneficiaries

Basic assistance will be provided to those identified as the most socio-economically vulnerable Syrian refugees (registered and non-registered), Palestinian refugees from Syria, Palestinian refugees in Lebanon, Lebanese returnees, poor Lebanese and other refugees (Iraqis).

The most severely economically vulnerable Syrian refugees are estimated to be 29% of the total registered. Of the Lebanese population, 15% are identified as being below the national poverty line (subsisting on US\$3.84/day²).

Additional vulnerability criteria will be applied for holistic targeting, including from the Vulnerability Assessment of Syrian Refugees in Lebanon (VASyR), National Poverty Targeting Programme (NPTP), UN Relief and Works Agency for Palestinian Refugees (UNRWA) assessment, International Organisation for Migration (IOM) assessment, Minimum Expenditure Basket (MEB), etc., and the targeting exercise and household profiling. Some interventions will have specific criteria: date of arrival, lack of items or no prior assistance (for newcomers); altitude and exposure to cold (for winterisation assistance); gender, age, and field-identified sensitivities (for special needs cases).

Accountabilities

Consistent with the Basic Assistance sector strategy and its supporting sector results, including Outcomes, Outputs and Targets in the LCRP, the sector (co-) leads are accountable to:

- The LCRP steering committee through the inter-sectoral coordination structure.
- The Basic Assistance WG members.
- The field-based working groups, based on a two-way accountability mechanism between the field and Beirut.
- The institutions and individuals benefiting from the sector interventions in line with the Humanitarian Accountability Principles.

Responsibilities

- Advocate for equitable access to humanitarian support for all beneficiaries.
- Standardise multi-sector cash transfers, in-kind assistance and winterisation assistance in policy, strategy and practical application, e.g. defining the items in a standard core relief kit, USD values for winterisation, etc.
- Coordinate assistance on the basis of need, for comprehensive coverage of the country and to avoid duplication. Report and map activities through field level according to standard formats through field offices.
- Support implementing agencies in each area through developed strategies, guidelines, procedures and common tools for information management.
- Strengthen the flow of information to beneficiaries, government and donors to ensure transparency and accountability, in a manner that ensures data privacy.
- Provide technical support to collaboratively resolve programming issues, targeting and monitoring. Progressively build capacities of agencies.

² Based on an assessment carried out by MoSA in 2012.

-
- Support inter-agency processes involving cross-sector targeting and interventions to create a complementary and more cost-effective humanitarian response for Lebanon.
 - Define and evaluate indicators of programme impact, recognise lessons learned for best practices, and adapt results to programme design for future interventions after review.
 - Support field-level coordination groups.

Establishment and maintenance of appropriate sectoral coordination mechanisms

The Basic Assistance sector works in harmony with other sectors as per the proposed LCRP response structure. Nevertheless, this sector highlights the following coordination specificities:

- NPTP is the only official entity that has the national comprehensive database of vulnerable Lebanese households (HHs), ranked and selected as eligible NPTP beneficiaries.
- Targeting Lebanese HHs should be coordinated with NPTP to avoid overlapping. The assistances should be based on NPTP data, while the implementation plan must be in coordination with NPTP.
- Adaptability and preparedness for the evolving context and available resources to ensure that programmes remain relevant and appropriately address needs.
- Meaningful engagement, capacity-building, inclusiveness and cooperation between all partners, including UN agencies, international and national NGOs, and civil society, with transparent information on who is doing what, where, and when.
- Participatory and community-based approaches across all activities and programme design.
- Accountability to beneficiaries, the GoL, donors and other sector partners, adhering to established humanitarian operating procedures.
- Consideration of cross-cutting issues, such as environmental impact, protection concerns, disaster risk reduction, gender and stabilisation.
- Coordination with other sectors as appropriate to streamline the humanitarian response.
- Impartiality and transparency in decision-making.

Procedures

- Sector coordinator and co-chair of Core Group will share leadership responsibilities. The co-chair will be selected through a participatory and transparent process, and by wide agreement of members. The co-leads should demonstrate technical expertise, operational capacity, and willingness to commit time and resources to the positions.
- Membership is open to any agency involved in any of the sector activities, allowing for realities in the field to be accurately reflected and for linkages to other sectors to be adequately made.
- A minimum of one monthly meeting at the national level, scheduled for the third Friday of each month, at 10.00am in the Inter-Agency Coordination Unit office in Beirut. The agenda of meetings will be set by consensus of members.
- Sub-WGs to be organised and concluded as needed to deal with, among other things, specific activities such as impact studies, GoL missions for capacity-building or emergency response planning in case of influx or internal displacement.

Attention to cross-sectoral priorities including gender

- Participate in monthly inter-sectoral and inter-agency meetings and other relevant inter-agency processes to ensure that appropriate linkages are made with other sectors' objectives and strategies.
- Reach out to other sectors (e.g. attend meetings of other sectors or engage Core Group members to represent if needed) to ensure effective cross-sectoral links for an improved cross-sectoral coordination.
- Identify and address cross-sectoral priorities.
- Ensure gender-sensitive programming and promote gender equality, and ensure that the needs, contributions and capacities of women and girls as well as men and boys are addressed.
- Ensure that social stability principles are integrated in the sector strategies, programmes and activities through conflict-sensitivity mainstreaming.

Monitoring and reporting

- Use and promote Activity Info as the inter-sectoral reporting tool to monitor progress of the implementation of the sector strategy.
- Verify monthly data entry of sector partners and provide quality assurance of Activity Info data for the sector.
- Submit the monthly and quarterly sector dashboards every 15th day of the month following the reporting period. The dashboards monitor progress against key indicators and targets as set out in the LCRP sector strategies and results frameworks.

Communication, advocacy and resource mobilisation

- Identify core advocacy concerns, including resource requirements, and contribute key messages to broader advocacy initiatives of the Humanitarian Coordinator and other actors.
- Advocate for donors to fund humanitarian actors to carry out priority activities in the sector concerned, while at the same time encouraging sectoral group participants to mobilise resources for their activities through their usual channels.
- Submit inputs into regular inter-agency communication products.

Emergency preparedness

- Ensure contingency planning, preparedness and capacity building for new/seasonal emergencies.
- Participate in contingency planning and preparedness processes.

Application of standards

- Ensure that agreed in-country and global standards and guidelines are met.
- Ensure that the WG members are aware of relevant policy guidelines, technical standards and relevant commitments/policy changes that the GoL has made.

Inclusion of key stabilisation and humanitarian partners

- Ensure inclusion of key stabilisation and humanitarian partners for the sector respecting their respective mandates and programme priorities. Special focus will be given to the inclusion of Lebanese institutions and organisations.

Responsibilities of the Core Group

The objective of the Basic Assistance Core Group is to set the strategic direction of the Basic Assistance Sector and provide a platform for coordination and in-depth review, guidance and decision-making on matters of concern to the wider WG. These Terms of Reference should be read in conjunction with the WG Terms of Reference. The Core Group is composed of 15 members (9 voting members). Key roles to fill are:

Basic Assistance Sector, Core Group, March 2015		
Representation	Organisation	Voting power
Chair	MoSA	1
Co-chair	UNHCR Inter-agency	0
Co-chair	Care Lebanon	0
NFI Technical Support	UNHCR Inter-agency	0
Cash Technical Support	UNHCR Inter-agency	0
Govt representative	MoSA	0
Programme representative	UNHCR	1
Programme representative	Unicef	1
Programme representative	UNRWA	1
Programme representative	WFP	1
Programme representative	OCHA	0
INGO representative	ACTED	1
INGO representative	SIF	1
NGO representative	LRC	1
Lebanon Cash Consortium	Lebanon Cash Consortium	1
		9

The Core Group will:

- Provide support and introduce common procedures for assessing and identifying the most appropriate modality (cash, in-kind or voucher) for Basic Assistance according to the context and target group.
- Endorse common processes and tools such as targeting, monitoring and evaluation, information management, and communication by establishing standard operating procedures and parameters for programmes, thereby creating accountability to beneficiaries, partners and donors.
- Build consensus around key activities in the sector for harmonised strategic approaches where applicable.
- Support internal and external review of sector activities and implementing agencies.
- Designate tasks as required for ad-hoc projects or subgroups: e.g. seasonal subgroups, targeting exercises.
- Monitor progress toward fulfilling objectives of the LCRP/Regional Refugee and Resilience Plan (3RP) and lead process for mid-term review. Provide relevant input and technical advice to align where possible to national and regional strategies and processes.
- Identify gaps in capacities and overlaps in services of sector actors. Participate in inter-agency and inter-sector processes to ensure appropriate linkages with other sectors' objectives and strategies.
- Identify and communicate advocacy messages with the GoL, the donor community and other relevant development actors.

Procedures

- The representatives from UNHCR, WFP, UNRWA, OCHA and MoSA shall be nominated from their bodies as per internal recommendations.
- Qualified members must:
 - a. Have demonstrated active engagement within the WG or task teams relevant to the scope of the sector
 - b. Have a decision-making or leadership position within their respective agency
 - c. Be from an agency that has demonstrated significant geographic and financial coverage
 - d. Be from an agency which has significant decision-making and coordination capacity in the inter-agency consortium.
- The Basic Assistance WG may refer any issues that it cannot resolve or decide upon at the WG level up to the Core Group for discussion and resolution. Obtain endorsement on recommendations and decisions from the national WG. Leads and co-leads should report back to the LCRP steering committee/inter-sector/inter-agency coordinator.
- Any decisions must be taken by consensus. If no consensus can be achieved, a deciding vote requires a two-thirds majority of the members. Voting in absentia is not possible. However, a member may, in exceptional cases, designate a replacement to vote on their behalf.
- Ensure that representatives have technical knowledge and represent practical field realities.
- Decisions related to MoSA activities require approval, where the represented has to consult with management.

Roles and responsibilities of the Basic Assistance WG chair and co-chairs

As of March 2015, the Basic Assistance WG is:

- Chaired by the Ministry of Social Affairs represented by Hadi HADDAD (hadi_haddad@live.com – 03 716 164)
- Co-chaired by UNHCR Inter-agency represented by Khalil DAGHER (dagherk@unhcr.org – 03 177 379)
- Co-chaired by CARE represented by Dalia SBEIH (sbeih@careliban.org – 79 160 298)

The chair and co-chairs ensure the implementation and compliance with the above Terms of Reference. They share the following responsibilities:

- Planning and strategy development.
- Development and application of standards.
- Establishment and maintenance of appropriate sectoral coordination mechanisms.
- Monitoring and reporting.
- Communication, advocacy and resource mobilisation.
- Emergency preparedness.

- Inclusion of key stabilisation and humanitarian partners.
- Training and capacity building.
- Attention to cross-sectoral priorities, including gender.

They are accountable to 1) the LCRP Steering Committee through the inter-sectoral coordination structure; 2) the WG members; 3) the field-based working groups, based on a two-way accountability mechanism between the field and Beirut; and 4) the institutions and individuals benefiting from the sector interventions, in line with the Humanitarian Accountability Principles.

To ease coordination and communication, and as of March 2015, the roles between the chair and co-chair are split as follows:

- Chair/MoSA is in charge of:
 - The general strategic direction of the Basic Assistance WG
 - Liaising with the GoL and local authorities, including in the field
 - Reinforcing the link with key stabilisation and local humanitarian partners.
- Co-chairs/CARE and UNHCR inter-agency representatives are in charge of:
 - Liaising with UNHCR field offices and field coordination mechanisms
 - Information management including reporting and mapping
 - Emergency preparedness and winterisation programming
 - Leading the development of standards and liaising with necessary actors for both programming and monitoring
 - Targeting and HH assessment in cooperation with Food Security WG.

The remaining responsibilities (maintenance of coordination mechanisms, planning, advocacy and capacity building) are shared.

Annex 3: MPG Standard Operating Procedures:**Appendix F: Post Distribution Monitoring
Tools (PDM)****Sample from Turkey DRC – Cash/Voucher Household Post Distribution
Monitoring (PDM)****Introduction:**

I would like to thank you very much for taking the time to speak to us; we represent an NGO called the Danish Refugee Council. DRC is an independent (not linked to any government agency) neutral and impartial organisation that brings urgent assistance to vulnerable refugees. We would like to ask you some questions about your family and the assistance you received from DRC to better understand your situation. The survey usually takes about 20 minutes to complete. We hope that you will participate since the information you will provide is essential to DRC understanding your perspective.

All the information that you share with the organization will be confidential. No names will be shared with any organization without your approval and the data is exclusively used for statistical reasons.

Please ask us to clarify if you do not understand the question.

GENERAL INFORMATION	
Interviewer:	Date:
Location:	GPS Coordinates:
Referral by (if case was referred):	Date of referral:

Definition of a HOUSEHOLD – DRC considers a “household” to be a family – the individuals who rely on the same income/assistance/assets to live. This means they share food, living quarters

Ways to determine a HH: 1) household/family shares same AFAD registration. 2) If your family has to leave here tomorrow, who will move with you?

BIODATA		
1	Name of person interviewed (Has to be above 18 years of age)	Open response
2	Has your household composition changed since the last DRC visit?	Select one: 1. Yes – prompts update of Assessment Section A 2. No
3	Has your shelter situation changed?	Select one: 1. Yes – prompts update of Section B 2. No
4	Has anyone in your household become ill or injured since the last DRC visit?	Select one: 1. Yes – prompts update of Section E 2. No

5	Has anyone in household become pregnant since the last DRC visit?	Select one: 1. Yes – prompts update of Section E7 2. No
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A11 – Employment/labour in Turkey in the last 30 days:

Number of days worked (p/p) Daily labour or regular employment?	Number Select one: 1. Daily labour 2. Regular employment
Amount earned per day (TL p/p per day): Hours worked per day (p/p per day):	Number Number

C. LIVELIHOODS: INCOME, ASSETS, NEEDS

C1	What is the average weekly income of the household in TL? Note to assessor: Ask this question directly	Number
C2	Main sources of income (top 3) in the last 30 days (Rank 1-2-3)	Select three (ranking order): 1. Income from labour within HH 2. Income from labour of someone outside of HH 3. Assistance or gifts 4. Remittances 5. Savings/selling assets 6. Debt/loans 7. Other
C3	How much does your family spend per 30 days/1 month?	Enter number (TL) for each category: Food Rent Utilities Fuel Hygiene items Education Phone Clothing Transport Health Other
C4	In the last 3 months have you been unable to pay for your bills due to lack of money?	Select one: 1. Yes – Triggers C5 2. No
C5	Which bills could you not pay?	Select one or multiple: 1. Rent 2. Water 3. Electricity 4. Mobile phone 5. Natural gas

ANNEX 3: TEMPLATE OF STANDARD OPERATING PROCEDURES FOR THE
DESIGN AND IMPLEMENTATION OF COORDINATED MULTIPURPOSE CASH GRANTS

C6	In the past month, were there any needs you could not meet?	<p>Select one or multiple:</p> <ol style="list-style-type: none"> 1. Food 2. Utilities 3. Rent 4. Hygiene items 5. Household items 6. Clothing 7. Baby needs: formula, clothes, diapers, etc. 8. Education: school fees, supplies, etc. 9. Other 10. Not applicable
C7	Why could you not meet these needs?	<p>Select one or multiple:</p> <ol style="list-style-type: none"> 1. Lack of money 2. Unavailable 3. Don't know where to get 4. Other
C8	<p>In the last 7 days did your household do one of the following things to cope with the lack of food?</p> <p>Note to assessor: DO NOT PROMPT RESPONSES</p>	<p>Select one or multiple:</p> <ol style="list-style-type: none"> 1. Rely on less preferred and less expensive food 2. Borrow food or rely on help from relatives or friends 3. Limit portion sizes at meals 4. Restrict consumption by adults (so children can eat) 5. Reduce number of meals eaten in a day 6. Skip entire days without eating 7. Not Applicable
C9	<p>In the last 30 days, did your household do one of the following things because you were unable to meet your needs?</p> <p>Note to assessor: DO NOT PROMPT RESPONSES</p>	<p>Select one or multiple:</p> <ol style="list-style-type: none"> 1. Purchase food on credit or borrow money to buy food 2. Sold household assets (jewellery, phone, furniture) 3. Asked for food 4. Spent savings on food 5. Reduced spending on non-food items 6. Had school aged children working 7. Not Applicable

C10	How do you plan to meet your needs in the next 30 days? Note to assessor: DO NOT PROMPT RESPONSES	Select one or more: 1. Ask for help 2. Sell goods/assets 3. Seek assistance 4. Consider returning to Syria 5. Apply for camps 6. Change family composition (marriage) 7. Adults will seek work/daily labour 8. Include school aged children in income generation 9. Other
C11	How do you plan to meet your needs in the next 3 months? Note to assessor: DO NOT PROMPT RESPONSES	Select one or more: 1. Ask for help 2. Sell goods/assets 3. Seek assistance 4. Consider returning to Syria 5. Apply for camps 6. Change family composition (marriage) 7. Adults will seek work/daily labour 8. Include school aged children in income generation 9. Other

INFORMATION ON DEBT

C12a	Do you owe any debt or instalment loan? Note to assessor: Remember to ask about debts incurred in Syria	Select one: 1. Yes – Triggers C13 2. No
------	--	---

C13	Debt Details		
	C13a Where is the debt from?	C13b How much is the debt (currency)?	C13c What is the debt for?
1	Open response	Number	Open response
2			
3			

Section Y: E-CARD ONLY

1. When did you receive the e-voucher? _____

2. How much is the e-voucher worth? _____

3. Have you used the e-voucher? _____

Y	N
---	---

If yes, how much have you used? _____

4. What did you purchase with the e-voucher?

ANNEX 3: TEMPLATE OF STANDARD OPERATING PROCEDURES FOR THE
DESIGN AND IMPLEMENTATION OF COORDINATED MULTIPURPOSE CASH GRANTS

	Item	1st time	2nd time	3rd time
1	Bread/Rice/ Bulgur			
2	Pulses			
3	Dairy products			
4	Oil/Butter			
5	Meat (fresh or canned)			
6	Sugar			
7	Salt			
8	Coffee or Tea			
9	Hygiene materials for the house (cleaning products)			
10	Hygiene materials for the family (shampoo, toilet paper)			
11	Diapers			
12	Hygiene materials for women			
13	Other items bought, specify:			

9. Did you face any problems using the e-voucher?

Y	N
---	---

Please specify any problems:

10. Are you satisfied with the mechanism of e-voucher?

Y	N
---	---

If No, Please specify why:

11. Would you have preferred to receive?

- NFIs instead of the voucher
- Food instead of the voucher

Y	N
Y	N

12. Rate the products available in the market

- **Quality of goods:**

Good	Fair	Poor
------	------	------

If Poor, please explain why

- **Availability of goods:**

Good	Fair	Poor
------	------	------

If Poor, please explain why

13. Are you purchasing goods at prices similar to before the programme?

Y	N
---	---

14. Please probe the utilization of the food, i.e. what the family is doing with the items purchased and enter percentages accordingly.

		Trade for other food	Trade for Non Food Items	Share outside household	Loan Repayment	Sell	Eat/Use	Total
1	Food							
2	Hygiene items							
3	Other items							

15A	Has control over the card caused any disagreement within your household? 1 = Yes; 0 = No	15B	If yes what was the disagreement/type of disagreement?
16	Who used the card in the household? 1 = male spouse; 2 = female spouse; 3 = jointly; 4 = other (specify)	17A	How did you feel while using the card? 1 = Safe, 2 = Unsafe 3 = Not safe or unsafe
17B	If you replied unsafe to 14.12, why?	18	Has anyone tried to get hold of your card, either through persuasion or force?
19A	Did you contact the NGO helpline for support 1 = Yes; 2 = No What was your issue?	19B	If yes to 19A, did they resolve your issue?

Section Z: CASH ONLY

1	Did the cash grant help you with any of the following? (yes / no)		
A	Pay off debts/credit	0= No	1 = Yes
B	Save money	0= No	1 = Yes
C	Buy items / goods you could not before (list goods)	0= No=	1 = Yes=
D	Pay for services you could not before (list goods)	0= No	1 = Yes
2	Did you receive a text message telling you when the cash was ready? 1 = Yes; 0 = No, 2 = Not Applicable (no phone)		
3	Where did you get the cash from (specific location name)?		
4A	How did you travel to the PTT?(post office) 1 = Walking; 2 = Bus; 3 = Private Vehicle; 4 = Taxi; 5 = Other		
4B	How much time did it take you to travel to the PTT? 1 = <15 mins; 2 = 15–30 mins; 3 = 30–45 mins; 4 = 46–60 mins; 5 = > 1 hour		
4C	How much money did you spend to get to the PTT? (TL) 1. < 2 TL 2. 2 TL – 5 TL 3. 6 TL – 10 TL 4. More than 10 TL		
5A	Did you have any problems getting the cash? 1 = Yes; 0 = No	5B	If yes to 5A, what was the problem? 1 = Forgot ID; 2 = Name was not on the list; 3 = Didn't know location of PTT; 4 = Long waiting time / queue; 5 = Other (SPECIFY)

ANNEX 3: TEMPLATE OF STANDARD OPERATING PROCEDURES FOR THE
DESIGN AND IMPLEMENTATION OF COORDINATED MULTIPURPOSE CASH GRANTS

6A	Has control over the cash caused any disagreement within your household? 1 = Yes; 0 = No	6B	If yes what was the disagreement/type of disagreement?
7	Who used the money in the household? 1 = male spouse; 2 = female spouse; 3 = jointly; 4 = other (specify)	8A	How did you feel while receiving the cash? 1 = Safe, 2 =Unsafe, 3 = Not safe or unsafe
8B	If you replied unsafe, why?	9	Has anyone tried to get hold of your cash, either through persuasion or force?

10. What did you spend the cash assistance on?

Write 0 if there is no expenditure.

a. FOOD (Including voucher) _____ TL \$	b. HOUSE RENT _____ TL \$	c. FUEL (cooking gas/petrol) _____ TL \$
d. HYGIENE ITEMS _____ TL \$	e. EDUCATION _____ TL \$	f. UTILITIES _____ TL \$
g. SAVINGS _____ TL \$	h. MOBILE PHONE _____ TL \$	i. CLOTHING _____ TL \$
j. STOVE _____ TL \$	k. TRANSPORT _____ TL \$	l. DEBT REPAYMENT _____ TL P \$
m. HEALTH COSTS _____ TL P= \$	n. SHELTER MATERIALS _____ TL \$	o. GAVE MONEY TO FAMILY OR FRIENDS _____ TL \$
p. OTHER _____ TL \$	q. TOTAL _____ TL \$	

11A	Did you contact the NGO helpline for support 1 =Yes; 2 =No What was your issue?	11B	If yes to 13.4, did they resolve your issue?
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G. Observations

Note to assessor: **DO NOT** ask these questions – these questions are for you to look and see (observe), but the family should not be aware of this.

G1	Do you see any of the following in the house?	Select one or more: 1. Kitchen appliances 2. Washing machine 3. Television 4. Dish washer 5. Vehicle/car 6. Motorcycle
G2	Please note if you have considerable reasons to believe that the information that the family shared is not true. For which information? Why?	Open response

ANNEX 4

OF THE MULTIPURPOSE CASH GRANT TOOLKIT:

Common Delivery Mechanisms

After identifying the best delivery mechanism, can delivery be more user-friendly and cost-efficient if we deliver together?

What it is

As the administration, management and technologies for Common Delivery Mechanisms (CDMs) are rapidly evolving, this section is meant to assist those agencies considering CDMs and describe some of the different models tried thus far. It assumes a basic knowledge of delivery terminology, technologies and tools. While the toolkit focuses on the delivery of cash rather than vouchers, a common “platform” has also been used to deliver cash and e-vouchers; as such, this advice will refer to possible linkages with delivery technologies that can accommodate both.¹

Principles

The decision to use a CDM needs to be driven by principles and an assessment of appropriateness and feasibility. Core principles include:

- Starting with an intent to make delivery services available to a larger number of agencies.
- Timeliness.
- Cost-efficiency and cost-effectiveness gains in line with scale and number of participating agencies.
- User-friendliness from both a beneficiary and agency perspective.
- The ability to meet agency and donor accountability, traceability and reporting requirements.

It is better to start together, but practically this is not always possible, as agencies have different start-up times, capacities, etc. However, if the agency which starts negotiating financial services does so with the intention of ensuring that others can benefit from the same service, this can help to avoid problems of duplicating or retrofitting services later on.

Estimating the cost-efficiency or cost-effectiveness of CDMs resembles cost-comparisons for other financial services, with some additional costs to consider. The basic assumption is that by working together, agencies can both achieve economies of scale and reduce start-up and recurrent costs, including negotiating better rates with service providers. Distinguish between agency-specific and shared costs. Essential costs to consider include:

- **Costs associated with using the same delivery mechanism**, e.g. one card,² that would normally be included in commercial contract(s) – such as cost of ATM cards, SIM cards, mobile phones, etc., uploading and withdrawing funds, the relative cost of one wallet versus multiple wallets if necessary, and the relative cost of having both ATM and POS capacity if required.³
- **Costs associated with managing the service, e.g. administrative costs**, including the cost of the FSP, single agency or multiple agencies managing data, data transfer, card issuance and management including replacement, and reporting. Programme costs, including the division of responsibilities that are not administrative and may include card distribution, cardholder verification, complaints and grievances, and monitoring.

¹ There is an ongoing discussion on all forms of digital delivery of humanitarian assistance, beyond MPGs. A more detailed synthesis of alternatives and comparison of delivery models, as well as the appropriate staging (crisis-recovery-development) is beyond the scope of this toolkit, not least as the humanitarian community is still in the experimental stage.

² Using mobile technologies, this may not be a card but rather a SIM-based account.

³ The costs incurred for e-transfers are detailed in CaLP (2013) E-transfers in emergencies: implementation support guidelines. See Resources for link.

- **Costs to beneficiaries.** This considers both user-friendliness and ease of use from a technological perspective, and any costs borne by the beneficiary, including time and money. Consider the beneficiary's perspective. In some cases, they may prefer a single delivery mechanism (be it a phone or a card) rather than several. In other cases, they may prefer having more than one delivery mechanism or more than one card, which may mitigate risk if, for example, a card is lost or not functioning.⁴

Cost-effectiveness analysis will most often be carried out retrospectively, but will include any demonstrable gains in reducing duplicate direct, administrative or programme-related costs, and any gains in increasing coverage, timeliness, reducing duplication in the provision of cash benefits, etc. It should also consider any losses due to potentially reduced flexibility of individual approaches.

Current accountability, traceability and reporting requirements are being challenged by the increasing use of cash-based interventions, not least of MPG. Innovative approaches using consortia, wallets, first-in first-out accounting principles (Box 2) are being experimented with.

Essential Checklist

Is a CDM appropriate? The decision to use a CDM should be made based on its *appropriateness* and not just because it is feasible. The decision as to whether a CDM is appropriate will be based in part on information from the Needs Assessments and Response Analysis (See [Part 1 Situation and Response Analysis](#)). It assumes the following:

- Unrestricted (multipurpose) cash is an appropriate cash modality to meet humanitarian objectives.
- Multiple agencies would employ this cash modality.
- The targeting strategy involves identifying individuals by name and other personal information, allowing for a unified beneficiary list.⁵
- The scale and duration of the intervention would result in efficiency and effectiveness gains if a CDM is used.
- There are no other programme objectives or design constraints that would make a CDM inappropriate, e.g. the use of conditionality, specific beneficiary privacy concerns, etc.

Is a CDM feasible?

Service providers should be capable of meeting the technical, legal, administrative and other procedure-related requirements for a delivery mechanism that is capable of accommodating multiple client-agencies and their donor requirements.⁶ There are several good macro and micro payment service provider assessment tools (see [CaLP website](#)). The combined agency and donor requirements should be defined from the beginning, ideally informing a joint tender or request for proposals (see examples below).⁷ Other compatibility or feasibility issues that must be considered from the outset include⁸ integrated or interoperable beneficiary information systems, common risk management strategies including data protection, and/or common monitoring systems.

Agencies should agree on payment of indirect support costs and other agency-specific overheads. This is particularly an issue where one agency manages the funds of another (commonly known as "pass through"

⁴ Lesson learned from the joint cash/e-voucher pilot in Lebanon (NGO Consortium, personal communication).

⁵ Even if different beneficiaries receive different amounts.

⁶ A detailed Micro Financial Sector Assessment would also take into consideration security requirements,

⁷ Alternatively, if an agency's procurement procedure meets minimum standards, other agencies may be able to "piggyback" or use the same procurement outcome, e.g. sign up to the same terms and conditions without duplicating the process.

⁸ Programming issues of determining transfer value, rationalising the cash pipeline and beneficiary list, etc. are not considered here as these are not directly relevant to the service provider but may be a function of a platform manager if such a model is chosen.

or “contribution”). A good starting point for joint initiatives is defining what is called “terms of engagement” (see Box 3). These are not binding, but they put in black and white the negotiable and non-negotiable terms of working together.

BOX 1. LESSONS (BEING) LEARNED⁹

Where CDMs or bulk payment products¹⁰ already exist, working with these services rather than in parallel has multiple benefits, e.g. reinforcing government safety net programmes, avoiding potentially negative consequences of competition for facilities such as ATMs, and facilitating quicker start-up.

When a CDM does not exist and a new product must be designed, experience thus far has demonstrated that it is easier to start together than to retrofit an existing service, because services and contracts negotiated by one agency may not meet the programme needs and administrative or financial requirements of others. Issues encountered included the addition of “wallets” and different payment mechanisms, for example point of sale (POS) versus ATM cards.¹¹

Developing bespoke services is easier (and less expensive) when the FSP owns and manages the distribution outlets.

If multiple agencies are considering CBIs at scale and demand is not coordinated, this can overwhelm existing capacity. The Logistics Cluster is developing tools for assessing aggregate demand and supply for payment services.

It is important to think beyond the lifespan of one agency or discrete programme. Specify who is the card “owner” (bank, account holder, card holder, etc.) to ensure that card and card services (e.g. issuance, replacement, cancellation) remain operational even if the card “manager” phases out. Specify what services will continue at what cost, and who will pay.

⁹ Based on lessons being learned in Lebanon, Jordan, Egypt, Nepal and the Philippines.

¹⁰ Or “high volume payment mechanisms” – products that allow payments from one payer to multiple recipients. A CDM might use a bulk payment product.

¹¹ Based on experience in Lebanon, Jordan and Egypt. However, continuous experience and evaluation will influence the final guidance on this issue.

BOX 2. MINIMUM STANDARDS FOR JOINT PAYMENT SERVICES IN LEBANON

- Any common payment services must respect agencies' legal and financial rules and requirements, e.g. management of bank accounts, transaction instruction, the use of power of attorney, etc.
- Any common services, processes and procedures need to be clearly defined and validated to ensure they can produce accurate and complete accounting transactions compatible with agency and donor requirements and regulations. In most cases, this includes full traceability to meet financial reporting accounting and audit requirements, including reconciliation. Specific information required includes reporting on the number of transfer payments uploaded/available for collection at the due time, the number of payments uploaded/available but not collected by beneficiaries, and analyses of repeatedly uncollected payments.
- Agencies will provide transparent, full-cost reporting, e.g. costs charged by payment service provider including card issuance, uploads, withdrawals, any other costs, and any cost incurred by other intermediaries (e.g. the "platform manager") such as staff and investment in hardware and software.
- Beneficiary information management both within agencies and between agencies and payment service providers must respect minimum standards in data privacy and agencies' data-protection policies. This includes pre-defined data-sharing rules such as codes for anonymisation, data transfer protocols, e.g. a virtual private network¹² or host-to-host communication, electronic signatory procedures for bank instruction and, if possible, encryption.
- A functioning grievance and complaints system exists in relation with the utilisation of cards, roles and responsibilities are well-defined, and capacity is guaranteed.
- A monitoring and evaluation framework exists that tests the assumptions of cost-efficiency and cost-effectiveness.

Select the CDM from different options, documenting the rationale and assumptions. There are several models being experimented with for common delivery of CBIs. These include:

Bank-managed: The same service provider providing several commercial contracts on the same negotiated terms, unless different services are provided (e.g. POS versus ATM). In this case, while a single entity "owns" the card (bank, account holder or card holder), the banking instructions and accounts are agency-specific.

Agency-managed: One commercial contract and several implementing partner contracts. This arrangement is also known as "pass through". In this model, a lead agency owns a "common account", is the designated liaison with the bank, and manages the banking instruction and cards, including authorising replacements, on behalf of many agencies.¹³

Government-managed: In some countries, governments provide payment services to pay civil servants or to provide social services such as cash safety nets to the poor. Agencies may contract governments to provide relief, often to disaster-affected persons.

In all cases, it is important to clarify in the contractual arrangements who assumes the risk for contracting a given service provider, particularly if the service provider is unable to fulfil its responsibilities or is involved in fraud and corruption.

¹² A virtual private network (VPN) extends a private network across a public network, such as the Internet. It enables users to send and receive data across shared or public networks as if their computing devices were directly connected to the private network, and thus are benefiting from the functionality, security and management policies of the private network.

¹³ See [the example of Occupied Palestinian Territories and Lebanon](#).

BOX 3. EXAMPLE OF TERMS OF ENGAGEMENT BETWEEN MULTIPLE AGENCIES AND A THIRD PARTY SERVICE PROVIDER¹⁴

1. System must be able to calculate fees and any remaining balance returns for common wallets. first-in-first out (FIFO) accounting standards will be used.¹⁵
2. Validation and identification of the funding entity by individual transactions:
 - Uploading individual transactions for each user (inbound).
 - Downloading individual transactions for each user (outbound).
 - Individual attribution of fees and charges to each user, based on individual transactions and differentiating payment modalities of ATM, POS and other electronic transactions.
3. Transactional data on the project must allow for detailed analysis and required audit record- keeping. This includes:
 - Ability to identify card's status.
 - Ability to identify card balance.
 - Analysis for better refugee protection.
 - Analysis for better negotiations for future similar projects.
 - Analysis and detection of fraud-like behaviour.
4. Ability to receive reports on a daily basis to identify and respond to any problem as soon as it arises, with a maximum of one-day delay, and to have up-to-date records. Reporting includes transmission of transactions and card status reports that allow for matching and reconciling the case number with the card number.
5. Use hash SHA-256 minimum¹⁶ in any communication, report, file-sharing and authorisation letter among the participating agencies and the bank. Using hash match will guarantee that the files shared and the files processed are exactly the same. This will protect the system from human error and/or intervention and will be an essential part in solving any dispute.
6. Clear segregation of duties (e.g. between user receiving reports and users uploading files).

Define standard operating procedures (SOPs).

SOPs for a CDM should include specifics on procedures such as:

- Enrolling beneficiaries, including using biometrics if appropriate.
- Opening accounts, signatories, etc.
- Ordering and issuing individual phones/cards/accounts and PINs.
- Distribution of phones/cards/account information and PINs.
- Providing banking instruction and precursor steps for a unified banking instruction.
- Defining "unusual activity" (withdrawal limits, etc.).
- Defining "inactive accounts" and "unclaimed funds", and SOPs for notification of beneficiary, closure of accounts and reclamation of funds.

¹⁴ See UNHCR, Cash Section (hqcash@unhcr.org) for examples

¹⁵ https://en.wikipedia.org/wiki/FIFO_and_LIFO_accounting

¹⁶ The SHA (Secure Hash Algorithm) is one of a number of cryptographic hash functions. A cryptographic hash is like a signature for a text or a data file. SHA-256 algorithm generates an almost-unique, fixed size256-bit (32-byte) hash. Hash is a one-way function – it cannot be decrypted back. See E-Lan for tip sheet on encryption.

- Cancelling cards/accounts.
- Account/card management, including lost cards and reissuing cards.
- Procedures for reclaiming and reimbursing uncollected funds.
- Type and periodicity of activity reporting and tracking, receipt and redistribution.
- Contingency planning and triggers for when a switch between different payment modalities is necessary, e.g. cash versus e-vouchers, phone versus ATM versus teller-based withdrawals, etc.

Monitor the effectiveness of the approach. A monitoring and evaluation framework should be established to determine cost-effectiveness, efficiency and user-friendliness of the CDM. If the CDM is implemented by multiple agencies from the beginning, a transition from single agency to multiple agencies is being made, or an existing service provision is being retrofitted, information should be collected at baseline and then periodically. If the CDM includes mixed modalities (e.g. one card provides both MPGs and e-voucher assistance), it is essential to be able to disaggregate the data between the two modalities for accountability and reporting purposes. Other possible indicators for monitoring performance include:

Cost and time necessary to set up agency-specific arrangement versus CDM. Take particular note of any cost savings achieved through economies of scale. Time considerations should include not only time for determining and signing contractual obligations of all parties concerned, but also time for finalising banking instruction, distribution of cards, uploading cards and dealing with problems, e.g. replacement of lost cards, etc.

Percentage of beneficiaries satisfied with CDM arrangements: Utilisation of card, ease of using separate wallets (if relevant), accessing funds, time savings/convenience, resolution of problems, intra-household use of card, intra-household decision-making regarding use of funds, etc.

Percentage of agency staffs satisfied with CDM arrangements: Division of responsibilities between agencies, timeliness of delegated tasks, satisfaction with design and satisfaction with partner performance (agencies, payment service providers, etc.).

Define the exit strategy. What to do with card or account once programme is over? Often in humanitarian settings, the programme exit strategy or phase-out of a programme is overlooked at the beginning. The same can be true for payment mechanisms. However, payment systems offer enormous advantages in that they can promote financial inclusion and more equitable relationships between FSPs and recipients. Similarly, if existing public services can be reinforced during emergencies through capacity building of government entities, this will benefit all parties (agencies, governments and civil society) in both emergency and non-emergency contexts. Agencies can promote the sustainability of CDMs by including financial inclusion indicators in the FSP selection process, as well as anticipating when and how the exit and handover process can take place. This will also influence the analysis of cost efficiency and effectiveness.

RESOURCES

CaLP (2013) [Protecting Beneficiary Privacy](#): principles and operational standards for the secure use of personal data in cash and e-transfer programmes

CaLP (2013) [E-transfers in emergencies](#): implementation support guidelines.

WFP (2015) [Cash and Voucher Guidelines](#): Macro and Micro Financial Sector Assessment, p.19

INTOSAI (2013) [International Standards on Auditing](#).

[E-transfers learning network](#) (E-Lan)

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