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# Cash and Voucher Assistance for Education in Emergencies Synthesis Report and Guidelines



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## Acknowledgements

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## Acronyms

<b>5W</b>	Who What Where When and for Whom
<b>ARCC</b>	Alternative Response to Communities in Crisis
<b>BNA</b>	Basic Needs Analysis
<b>CaLP</b>	Cash Learning Partnership
<b>CashCap</b>	Cash and Markets Standby Capacity Project
<b>CCG</b>	Child Cash Grant
<b>CCTE</b>	Conditional Cash Transfer for Education
<b>CESSP</b>	Education Sector Support Project
<b>CVA</b>	Cash and Voucher Assistance
<b>CWG</b>	Cash Working Group
<b>DRC</b>	Democratic Republic of Congo
<b>ECC</b>	Education Cluster Coordinator
<b>DG-ECHO</b>	Directorate General for European Civil Protection and Humanitarian Aid Operations
<b>ECT</b>	Emergency Cash Transfer
<b>EiEPS</b>	Education in Emergencies Programme Staff
<b>EiE</b>	Education in Emergencies
<b>ERC</b>	Enhanced Response Capacity
<b>GEC</b>	Global Education Cluster
<b>HRP</b>	Humanitarian Response Plan
<b>INEE</b>	Inter-Agency Network for Education in Emergencies
<b>MEB</b>	Minimum Expenditure Basket
<b>MPC</b>	Multipurpose Cash Transfer
<b>NORCAP</b>	Norwegian Capacity Project
<b>OCHA</b>	Office for the Coordination of Humanitarian Affairs
<b>ODI</b>	Overseas Development Institute
<b>SBM</b>	School-Based Management
<b>SCAE</b>	Subsidios Condicionados a la Asistencia Escolar
<b>SIDA</b>	Swedish International Development Cooperation Agency
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations International Children's Emergency Fund
<b>WASH</b>	Water, Sanitation and Hygiene
<b>WFP</b>	World Food Programme
<b>ZCTP</b>	Zomba Cash Transfer Programme

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# 1 Synthesis of the Cash and Voucher Assistance for Education in Emergencies Study

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## Key take-aways

Cash and voucher assistance (CVA) for education in emergencies removes economic barriers preventing crisis affected children from accessing education, thereby leading to prevention of drop-outs, increased enrolment and attendance. When multiple economic, protection, cultural and education service-related barriers to education need to be addressed, CVA for EiE should be delivered in integration with interventions addressing those barriers that are not economic in nature. The use of CVA for EiE has been limited, mainly due to lack of understanding of current practices. The Synthesis of the Cash and Voucher Assistance for Education in Emergencies Study brought to light the following key take-aways:

**Needs assessment:** Despite recent efforts and a few isolated promising practices, needs assessment tools to inform integrated programming are incomplete and patchy. They collect insufficient data to inform decision making on the specific EiE needs to be covered through CVA. It is too early to determine whether or how the new ERC Consortium Basic Needs Assessment (BNA) tool can inform decision making or its suitability for assessing CVA for EiE.

**Response Option Analysis:** Although new multi-sector tools such as the ERC Consortium BNA response analysis tool are being refined and tested, very little evidence was found on response options analysis, both at the strategic and operational levels. In the education sector, no tools or examples of response option analysis could be identified. Most notably, no market assessment tools were found to include education-related goods and services.

**Targeting:** Current targeting practices for CVA for EiE vary greatly according to the contexts. In acute emergency contexts such as DRC and Somalia, targeting criteria tend to be less sophisticated, and not directly related to education. In the protracted context of Iraq, it was possible to conduct more in-depth analysis to understand the social roots of education deprivation and use this information for targeting purposes. While integrating the targeting of CVA for EiE with the targeting of school-strengthening interventions is a promising practice, it can have an undesired effect of not reaching some out-of-school children.

**Conditionalities:** Evidence on the use of conditional and unconditional CVA for EiE is mixed, with both types of interventions displaying results in terms of increased enrolment and attendance. Contextual factors such as the fluidity of the situation, the absorptive capacity of the school system, as well as the cost of monitoring conditionalities, need to be taken into consideration when deciding which approach to use.



**Monitoring:** When conducting integrated programming, it is important to consider and be comfortable with a level of ambiguity when monitoring and evaluating, as it will not always be possible to attribute outcomes to one part of the intervention.

**Calculating the education component of the Minimum Expenditure Basket:**

About half of the current MEBs include education costs, and most often these are: school materials, uniforms and school fees. MEBs are expected to reflect average costs per household. This seems to limit the use of the MEB for actual EiE programming, which usually targets individually school-aged children.

**Calculating the transfer value:** There are still important gaps and inconsistencies in the way the transfer value for cash transfers for EiE is calculated. While in very recent years education has been included in the total needs as reflected in the MEB with average household values, transfer values for education are usually calculated per child, in an uncoordinated and inconsistent manner. Recurrence of expenses, programme objectives broader than education and including addressing protection concerns such as child labour, or acceptability further influence transfer value calculation and should be considered.

**Timing, duration and frequency:** Promising practices exist related to linking the timing of the EiE-specific CVA to those moments when education-related expenses are incurred, leading to stronger EiE outcomes. The timing of Multipurpose Cash Transfers is more difficult to adjust, with a promising example of a programme successfully experimenting with the frequency of the transfer for enhanced EiE outcomes.

**Sustainability:** Linking humanitarian CVA with government social safety nets can lead to increased sustainability of humanitarian CVA outcomes. When such linkages are not possible, using livelihood programming can be a viable exit strategy for CVA for EiE.



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# 1.1

## Introduction

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### 1.1.1

#### Justification and background of the study

The use of Cash and Voucher Assistance (CVA) within humanitarian contexts has increased significantly over the past years, with latest figures estimating up to \$2.8 billion in 2016, representing a 100 per cent increase since 2014.<sup>1</sup> Within the education in emergencies (EiE) sector however, the use of CVA has been limited, mainly due to lack of understanding of current practices and how they apply to the sector. CVA is typically led by cash experts within humanitarian organisations and social protection branches of governments, and education practitioners often have limited influence over its initiation, planning and design.

In light of the Grand Bargain cash commitment<sup>2</sup> to develop an evidence base for assessing costs, benefits, impacts and risks of CVA, the Global Education Cluster (GEC), with a financial contribution from DG-ECHO and technical support from NORCAP has set out to build evidence around CVA for EiE. The GEC was ideally placed to host this project due to its wide network of organisations, including those who pioneered the use of CVA in a variety of EiE contexts. Additionally, the GEC's direct linkages with country-level Education Clusters facilitated the identification of on-going projects and contact with experienced CVA and EiE practitioners. Similarly, the strong network of CashCap / NORCAP experts facilitated data collection.

The research project endeavoured to answer three main questions:

- 1 When is CVA the best modality to deliver EiE projects, and when is a combination of modalities preferable?
- 2 How are education-related costs calculated to be included in the Minimum Expenditure Basket (MEB), depending on the context?
- 3 What elements need to be taken into account when calculating the education-related component of Multipurpose Cash Transfers (MPC) intended to meet basic needs?

The research focused on current CVA practices for achieving EiE outcomes, and where possible, on the impact of different forms of CVA on EiE outcomes. It is hoped that through a better understanding of these practices, using CVA for EiE will be more systematically considered and scaled, where appropriate.

The Study's primary audience are education practitioners, be they education cluster coordinators or EiE programme staff.

<sup>1</sup> Smith, G., McCormack, R., Jacobs, A., Chopra, A., Vir Gupta, A., & Abell, T. (2018). The State of the World's Cash Report. Cash Transfer Programming in Humanitarian Aid. London: CaLP and Accenture. Retrieved from: <http://www.cashlearning.org/downloads/calp-sowc-report-web.pdf>

<sup>2</sup> Through the Grand Bargain cash commitments, aid organisations and donors pledged to: increase the routine use of cash alongside other programme modalities; invest in new delivery models facilitating cash programming at scale; build the evidence base on the costs, benefits, impacts and risks of cash; collaborate, share information and develop standards and guidelines for cash programming; ensure that coordination, delivery and monitoring and evaluation mechanisms are put in place for cash transfers; Increase the use of cash programming where appropriate.

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### 1.1.2

#### Research methodology, limitations

The research methodology consisted of a desk review of over 50 projects that used CVA to achieve EiE outcomes and three case studies in DRC, Iraq and Somalia. In addition, over 150 relevant stakeholders at the global and country levels were interviewed.

Some of the limitations faced by this study include:

- Only a few of the 50 projects using CVA for EiE reviewed had detailed documentation of practices available, and these were concentrated in thirteen countries, of which five were in the Middle East.
- Critical evidence gaps remain, including which types of CVA should be used in which contexts, which types are best for which sub-populations, how CVA contributes or does not contribute to achieving sectoral outcomes, like EiE.

Evidence on the use of CVA for education in development contexts was used to complement or to contrast evidence from humanitarian contexts, whenever possible.

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### 1.1.3

#### What is Cash and Voucher Assistance, and why is it an increasingly preferred modality of humanitarian assistance?

**Cash and Voucher Assistance (CVA)** refers to all programmes where *cash transfers* or *vouchers* for goods or services are directly provided to recipients. In the context of humanitarian assistance, the term is used to refer to the provision of cash transfers or vouchers given to individuals, household or community recipients; not to governments or other state actors.<sup>3</sup>

Only CVA targeting households and children are under the scope of this Synthesis. All other cash-like forms of assistance in the education sector, such as cash grants to schools and teacher incentives will not be addressed in this study.

The literature and evidence from programming has acknowledged a number of benefits to using CVA. It has been found to stimulate local markets, and in many contexts, it is the modality of assistance preferred by recipients,<sup>4</sup> as it affords more choice and dignity and can empower them to choose how to best meet their needs. Those with specific needs, such as marginalised groups or minorities, may be better equipped to access goods and services with cash. Finally, it is considered a safer modality not only for aid recipients, but aid providers as well.<sup>5</sup>

<sup>3</sup> CaLP. (2018). Glossary of Cash and Voucher Assistance Terminology. Retrieved from: <http://www.cashlearning.org/downloads/calp-glossary-dec18.pdf>

<sup>4</sup> Berg, M., Mattinen, H. and Pattugalan, G. (2013). Examining Protection and Gender in Cash and Voucher Transfers. WFP and UNHCR. Retrieved from: <http://www.cashlearning.org/downloads/erc-protection-risks-and-benefits-analysis-tool-web.pdf>

<sup>5</sup> UNHCR Protection Risks and Benefits Analysis Tool, 2017 Retrieved from: <http://www.cashlearning.org/downloads/erc-protection-risks-and-benefits-analysis-tool-web.pdf>



## Types of CVA

**Cash transfers** refer to the provision of assistance in the form of money – either physical currency or e-cash – to recipients (individuals, households or communities). Cash transfers are by definition unrestricted in terms of use and distinct from restricted modalities including vouchers and in-kind assistance.

**Vouchers** refer to a paper, token or e-voucher that can be exchanged for a set quantity or value of goods or services, denominated either as a cash value (e.g. \$15) or predetermined commodities (e.g. 2 school uniforms) or specific services (e.g. school fees), or a combination of value and commodities. Vouchers are restricted by default, although the degree of restriction will vary based on the programme design and type of voucher. They are redeemable with preselected vendors or in 'fairs' created by the implementing agency. The terms vouchers, stamps, or coupons might be used interchangeably.

Definitions from Cash Learning Partnership  
<http://www.cashlearning.org/>

**Multipurpose Cash Transfers (MPC)** are transfers (either periodic or one-off) corresponding to the amount of money required to cover, fully or partially, a household's basic and/or recovery needs. The term refers to transfers designed to address multiple needs, with the transfer value calculated accordingly.

**A sector specific cash intervention** refers to an intervention designed to achieve sector-specific objectives. Sector-specific assistance can be conditional or unconditional. Vouchers (restricted transfers) might be used to limit expenditure to items and services contributing to achieve specific sectoral objectives. Sector specific interventions delivered through cash transfers might be designed to influence how recipients spend them, which is called *labelling*.

**Conditional CVA** This is cash and voucher assistance that requires beneficiaries to undertake a specific action/activity (e.g. attending school) in order to receive assistance; i.e. a condition must be fulfilled before the transfer is received.

### 1.1.4

#### Education in Emergencies Outcome Areas

'Education in emergencies' refers to the quality learning opportunities for all ages in situations of crisis, including early childhood development, primary, secondary, non-formal, technical, vocational, higher and adult education. Education in emergencies provides physical, psychosocial and cognitive protection that can sustain and save lives<sup>6</sup> in emergency and protracted humanitarian contexts.

**EiE domains or outcome areas** are derived from international human rights law, and articulated in the Inter-Agency Network for Education in Emergencies (INEE) Minimum Standards. The four EiE outcomes are related to:

- access and learning environment, including equal access to education, protection and wellbeing, and facilities and services;
- teaching and learning, including curricula, training, professional development and support, instruction and learning processes, and assessment of learning outcomes;
- teachers and other education personnel, including recruitment and selection, conditions of work, and support and supervision, and
- education policies, including law and policy formulation, and their planning and implementation.

6  
INEE Tool Kit, EiE Term Bank.  
Retrieved from: [https://toolkit.ineesite.org/term-bank/en/terms/education\\_in\\_emergencies](https://toolkit.ineesite.org/term-bank/en/terms/education_in_emergencies)







# 1.2 Findings

## 1.2.1

### When is Cash and Voucher Assistance the best modality to deliver Education in Emergencies projects, and when is a combination of modalities preferable?

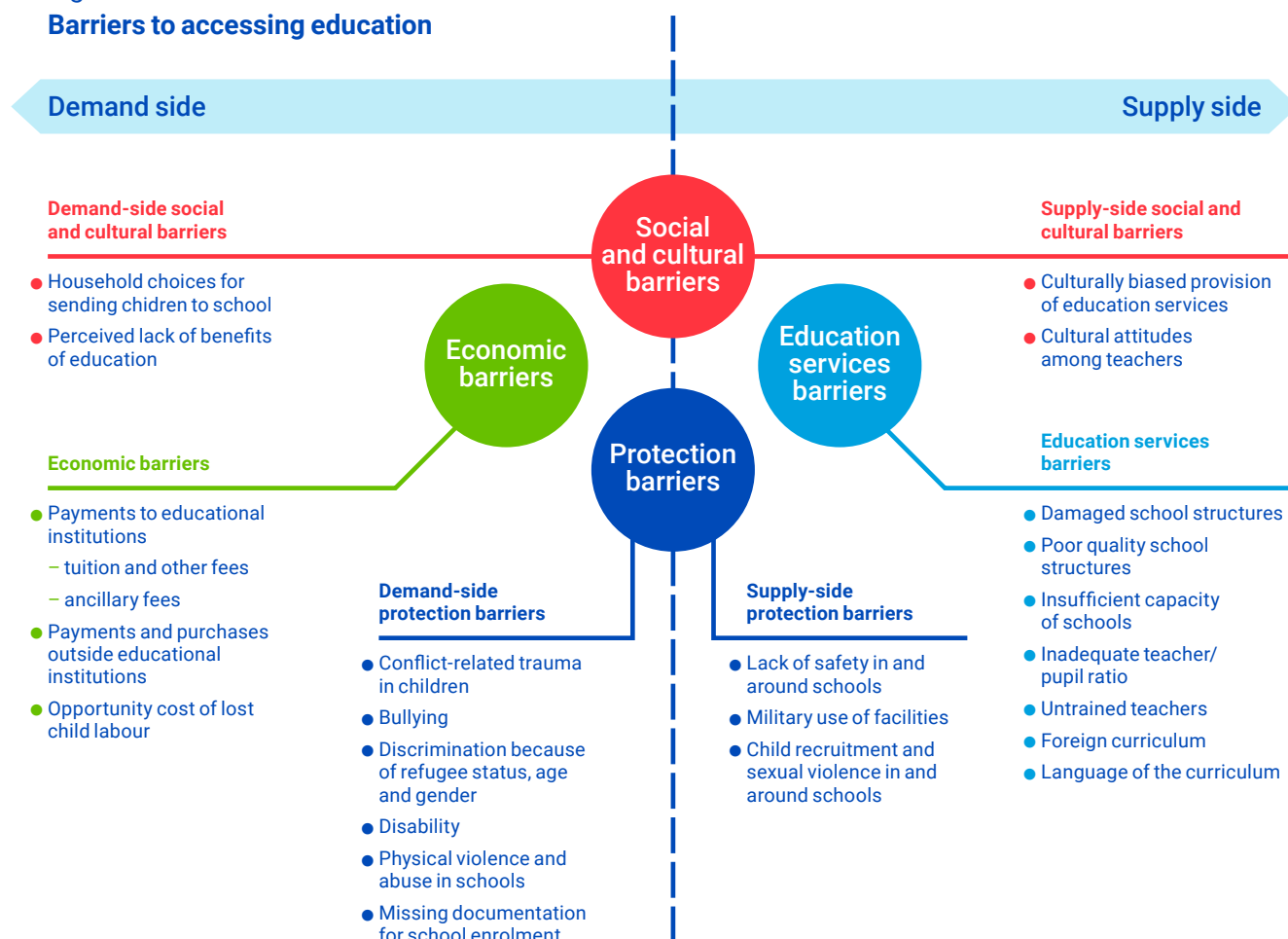
#### 1.2.1.1

#### Barriers to education

Before delving into when and how CVA can be used for EiE, it is first important to understand the multiple barriers to accessing education that children may face, many of which are not economic in nature. Demand-side barriers are those found at the family level, or at the child level; whereas supply-side barriers are those related to service provision.

Figure 1

Barriers to accessing education



The first kind of demand side barriers are economic, when families cannot afford to pay tuition or other expenses associated with education. These barriers also include the opportunity cost of lost income from sending a child who works to school.

Protection barriers appear both on demand and supply sides. On the demand side, they include barriers such as untreated conflict-related trauma in children, bullying related to displacement status, abuse and discrimination in schools, disability, missing documentation for school enrolment. On the supply side, they include lack of safety in and around schools, risks related to the military use of education facilities, and risks of child recruitment and sexual violence in and around schools.

Social and cultural barriers also appear both on demand and supply sides. On the demand side, they include household choices for sending children to school, with different preferences for boys and girls, and a perceived lack of benefits of education due to low rate of labour market return. On the supply side, they include culturally biased provision of education services, and attitudes among teachers that lead to low expectations of children's capacity to take part in certain activities.

Still on the supply side, there are barriers related to the state of the education service. They include damaged and poor-quality school structures, low capacity of schools to accept new students, insufficient number of teachers, untrained teachers, teacher absenteeism and inadequate curricula.

These four categories of barriers to education all overlap to a certain extent.

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#### 1.2.1.2

#### **Cash and Voucher Assistance for Education in Emergencies: removing economic barriers to education**

An extensive mapping conducted by the Cash Learning Partnership (CaLP) in the first half of 2018 found that **CVA for EiE removes the economic barriers to education which prevent crisis affected children from accessing education, thereby leading to increased enrolment and attendance.**<sup>7</sup>

CVA does this by providing critical assistance to families: helping them purchase the necessary supplies for school; covering school fees and transportation costs or even the opportunity cost of lost child labour. CVA for EiE has been shown to prevent drop-outs and lead to re-enrolment of children who have been out of school.<sup>8</sup>

However, cash alone will not be enough to bring these children to school if they are bullied and discriminated against because of their displacement status, if they do not have the required documentation to enrol in school, if parents do not consider education important, or if schools do not have sufficient capacity to receive them.

Such situations call for the **integration of cash and voucher assistance with interventions aimed at reducing or eliminating these barriers which are not economic in nature.**

<sup>7</sup> Cross, A., Sanchez Canales, A., & Shaleva, E. (2018). Emergency Cash: Education and Child Protection. Literature Review and Evidence Mapping. CaLP. (unpublished)

<sup>8</sup> In protracted humanitarian settings, conditional CVA has been found to promote behavioral change by addressing demand side cultural barriers and helping people realise the added value of education. (UNHCR. (2018). Cash for Education. A Global Review of UNHCR Programmes in Refugee Settings.) This is unlikely to apply to shorter humanitarian programmes and very little evidence exists on the impact of conditional CVA on cultural barriers to education.

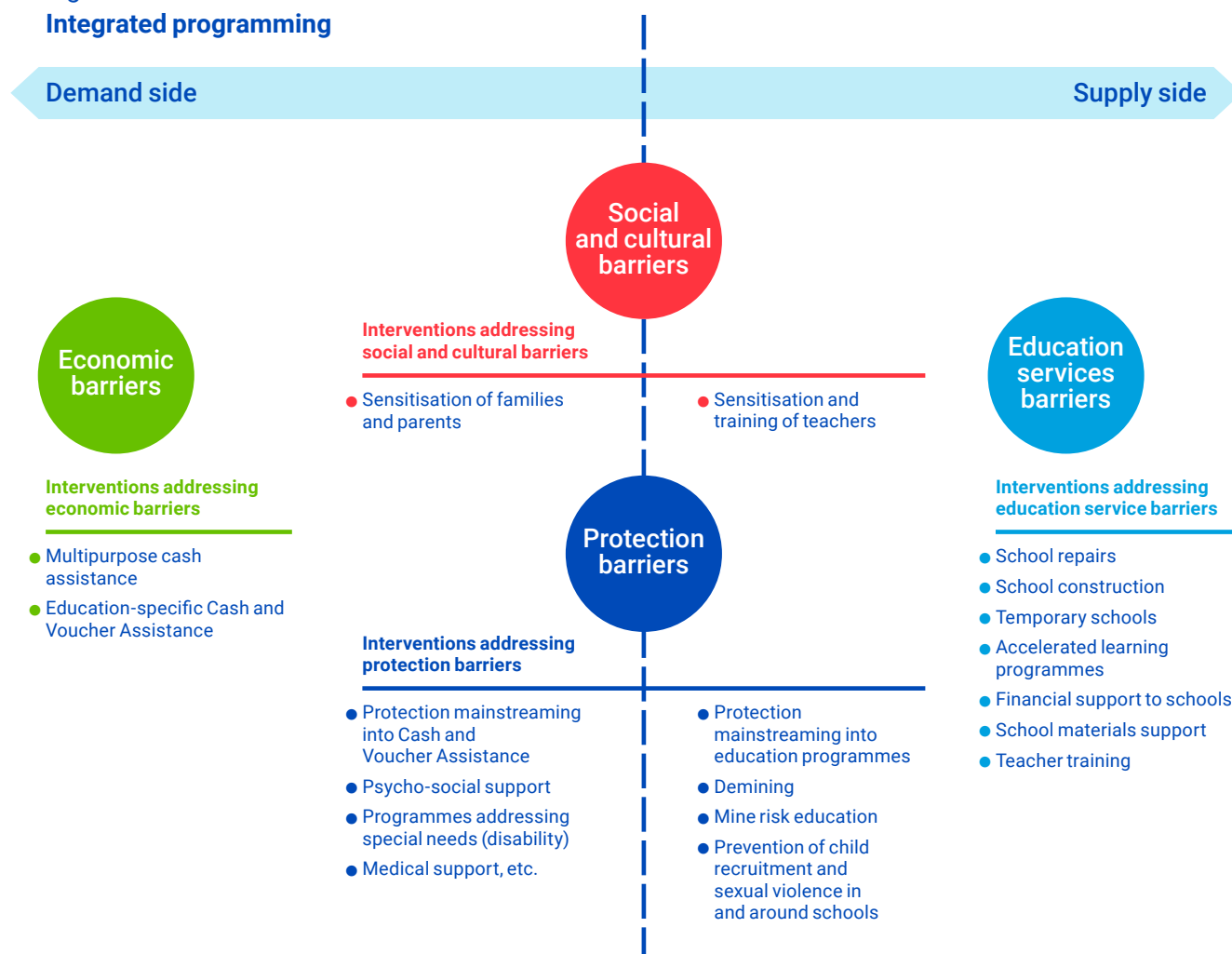


These interventions include:

- communication and sensitisation to fight bullying and discrimination and to inform families and communities about the value of education,
- support to families to assemble documentation required to enrol in school,
- advocacy with school to modify enrolment requirements for conflict-affected children,
- interventions aimed at increasing school capacity.

Coordination is key in achieving integration, from understanding needs to designing and delivering programmes in a holistic manner. The sections below outline how this can be done.

Figure 2  
Integrated programming



### 1.2.1.3

## Integrated Cash and Voucher Assistance Programming by stage

### Needs assessment

ECCs

EIEPS

Given the complexity of barriers encountered by children accessing education, and the subsequent need for integrated programming, it is essential to understand needs on both demand and supply sides, i.e. both the household perspective, and an education service perspective.

Education Clusters currently assess needs from a school-centric approach, looking mainly at the situation of schools, the quantity and quality of services they are able to provide, and the protection risks that children can face in schools, with little or no consideration of economic barriers to education at the household level.<sup>9</sup> In the vast majority of cases, this has provided a limited understanding of the needs of families, thus leaving them unaddressed. However, a few promising practices of assessing supply and demand side needs in an integrated manner exist as described below.

### Assessing Needs for Strategic Decision-Making

Multi-sectoral tools used to inform the HRP and / or Cluster strategies gathered sometimes data that was used to inform decisions on the use of multipurpose cash assistance, but not on the use of more EIE-specific CVA.

**Example:** The Iraq Multi-Cluster Needs Assessment<sup>10</sup> collected 12 education indicators, 3 CVA-related indicators, and 16 livelihoods-related indicators. The CVA related indicators were: percentage of households reporting access to a functioning market within 5 km, mean household total income in the past 30 days, and mean household expenditure in basic needs over the last 30 days. While the CVA related indicators provided sufficient substance to inform decision on the inter-cluster on whether to include MPC in the HRP, and the extent of this inclusion, the expertise to link it to education programming was lacking.

### Assessing Needs for Operational Decision-Making

Assessments to inform programming are challenged by how to conduct integrated assessments (i.e. incorporating the household perspective) while maintaining focus on the school as a hub for service delivery. A usual practice is to ask either an adult household member or a key informant such as a teacher about the main reasons for non-enrolment or attendance, including economic barriers. Most tools stop at this level, without going into further details, resulting in limited ability to make operational decisions as more information would be needed about the particular financial needs related to child education. Yet some promising multi-sectoral assessment practices exist which provide enough data to inform an integrated programme.

**Example:** UNICEF's Alternative Response to Communities in Crisis (ARCC) programme in DRC used a lean integrated assessment package which allowed decision makers to understand the situation of education services, the protection risks faced by children when accessing education and the economic needs of the family, in addition to tools to understand CVA feasibility.<sup>11</sup> It provided sufficient information to implement an integrated response with a multipurpose cash component.

9  
Global Education Cluster. (2010). The Joint Education Needs Assessment Toolkit. Retrieved from: [http://educationcluster.net/wp-content/uploads/2013/12/Ed\\_NA\\_Toolkit\\_Final.pdf](http://educationcluster.net/wp-content/uploads/2013/12/Ed_NA_Toolkit_Final.pdf)

10  
REACH. (2018). Research terms of reference. Multi-Cluster Needs Assessment, Round VI. Retrieved from: [http://www.reachresourcecentre.info/system/files/resource-documents/reach\\_irq\\_tor\\_mcna\\_vi\\_july2018\\_2.pdf](http://www.reachresourcecentre.info/system/files/resource-documents/reach_irq_tor_mcna_vi_july2018_2.pdf)

11  
UNICEF DRC. (2018). Alternative Responses to Communities in Crisis III (ARCC III) Tools. Retrieved from: <https://drive.google.com/drive/folders/0Byh39dcQhzhJaXliTWMYXfQxZa>



**Example:** In the early stages of the UNICEF Iraq Cash Transfers in EiE Programme in 2015–2016, the baseline assessment collected education expenditure data disaggregated per type of expenditure, checked if households received any of the items in-kind, and included an open question to establish what the most expensive education cost was.<sup>12</sup> This type of survey can be used to inform decisions about the education-related items to be included in the Minimum Expenditure Basket (MEB), but lacks information on the actual expenditure amounts.

The recently developed Enhanced Response Capacity (ERC) Consortium Basic Needs Approach (BNA) multi-sectoral needs assessment tool piloted in Nigeria and Ethiopia is still being refined and tested. Its core tools are a household and a community questionnaire focusing on beneficiaries' perspectives of needs and ways to fulfill them, therefore assessing needs from a demand side perspective, for Consortium members use.<sup>13</sup> The development of this tool is a considerable step made towards holistically understanding household needs, while taking into account CVA as a possible response option alongside in-kind, service delivery and others. Practitioners agree that it should be used together with other tools assessing the operational contexts in each of the sectors.

**Key take-away:** Despite recent efforts and a few isolated promising practices, needs assessment tools to inform integrated programming are incomplete and patchy. They collect insufficient data to inform decision making on the specific EiE needs to be covered through CVA. It is too early to determine whether or how the BNA tool can inform decision making or its suitability for assessing CVA for EiE.

## Response Option Analysis

ECCs

EIEPS

Similar to needs assessments, response option analysis should also consider both supply and demand side barriers. Ideally, this could be an inter-sector process to determine the appropriateness and extent of using Multipurpose Cash Transfers (MPC), and the type of sectoral interventions to be delivered together with MPC. Education Cluster partners, for example, could estimate the appropriate mix of CVA and service strengthening interventions with the objective of increasing enrolment and attendance. Yet this type of reflection rarely take place or is not documented at neither the strategic nor operational levels.

### Response Option Analysis at Strategic Level

At the strategic level, response option analysis is not yet a systematic practice, nor are efforts to do so systematically documented. A recent SIDA-funded Overview of Cash Transfers and Vouchers in 2018 Humanitarian Response Plans (HRP) report found that justification for the use of specific programme delivery modalities, including CVA, is often lacking. The report suggests that HRP discuss the extent to which CVA are planned both within and across sectors as well as the analysis underpinning the implementation modalities rationale.<sup>14</sup>

12  
UNICEF & REACH. (2016). Baseline Assessment for Education Cash Transfer Programming for IDPs in Dahuk Governorate. Retrieved from: [http://www.reachresourcecentre.info/system/files/resource-documents/reach\\_irq\\_report\\_education\\_assessment\\_of\\_idps\\_in\\_dahuk\\_april\\_2016.pdf](http://www.reachresourcecentre.info/system/files/resource-documents/reach_irq_report_education_assessment_of_idps_in_dahuk_april_2016.pdf)

13  
Okular Analytics, CaLP, DRC, Mercy Corps, OCHA, & Save the Children. (2017). Guidance and Toolbox for the Basic Needs Analysis. Retrieved from: <http://www.cashlearning.org/downloads/East%20and%20Central%20Africa%20CVTWG/basic-needs-assessment-guidanceoct17-3.pdf>

14  
Swedish International Development Cooperation Agency Helpdesk on Human Security and Humanitarian Assistance. (2018). Overview of Cash Transfers and Vouchers in 2018 Humanitarian Response Plans. Retrieved from: <https://reliefweb.int/sites/reliefweb.int/files/resources/sida-overview-of-cash-and-vouchers-in-2018-hrps-090918signed-off.pdf>

## Response Option Analysis for Operational Programming

Addressing the complex mix of barriers encountered by children in accessing education requires multiple levels of analysis to ensure that CVA for EiE is appropriately used, with no negative unintended consequences, and it achieves the intended outcomes.

- **Response modality analysis:** Certain barriers, such as school fees, can be addressed in different ways – CVA to households or direct support to schools. Both approaches come with risks and thus careful consideration of which will achieve the optimal EiE outcome is needed.
- **Contextual analysis:** Contextual factors such as the quantity and quality of available education services should drive which CVA modality is used. In fluid humanitarian emergency contexts where education services are weak and cannot be strengthened in a timely manner, Multipurpose Cash Transfers (MPC) are usually preferred. On the other hand, in protracted contexts where education services are in a better state or can be strengthened, sectoral CVA for EiE is usually implemented. For example, in Iraq, MPC were used in areas where the situation was still fluid, and issues related to education services could not be addressed in a timely manner. In more stable areas, EiE-specific CVA was predominantly used, and when conditions allowed, was linked with interventions intended to improve schools through the School Based Management (SBM) programme.
- **Feasibility and appropriateness:** A CVA feasibility analysis will determine the modality to address unmet economic needs. This includes analysing the capacity and reactivity of markets, possible protection risks and their mitigation measures, and the efficiency and effectiveness of the CVA modality as compared to alternative in-kind interventions. The study did not find documented examples of response option analysis in the EiE sector which examined feasibility-related aspects such as education related markets, protection and operational risks, efficiency and effectiveness. One of the possible explanations is that the analysed CVA tended to be donor driven, with little consideration of alternative approaches or analysis into the most appropriate modality.
- **Key take-away:** Although new multi-sector tools such as the ERC Consortium BNA response analysis tool are being refined and tested, very little evidence was found on response options analysis, both at the strategic and operational levels. In the education sector, no tools or examples of response option analysis could be identified. Most notably, no market assessment tools were found to include education-related goods and services.

## Targeting

EiEPS

CVA for EiE are targeted interventions aiming to direct limited resources towards the most vulnerable – in this case those facing the most severe barriers to accessing education. As the primary objective of EiE programmes is to safely bring children back to school and keep them there, targeting will identify those children who face the highest risk of being out of or dropping out of school, for reasons that are not only economic, but also social, cultural and related to protection. Thus, targeting of CVA for EiE should be linked to broader protection and education targeting to ensure coherence and durable impacts.





**Example:** The first phase targeting of the UNICEF Iraq Emergency Cash Transfer (ECT) was of schools that were already included in the UNICEF School Based Management (SBM) programme. These schools served as a proxy for service availability, and under the SBM programme benefitted from school improvement plans developed with community participation. They then received capitation grants to implement their school improvement plans. This was particularly important in a context where families could refuse to send their children to school because of issues related to the quality of available schools. The second phase of targeting reached out to parents of children enrolled in the targeted schools, and identified those who were either at risk of drop-out, or who were out-of-school, while identifying those who faced specific protection issues or risks that could prevent them from enrolling and attending school.<sup>15</sup>

In humanitarian contexts, targeting is typically based on combinations of demographic criteria on general needs, but not education specific. Thus, there is little information on demographic criteria that are proxy indicators for school non-attendance or drop-out, making it difficult to identify children most prone to education deprivation.

**Example:** In DRC, the UNICEF ARCC programme was targeted to households facing deprivations across a number of sectors. The choice whether to benefit or not from the school fee voucher was made by the household representative.<sup>16</sup> Similarly, in Somalia the World Vision International integrated Education, WASH and Food Security support targeted households with school-aged children affected by drought, and thus experiencing deprivations across sectors.<sup>17</sup> In contexts such as DRC and Somalia, where high numbers of children are out of school, this type of targeting proved to be sufficient, and in the case of Somalia a stronger focus on education was achieved through integration with the interventions strengthening the education service.

<sup>15</sup> UNICEF Iraq. (2018). Concept Note Emergency Cash Transfer, 2018–19 School Year (unpublished); and UNICEF Iraq. (2018). Revised Vulnerability Assessment Framework for 2018/2019 School Year (unpublished)

<sup>16</sup> UNICEF DRC. (2018). Alternative Responses to Communities in Crisis III (ARCC III) Tools. Retrieved from: <https://drive.google.com/drive/folders/0Byh39dcQhzhJaXliTWMYyXFqXzA>

<sup>17</sup> World Vision International. (2018). Project Sheet of the Integrated Education, WASH and Food Security Support to Displacement Affected Children in Baidoa. (unpublished).

**Example:** In Iraq, the UNICEF Cash Transfers for EiE programme and the UNICEF Emergency Cash Transfer (ECT) used a combination of demographic criteria associated with monetary poverty, with demographic criteria associated with the risk of missing out school. This second category of criteria included items such as the employment status of the father, and the education level of both parents.<sup>18</sup> Children with unemployed fathers or with both parents illiterate were considered at higher risk of missing school. In the urban context of Iraq, where higher numbers of children access education despite poverty, it was necessary to find more refined criteria to determine who were the children most of risk of missing out on education.

All three projects used an area based approach, and with the exception of Iraq, consultations with communities that allowed at least theoretically to reach out to all households having school-aged children, whether or not they were in school. This however did not always easily allow for integration with interventions intended to strengthen education services. In Iraq, for example, families in urban contexts could choose to send children to a remote school, if it provided courses in the language spoken by the child. This led to an adaptation of the targeting, using schools as a hub for service provision. This approach facilitated identification of children at risk of drop-out and out-of-school children, with the condition of having a sibling already enrolled in school. The main challenge was identifying those children who were out of school, but did not have any siblings enrolled. Neither of these approaches was ideal, with the area based approach sometimes challenging integration with interventions to strengthen education services, and the school as a hub approach making it difficult to reach some out-of-school children.

**Key take-away:** Current targeting practices for CVA for EiE vary greatly according to the contexts. In acute emergency contexts such as DRC and Somalia, targeting criteria tend to be less sophisticated, and not directly related to education. In the protracted context of Iraq, it was possible to conduct more in-depth analysis to understand the social roots of education deprivation, and use this information for targeting purposes. While integrating the targeting of CVA for EiE with the targeting of school strengthening interventions is a promising practice, it can have an undesired effect of not reaching some out-of-school children.

## Conditionalities

EiEPS

Conditional CVA require beneficiaries to undertake a specific action/activity (e.g. attending school) in order to receive assistance, whereas unconditional transfers are those that are given to beneficiaries without any specific requirements beyond eligibility.<sup>19</sup>

<sup>18</sup> UNICEF Iraq. (2018). Concept Note Emergency Cash Transfer, 2018–19 School Year (unpublished); and UNICEF Iraq. (2018). Revised Vulnerability Assessment Framework for 2018/2019 School Year (unpublished)

<sup>19</sup> UNICEF. (2016). Social Inclusion Summaries. Conditionality in Cash Transfers: UNICEF's Approach. Retrieved from: <http://www.unicef-emergencies.com/downloads/eresource/docs/Cash%20in%20Emergencies/Conditionality%20in%20Cash%20Transfers%20-%20UNICEF's%20Approach-2.pdf>

Conditionalities pose both advantages and disadvantages in development and humanitarian contexts. Some believe they can overcome situations where households do not have full understanding of education benefits, and lack information or interest in investing in education. Others come from a human rights perspective, and believe conditionalities undermine principles of human dignity, equity and non-discrimination. Conditionalities may further marginalise or penalise those most vulnerable to poverty and deprivation, who may be least likely to be able to comply with conditions due to distance, disability, discrimination, or language barriers. Moreover, conditionalities imply costly and sometimes unfeasible monitoring and compliance in humanitarian situations.<sup>20</sup>

The CaLP Emergency Cash: Education and Child Protection Literature Review and Evidence Mapping report found that there are currently no comparative evaluations of conditional and unconditional CVA for EiE.<sup>21</sup> The programmes reviewed for this study found that it is possible to get good results through both approaches, depending on the programme design.

In general though, unconditional CVA are increasingly preferred in humanitarian contexts, because of the flexibility they offer to beneficiaries. A consistent trend among projects was that whenever education services were weakened by the ongoing crisis, or when programmes had a limited degree of influence over the quantity and quality of education services available, CVA for EiE were unconditional. Yet when humanitarian programmes included integrated interventions aimed at strengthening education services, or in the rare cases when such services were available in sufficient quantity and quality, EiE-specific CVA were implemented, and most conditional.

If quality education services do not exist in sufficient quantity, conditionalities risk doing more harm than good. This was found in development programmes in Africa and Latin America, where conditional cash transfers for education lost credibility because there were no or low quality schools. In humanitarian contexts, if there is low absorption capacity of education services, putting conditionalities on CVA for EiE will push families to enrol children in school, but will quickly overcrowd the system. Thus, before considering the use of conditionalities, an examination of whether sufficient quality education services exist is critical.

The projects reviewed for this study included both conditional and unconditional CVA for EiE, both with positive outcomes. The UNICEF Child Cash Grant (CCG) in Jordan and in Iraq were both unconditional and evaluations found that families receiving the Jordan CCG together with the UNHCR multipurpose cash grant were more likely to spend on education than those not receiving the UNHCR grant. While perhaps obvious, it is an important reminder that it is preferable to provide the transfer intended to cover education needs on top of a bigger transfer meant to cover basic needs. This will ensure that the education-related transfer is used for its intended purpose (in practice, programmes are not always designed like this). Cash assistance helped usually younger children and those who recently left school to return, as well as improving attendance.<sup>22</sup>

20  
UNICEF. (2016). Social Inclusion Summaries. Conditionality in Cash Transfers: UNICEF's Approach. Retrieved from: <http://www.unicef emergencies.com/downloads/eresource/docs/Cash%20in%20Emergencies/Conditionality%20in%20Cash%20Transfers%20-%20UNICEF's%20Approach-2.pdf>

21  
Cross, A., Sanchez Canales, A., & Shaleva, E. (2018). Emergency Cash: Education and Child Protection. Literature Review and Evidence Mapping. CaLP (unpublished)

22  
Abu Hamad, B., Jones, N., Samuels, F., Gercama, I., Presler-Marshall, E., & Plank, G. (2017). A Promise of Tomorrow. The Effects of UNHCR and UNICEF Cash Assistance on Syrian Refugees in Jordan. ODI, UNICEF & UNHCR. Retrieved from: <https://www.unhcr.org/5a1d1b7b4.pdf>



Only one multi-sectoral programme was conditional – the World Vision International integrated Education, WASH and Food Security programme in Somalia – where cash transfers were provided to households under the condition that at least one child attends school. This programme led to a substantial increase in enrolment and retention, which was the combined effect of cash transfers and improved education services.<sup>23</sup>

Among EiE-specific CVA, the proportion of conditional programmes was higher.

**Example:** In the Government-led Girls' Education in South Sudan programme, cash transfers were conditional on enrolment and attendance leading to increases of both due to the combined effect of cash transfers and direct support to schools.<sup>24</sup> Another sizeable programme making use of conditionalities is the UNICEF Turkey Conditional Cash Transfer for Education, which uses conditionalities because of its alignment with the Government programme.

Regardless of considerations linked to impact, conditionalities are used in some cases to gain political support from policy makers, taxpayers and communities. In other cases, such as the UNICEF Turkey Conditional Cash Transfer for Education, conditionalities are used because the government safety programme to which the humanitarian cash transfer is linked is conditional.

**Key take-away:** Evidence on the use of conditional and unconditional CVA for EiE is mixed, with both types of interventions displaying results in terms of increased enrolment and attendance. Contextual factors such as the fluidity of the situation, the absorptive capacity of the school system, as well as the cost of monitoring conditionalities, need to be taken into consideration when deciding which approach to use.

## Monitoring

ECCs

EiEPS

Monitoring ensures that the impact of interventions on both demand and supply side is measured and evaluated against the initial assumptions. The study found a limited number of examples of integrated programming where it was possible to determine impact attribution, i.e. where supply (strengthening of schools) and demand side (CVA) interventions were measured or evaluated separately. One project that did allow for evaluating these separately was the Government Girls' Education South Sudan, where impact of its capitation grants to schools was compared with the impact of conditional cash transfers to girls, and to situations when both components of the programme were implemented together. The evaluation found that both programme components has a significant impact on enrolment and attendance, although implementing them together did not create additional synergies.<sup>25</sup>

**Key take-away:** When conducting integrated programming, it is important to consider and be comfortable with this level of ambiguity when monitoring and evaluating, as it will not always be possible to attribute outcomes to one part of the intervention.

23  
World Vision International. (2018). Project Sheet of the Integrated Education, WASH and Food Security Support to Displacement Affected Children in Baidoa. (unpublished).

24  
Crawford, L. (2016). Cash Grants for Schools and Pupils Can Increase Enrolment & Attendance Despite Ongoing Conflict. Findings from South Sudan. Ministry of General Education and Instruction South Sudan. Retrieved from: <http://girlseducationsouthsudan.org/wp-content/uploads/2017/02/161104-Cash-Grants-for-Schools-and-Pupils-can-Increase-Enrolment-Attendance-.pdf>

25  
Crawford, L. (2016). Cash Grants for Schools and Pupils can Increase Enrolment & Attendance Despite Ongoing Conflict. Findings from South Sudan. Ministry of General Education and Instruction South Sudan. Retrieved from: <http://girlseducationsouthsudan.org/wp-content/uploads/2017/02/161104-Cash-Grants-for-Schools-and-Pupils-can-Increase-Enrolment-Attendance-.pdf>

## 1.2.2

### How are education-related costs calculated to be included in the Minimum Expenditure Basket?

ECCs

EiEPS

The majority of programmes delivering MPC and EiE-specific CVA use expenditure basket methodologies to calculate the transfer amount. For multipurpose cash transfers, this is called the Minimum Expenditure Basket (MEB), defined in the literature as what a household requires in order to meet basic needs – on a regular or seasonal basis – and its average cost.

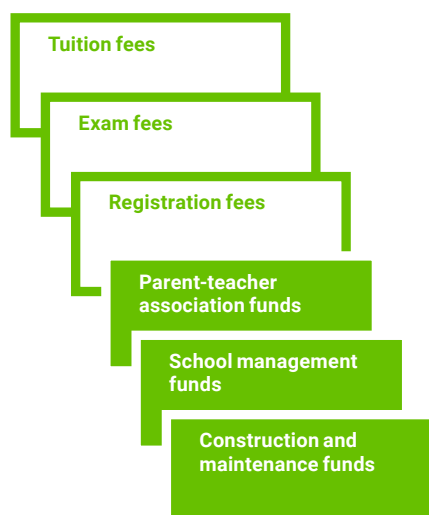
Rarely does the transfer value cover the MEB in its entirety. Following the calculation of total needs, and with the help of assumptions / evidence on the needs covered by the household or by other humanitarian programmes, the gap of needs left uncovered is calculated. This will form the basis of the transfer value.<sup>26</sup>

For EiE as for other sectors, calculating the MEB means to cost an agreed set of sector-related items. Theoretically, this is done using an expenditure approach focusing on effective demand, or a rights-based approach based on the assessed needs and on existing humanitarian standards, or a combination of the two.

Figure 3  
Overview of education-related expenditures

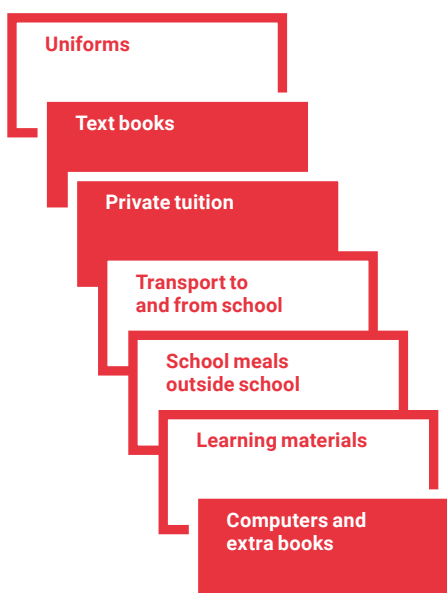
#### Payments to educational institutions

##### Tuition and other fees



##### Ancillary fees

#### Payments and purchases outside educational institutions



■ ■ Items most commonly covered by Cash and Voucher Assistance

<sup>26</sup> UNHCR, CaLP, DRC, OCHA, Oxfam, Save the Children, & WFP. (2015). Operational Guidance and Toolkit for Multipurpose Cash Grants. Retrieved from: <http://www.cashlearning.org/downloads/operational-guidance-and-toolkit-for-multipurpose-cash-grants---web.pdf>



A review of 20 Minimum Expenditure Baskets for multipurpose cash transfers indicated that eleven of them included education-related costs. However, even if calculated, not all of them were used for actual programming. One reason could be that calculating average costs at household level poses a serious limitation to education programming, which usually takes into account the needs per school-aged child. The only MEB including education and actually used to calculate the MPC transfer value was the one of the DRC ARCC programme, perhaps because its design was flexible in terms expected EiE outcomes. Even when calculated, in several instances MEBs were not updated on a regular basis, in accordance with price changes, mainly because of lack of capacity across sectors. In all cases, the Cash Working Group (CWG) led the development of the MEB, making use of technical expertise which existed in large agencies. Where education was included, typically CWGs collaborated with education clusters to determine which items are to be included in the basket, and on some occasions to determine the cost of the included items.

School materials were most frequently included in education components of MEBs, (appearing in nine of the eleven MEBs), uniforms were next (six out of the eleven MEBs), followed by school fees (five MEBs), and in some contexts, transport costs to and from school, the cost of lunches and of school bags (three to four MEBs). Transport costs appeared in the Lebanon, Jordan and Turkey MEBs, where transport is not only very much needed, but where such services are usually purchased by families. The MEBs calculated costs per household, for an estimated average household size, and an estimated number of school-aged children per household.

When expenditure baskets are calculated to be used by EiE-specific cash transfer programmes only like in Iraq, they have a composition similar to the one described above, with the main difference that costs are calculated per school-aged child.

Sometimes education was not included in the MEB for reasons such as: education being perceived as non-lifesaving; government resistance due to the high value of the MEB; lack of expertise in the education sector; concerns that the effort put in calculating the MEB would not be utilised for actual programming.<sup>27</sup>

**Key take-away:** About half of the current MEBs include education costs, and most often these are: school materials, uniforms and school fees. MEBs are expected to reflect average costs per household. This seems to limit the use of the MEB for actual EiE programming, which usually targets individually school-aged children.

27  
Interviews with Education Cluster  
Coordinators, Cash Working Group  
Coordinators and CashCap / NORCAP  
Cash Experts.

### 1.2.3

## What elements need to be taken into account when calculating the transfer value of Cash and Voucher Assistance for Education in Emergencies?

### 1.2.3.1

#### How much is needed to cover the identified needs?

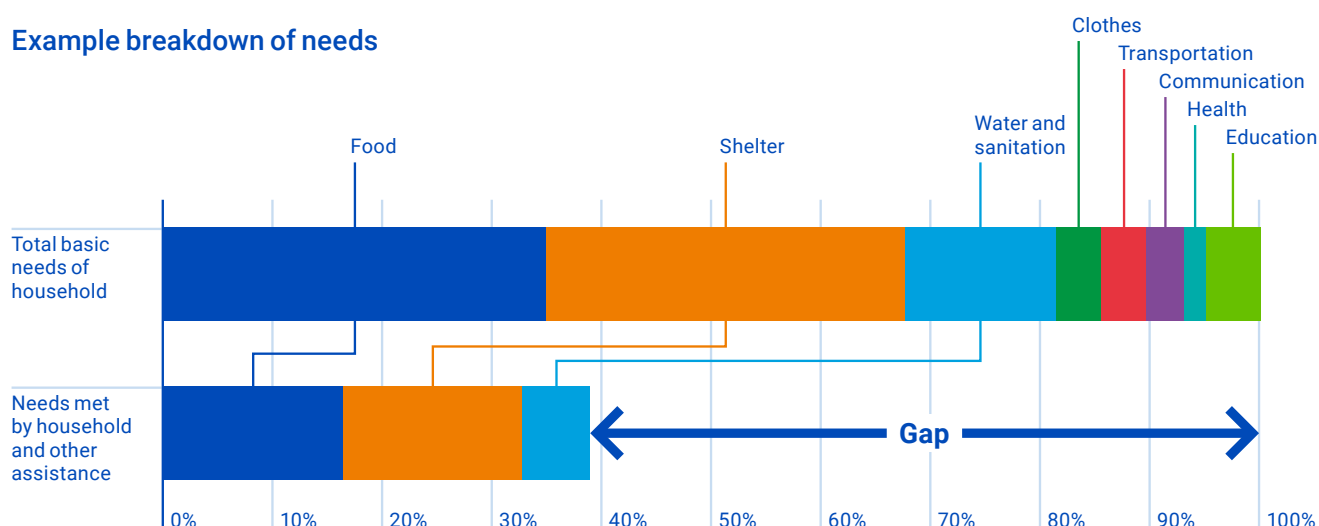
EiEPS

The review of CVA guidelines found a consensus on the methodology to calculate the transfer value. The difference between the total needs of the household and the needs met by the households and / or those met by various actors represents the gap that will be covered by the transfer value.<sup>28</sup>

It will be further influenced by the programme objective, budget availability, and acceptability.

Figure 4  
Calculating multipurpose cash transfer value

#### Example breakdown of needs



Estimating the needs covered by the households is often a challenging but necessary step to pinpointing a realistic estimate of the gap.

**Example:** The ARCC programme in DR Congo estimates the gap by taking into account the average household expenses, in particular the average expenditure of the last two wealth quintiles of the surveyed households. In a successful effort to integrate into the analysis the impact of the humanitarian crisis, needs assessments in the ARCC programme include a 'crisis level' coefficient to be applied to education expenses in the MEB. The coefficient has three levels, namely stress, crisis and emergency, and impacts directly on the percentage of the education component of the MEB to be covered by the transfer value.<sup>29</sup>

<sup>28</sup> UNHCR, CaLP, DRC, OCHA, Oxfam, Save the Children, & WFP. (2015). Operational Guidance and Toolkit for Multipurpose Cash Grants. Retrieved from: <http://www.cashlearning.org/downloads/operational-guidance-and-toolkit-for-multipurpose-cash-grants---web.pdf>

<sup>29</sup> UNICEF DRC. (2018). Alternative Responses to Communities in Crisis III (ARCC III) Tools. Retrieved from: <https://drive.google.com/drive/folders/0Byh39dcQhzhJaXliTWMyYXFqXzA>



## Examples of calculating transfer value

### How to calculate transfer value based on

**unmet needs:** In Iraq, UNICEF provided a Child Cash Grant (CCG) as a top-up to the UNHCR Multipurpose Cash Transfer (MPC). The CCG was based on the costing of schooling, health, nutrition and other childcare needs, and was calculated per child. The MPC transfer value was based on the MEB, which did not include education related costs, and was calculated per household. The CCG led to an almost double expenditure on school supplies, compared to the period before the receipt of the CCG, and led to increased enrolment, with a stronger effect in the cases where both parent were literate.

### How programme objective can influence

**transfer value:** In Lebanon, UNICEF actively combated household reliance on negative coping strategies such as child labour or child marriage. For children of primary school age, the grant value covered indirect costs such as transportation, clothing and school snack. For children older than ten years the grant value also included compensation for the opportunity cost of lost child labour.

### How programme objective and acceptability

**can influence transfer value:** In Turkey, the transfer value of the UNICEF Conditional Cash Transfer for Education (CCTE) for Syrian refugee children is the same as the transfer value of the national cash transfer for education targeted to Turkish children, with a higher value for girls and secondary school students. Aligning the transfer value of the refugee programme with the national programme was important for the acceptance of the refugee programme, which has close to 300,000 beneficiaries. However, the value is not optimal for expanding access to those children who are still out of school. The higher value for girls is explained by the programme objective to incentivise girls' parents to send them to school.

Despite calculating total needs in the MEB at household level, transfer value for topping up multipurpose cash transfers with education-related expenses is calculated per child. While inconsistent from a methodological point of view, this mitigates the risk connected to varying numbers of school-aged children per household, and ensures that the needs of each school-aged child in the household are taken into account. This in turn can be limited by a cap put on the number of children per household receiving cash for education.

Very few studies look at the comparative impact of varying transfer amounts on education outcomes. In development contexts, a few studies explicitly test the impact of varying transfer amounts, finding mixed evidence. A study on the PROGRESA / Oportunidades programme in Mexico found that higher transfer values were associated with improvements in cognitive and verbal tests. On the other hand, little evidence on any effect of higher transfers was found in Cambodia's Education Sector Support Project (CESSP) on attendance.<sup>30</sup>

30

Bastagli, F., Hagen-Zanker, J., Harman, L., Barca, V., Sturge, G., Schmidt, T., & Pellerano, L. (2016). Cash Transfers: What Does the Evidence Say? A Rigorous Review of Programme Impact and of the Role of Design and Implementation features. ODI. Retrieved from: <https://www.odi.org/sites/odi.org.uk/files/resource-documents/10749.pdf>

**Key take-away:** There are still important gaps and inconsistencies in the way the transfer value for cash transfers for EiE is calculated. While in very recent years education has been included in the total needs as reflected in the MEB with average household values, transfer values for education are usually calculated per child, in an uncoordinated and inconsistent manner. Recurrence of expenses, programme objectives broader than education and including addressing protection concerns such as child labour, or acceptability further influence transfer value calculation and should be considered.

### 1.2.3.2

#### When should the transfer be made? – timing, duration and frequency

EIEPS

Providing CVA when actual school related expenses occur maximizes chances that households spend the money for the intended purpose. For EiE, this means providing transfers intended to cover one-off expenses such as school fees and uniforms in the beginning of the school year or other moments when they occur, and providing transfers to cover transport to school and other smaller recurrent expenses in regular installments during the school year. This programme design is easy to implement in the case of EiE specific CVA, and sometimes in the case of education or child-specific top-ups of MPC as well. UNICEF CTE in Turkey, for example, provides households regular payments during the school year conditional on 80 per cent attendance, in addition to an exceptional unconditional payment in the beginning of the school year.<sup>31</sup>

**Example:** Starting CVA for EiE at the beginning of the school year can also have additional benefits. UNICEF's No Lost Generation Min Ila programme in Lebanon, for example, was designed to start at the beginning of the school year, a moment when Syrian refugee children could easily join the existing process and be enrolled in school.<sup>32</sup> This was important in a context where school enrolment was possible during a limited period of time, at the beginning of the school year.

Among the reviewed projects, the duration of the EiE-specific cash transfers usually coincides with the duration of the school year.<sup>33</sup> Children are enrolled in the programme for one up to two years, with the primary objective of the programme being to bring them back to school, or to keep them in school when their vulnerability is high. The duration of MPC and of related top-ups is typically of one to three months, and in some cases extends to six months, and it can cover any period during the year, during or outside the school year, depending on considerations not related to education. The relatively short duration of MPC, combined with their unpredictable timing makes their use for EiE outcomes challenging. Monitoring showed however that they do have a positive impact on reducing negative coping mechanisms such as withdrawal of children from school, or child labour. In the case of education or child specific top-ups, they also lead to outcomes such as increased enrolment and attendance.

<sup>31</sup> UNICEF Turkey. (2017). Turkey Case Study. (unpublished).

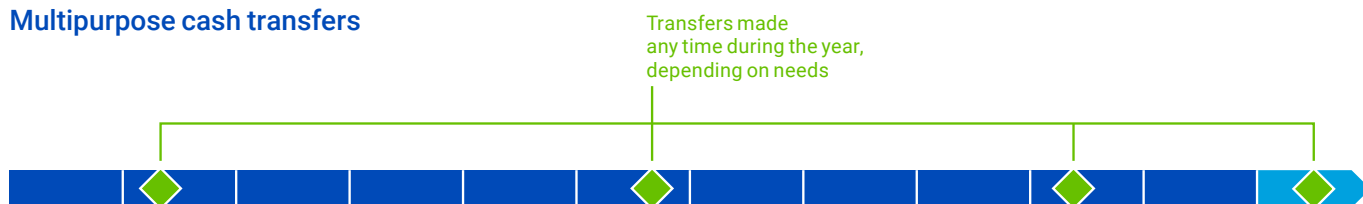
<sup>32</sup> Hoop, D. J., Morey, M., & Seidenfeld, D. (2017b). Min Ila: Summary of Education Results after the First Few Months of Implementation. UNICEF Innocenti & AIR. Retrieved from: <https://www.air.org/sites/default/files/downloads/report/Min-Ila-Policy-Brief-May-2017.pdf>

<sup>33</sup> The UNICEF Iraq Cash Transfers for EiE, the UNICEF Turkey CTE for refugees, the Government Girls' Education South Sudan project, the UNICEF Min Ila programme in Lebanon

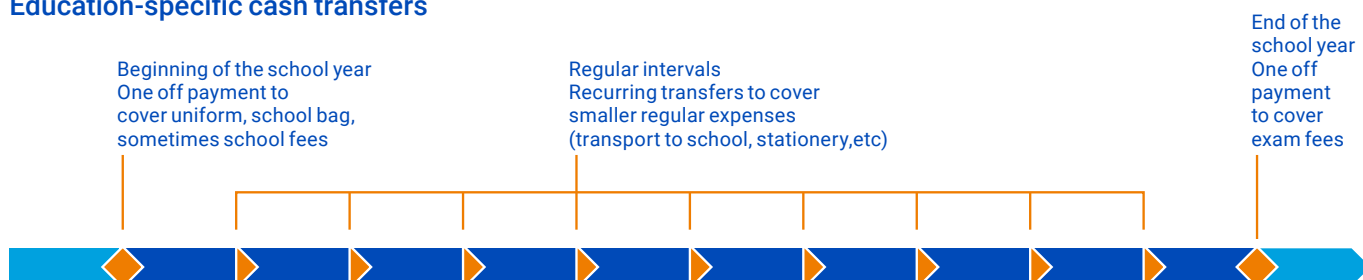


Figure 5  
Timing, duration and frequency of cash transfers

### Multipurpose cash transfers



### Education-specific cash transfers



**Example:** UNICEF ARCC programme in DRC experimented with two different transfer frequencies. Households receiving the same amount of money in three transfers instead of one were more likely to spend it on school fees, partly due to the increased probability of one of the transfers to be received in a moment when school fees were expected to be paid.<sup>34</sup>

34  
Bonilla, J., Carson, K., Kiggundu, G., Morey, M., Ring, H., Nillesen, E., Erba, G., & Michel, S. (2017). Humanitarian Cash Transfers in the Democratic Republic of Congo: Evidence from UNICEF's ARCC II Programme. American Institutes for Research. Retrieved from: <https://www.air.org/sites/default/files/downloads/report/Humanitarian-Cash-Transfer-DRC-April-2017.pdf>

35  
Bastagli, F., Hagen-Zanker, J., Harman, L., Barca, V., Sturge, G., Schmidt, T., & Pellerano, L. (2016). Cash Transfers: What Does the Evidence Say? A Rigorous Review of Programme Impact and of the Role of Design and Implementation features. ODI. Retrieved from: <https://www.odi.org/sites/odi.org.uk/files/resource-documents/10749.pdf>

36  
Bastagli, F., Hagen-Zanker, J., Harman, L., Barca, V., Sturge, G., Schmidt, T., & Pellerano, L. (2016). Cash Transfers: What Does the Evidence Say? A Rigorous Review of Programme Impact and of the Role of Design and Implementation features. ODI. Retrieved from: <https://www.odi.org/sites/odi.org.uk/files/resource-documents/10749.pdf>

In development contexts, two studies on Colombia's Subsidios Condicionados a la Asistencia Escolar (SCAE) project and on the Burkina Faso Nahouri project evaluated the role of timing of transfers, generating some evidence that tying the transfer schedule to critical moments of the school year decision cycle can have an impact on enrolment especially.<sup>35</sup>

A number of studies on development cash transfers for education offer insights into the role of increasing length of exposure for beneficiary households, with only a few explicitly testing the differential impact of longer exposure to cash. The evidence is mixed for impacts on attendance and weak or unsubstantial for impacts on cognitive development, with Colombia's Familias en Acción being the only project that finds that longer exposure leads to more years of education.<sup>36</sup>

**Key Take-Away:** Promising practices exist related to linking the timing of the EiE-specific CVA to those moments when education-related expenses are incurred, leading to stronger EiE outcomes. The timing of MPC is more difficult to adjust, with a promising example of a programme successfully experimenting with the frequency of the transfer for enhanced EiE outcomes.



### 1.2.3.3

#### For how long should families in need receive Cash and Voucher Assistance, and how can this be made sustainable?

EIEPS

Linking CVA for EiE with existing social safety nets<sup>37</sup> ensures a continuous and coherent response in humanitarian and development contexts, paving the way for human capital development. Even before considering such sustained links, existing social safety nets can serve as a platform for delivering humanitarian CVA, and contribute to state strengthening.

**Example:** The UNICEF Turkey CCTE is an expansion of the national conditional cash transfers for education programmes, using the same design features, rules and regulations, adapted for refugees. The UNICEF Iraq cash transfers for EiE used a different model of linking with the national social safety net: in some of the governorates where the programme was implemented, it used the government administrative framework, but run the humanitarian programme separately. Working directly with the Iraqi Ministry of Labour and Social Affairs facilitated also the participation of the government's education department in the programme, supporting more timely enrolment of refugee children.

In places where such linkages are not yet feasible, some programmes use livelihood programming as an exit strategy for the CVA for EiE. This is the case of a Save the Children programme in Northern Nigeria, integrating income generating activities with CVA for EiE to ensure that households maintain the same income level after the CVA ends.<sup>38</sup>

**Key take-away:** Linking humanitarian CVA with government social safety nets can lead to increased sustainability of humanitarian CVA outcomes. When such linkages are not possible, using livelihood programming can be a viable exit strategy for CVA for EiE.

<sup>37</sup> According to the CaLP Glossary, in development contexts safety nets target the poor or vulnerable and consist of non-contributory transfers, such as in-kind food, cash or vouchers. They can be provided conditionally or unconditionally. Safety nets are a sub-set of broader social protection systems.

<sup>38</sup> Save the Children Norway. (2017). Increasing Access to Quality Education in Nigeria through Strengthened resilience and Livelihood. Project proposal. (unpublished).

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## 1.3

# Recommendations

Evidence generated from the Cash and Voucher Assistance for Education in Emergencies Study was used to develop the associated Guidelines for education in emergencies practitioners. However, the findings from the Study identified several knowledge gaps. The following actions are recommended for the Global Education Cluster and its partners to address these gaps:

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### Needs assessment

- Work with cluster partners to adapt needs assessment tools and process to collect information necessary for the successful implementation of CVA for EiE, including information from households regarding the nature of economic barriers to education they encounter.
- Develop guidance on how education in emergencies interventions are costed in different contexts.

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### Response Option Analysis

- Work with other clusters, OCHA and other key stakeholders to agree on processes and tools for response options analysis, with the objective of informing the HRP on a context-appropriate mix of multipurpose cash transfers (MPC), sector-specific CVA, in-kind assistance and services.
- Work with cluster partners to ensure tools and processes are developed and used for systematic response option analysis considering the CVA modality in education cluster strategies.
- Ensure that evidence is gathered on response option analysis for operational actors, including response modality analysis, contextual analysis, and feasibility and appropriateness analysis specifically for CVA for EiE.
- Develop guidance on assessing markets for education-related goods.

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### Cash and Voucher Assistance Planning and Design

- Work with cluster partners to gather evidence on issues including but not limited to: optimising targeting practices, the comparative impact of conditional and unconditional transfers on EiE outcomes, best practices in using CVA to advance girls education, and the use of CVA for EiE in natural disasters and epidemics.
- Work inter-sectorally to refine and systematise current approaches in establishing an education component of the MEB including an analysis of pros and cons of calculating costs per household vs. per child.
- Facilitate the development of guidance on best practices for using conditional / unconditional transfers in diverse emergency contexts and different response phases.





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### Cash and Voucher Assistance Monitoring

- At the inter-cluster level, agree on a common set of indicators to track the use of CVA.
- At the inter-cluster level, support processes aiming at standardising indicators for multipurpose cash transfers, including the inclusion of education-related negative coping mechanisms in the coping strategy indices.
- Work with cluster partners to adapt existing monitoring tools to track the use of CVA at EiE sector level (5W, Online Project System).
- Facilitate the development (by INEE) of a guidance note on how CVA contribute to INEE domains, including sample indicators and links to evidence / case studies.

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### Capacity building

- Adapt current capacity building tools and processes to integrate aspects related to CVA for EiE.
- Disseminate findings of the study through a webinar.
- Develop together with CaLP an online training.

While the above recommendations are all to the Global Education Cluster and its partners, future consultations will bring more clarity on the specific partners best placed to take forward selected recommendations. The implementation of recommendations will generate further evidence, to be used to update the guidelines that follow.

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## 2

# Guidelines for Cash and Voucher Assistance in Education in Emergencies

The Guidelines for Cash and Voucher Assistance (CVA) in Education in Emergencies (EiE), developed by the Global Education Cluster, reflect evidence from the Synthesis of the Cash and Voucher Assistance for Education in Emergencies Study. In some cases, the evidence was insufficient, pointing to the need to expand the evidence base and adapt the guidelines accordingly. Recommendations on priority areas for evidence building are included in the Synthesis and should be read together. The primary audience of the Guidelines are Education Cluster coordinators and EiE programme staff.

These Guidelines adopt the Cash Learning Partnership (CaLP) definition of CVA and its application to EiE, as reflected in the Synthesis. Under this definition, **Cash and Voucher Assistance (CVA)** refers to all programmes where *cash transfers* or *vouchers* for goods or services are directly provided to recipients. In the context of humanitarian assistance, the term is used to refer to the provision of cash transfers or vouchers given to individuals, household or community recipients; not to governments or other state actors. Only CVA targeting households and children are under the scope of the Synthesis and Guidelines. All other cash-like forms of assistance in the education sector, such as cash grants to schools and teacher incentives will be addressed in separate guidelines.

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### Guidelines for Education Cluster Coordinators

See page 14

#### Needs Assessment and Situation Analysis

##### ■ Inter-cluster

- Participate in consultations led by the Inter-Cluster Coordination and Cash Working Groups and ensure education is included where relevant. This includes multi-cluster needs assessments, joint market assessments, joint assessments of capacities of financial service providers, and protection mainstreaming.

##### ■ Cluster

- Promote the use of integrated assessment of education needs, through tools and processes that allow understanding of both demand and supply-side barriers that prevent children from accessing education, including economic ones.
- Ensure agreement is reached among cluster partners on context-appropriate methods and tools for assessing education related markets, including by making use of multi-sectoral market assessment processes when these exist.

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## Response Options Analysis

### ■ Inter-cluster

- Contribute to decision-making processes leading to the potential consideration of Multipurpose Cash Transfers (MPC), through active participation in discussions and by advocating for the consideration of MPC where appropriate. This includes deciding on the best way to reflect multipurpose cash within the Humanitarian Response Plan.

### ■ Cluster

- Include the CVA modality in the education cluster strategy and in the education chapter of the Humanitarian Response Plan, where relevant.
- Promote the use of CVA for EiE in an integrated manner, along interventions strengthening education services and addressing protection concerns (in close coordination with the protection cluster).

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## Programme Planning and Design

### ■ Cluster

- Foster agreement among cluster partners on the education goods and services that can be covered by cash transfers, depending on the context. On this basis, work with other clusters and the Cash Working Group to develop a Minimum Expenditure Basket (MEB) when required.
- In collaboration with other clusters and the Cash Working Group, ensure that mechanisms are in place to cost the education-related items included in the MEB, and to update their value regularly as per market price changes.
- Promote harmonised approaches of calculating the cash transfer value, i.e. by making use of commonly developed tools such as the MEB, and in accordance with needs, programme objectives, and acceptability.
- Actively promote linkages of CVA for EiE with government social safety nets, whenever possible, by promoting government participation in cluster activities, by actively participating in engagement with Inter-Cluster and Cash Working Groups with the government on this topic, and by advocating for such linkages.

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## Monitoring and Evaluation

- Work with OCHA and the Cash Working Group to track the use of CVA overall, and with partners to track the use and outcomes for EiE specifically.
- Work with partners to ensure the inclusion of EiE indicators in the collectively-developed CVA monitoring tools.





## Guidelines for Education in Emergencies Programme Staff

See page 14

### Needs Assessment and Situation Analysis

- Always assess education-related needs and vulnerabilities in an integrated manner, considering barriers to accessing education from an education service (supply-side) perspective, and from a household / child (demand-side) perspective. To this end, work together with CVA and social protection practitioners to understand economic barriers to accessing to education.
- Develop a detailed understanding of education-related expenditures made by households, based on needs assessments.
- Work together with CVA practitioners and other practitioners (such as supply, finance, child protection) to understand whether the context is favorable to implementing CVA for EiE. This includes understanding education service availability, the capacity and the functioning of markets for education related goods and services (such as uniforms, school materials, transportation to school), the operational and protection risks related to the implementation of CVA, the options available to transfer money to potential beneficiaries, and aspects related to the efficiency and effectiveness of the CVA modality when compared with the in-kind one.
- Always look for and make use of existing secondary data at inter-agency and cluster level, including on economic vulnerability of households, market capacity and functioning, operational and protection risks, and money transfer mechanisms.

## Response Options Analysis

- When considering programming options to facilitate access to education, integrate CVA to households with interventions meant to strengthen education services and address protection concerns, thus addressing barriers on both demand and supply sides.
- When considering use of CVA, always factor in the absorption capacity of education services.
- In fluid emergency contexts where there is little time available to respond and limited control over the quantity and quality of education services, Multipurpose Cash Transfers (MPC) can be used, with some EiE outcomes expected.
- In more stable contexts where strengthening education services and addressing protection concerns is feasible in a timely manner, EiE-specific CVA can be used, covering education-related expenses when they occur and for a longer period of time, leading to stronger EiE outcomes.
- Keep in mind that barriers such as school fees can be addressed both through CVA to households and direct support to schools. In such cases, careful consideration of contextual risks and benefits of each of the options is needed.
- Base your decision of implementing CVA on an analysis of the nature of the need (demand or supply driven), and of CVA feasibility, i.e. of concerns related to market capacity and functionality, operational and protection risks and corresponding mitigation measures, existing money transfer mechanisms, and efficiency and effectiveness considerations.

## Programme Planning and Design

- **Targeting**
  - Whenever possible, consider linking the targeting of the CVA for EiE with the targeting of interventions to strengthen education services and address protection concerns, for maximum EiE outcomes.
  - When targeting CVA for EiE, consider both economic and social vulnerabilities that lead to school drop-out and non-attendance.
  - Work together with CVA practitioners and experts from other sectors to ensure coherence between economic vulnerabilities on which the targeting of CVA for EiE is based, and economic vulnerabilities on which other CVA is based.

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### ■ **Conditionalities**

- Use conditionalities only when the absorption capacity of education services is sufficient.
- Develop a strong understanding of costs and timelines related to conditionality enforcement and monitoring, and use it when deciding on the design of a CVA for EiE. Significant monitoring costs and long timelines should support decisions in favor of unconditional CVA.
- As an alternative to the use of conditionalities, consider the implementation of unconditional CVA combined with strong communication emphasising the education-related purpose of the transfer.

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### ■ **Transfer value**

- Calculate transfer value in coordination with other humanitarian organisations providing cash transfers to affected population.
- In contexts where a Minimum Expenditure Basket (MEB) exists and includes education costs, use it to calculate transfer value.
- Calculate transfer value based on unmet needs. Further adjust the transfer value based on programme objective, available budget and acceptability by governments and host populations.
- When implementing EiE-specific CVA, strive to provide it as a top-up to other cash assistance covering other basic needs to encourage households to use the EiE-specific CVA for its intended purpose.

See page 25

### ■ **Timing, duration and frequency of transfers**

- Provide CVA for EiE when education-related expenses occur. Most often, higher one-off expenses occur in the beginning of the school year, or upon enrolment, and are followed by smaller recurrent expenses during the school year.
- Consider experimenting with the transfer frequency, to determine whether a higher or lower frequency leads to better EiE outcomes.

See page 27

### ■ **Exit strategies and linkages with social safety nets**

- Always consider linking to government social safety nets in delivering humanitarian CVA for EiE to ensure continuation of assistance after the end of the humanitarian programmes.
- Consider integrating livelihood programming with CVA for EiE as an exit strategy meant to ensure that households continue to have sufficient resources after the end of the CVA for EiE.

See page 20

## **Monitoring and Evaluation**

- In integrated programmes, design monitoring and evaluation tools and related indicators conducive to understanding the contribution of CVA to households and of interventions which strengthen both education and protection.



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# 3

## Essential Cash and Voucher Assistance resources

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### General resources

- 1 CaLP. (2018). Glossary of Cash and Voucher Assistance Terminology. Retrieved from: <http://www.cashlearning.org/downloads/calp-glossary-dec18.pdf>
- 2 IFRC. (2018). Cash in Emergencies Toolkit. Retrieved from: <http://rcmcash.org/>
- 3 Kukrety, N. (2016). Working with Cash Based Safety Nets in Humanitarian Contexts: Guidance Note for Humanitarian Practitioners. USAID & CaLP. Retrieved from: <http://www.cashlearning.org/downloads/calp-humanitarian-pratitioners-guidance-notes-en-web-.pdf>
- 4 Martin-Simpson, S., Grootenhuis, F., & Jordan., S. (2017). Monitoring4CTP. Monitoring Guidance for CTP in Emergencies. USAID & CaLP. Retrieved from: <http://www.cashlearning.org/downloads/calp-ctp-monitoring-web.pdf>
- 5 Smith, G., McCormack, R., Jacobs, A., Chopra, A., Vir Gupta, A., & Abell, T. (2018). The State of the World's Cash Report. Cash Transfer Programming in Humanitarian Aid. London: CaLP and Accenture. Retrieved from: <http://www.cashlearning.org/downloads/calp-sowc-report-web.pdf>
- 6 Gordon, L. (2018). Measuring Cash Transfer Programming: Scoping Study. CaLP. Retrieved from: <http://www.cashlearning.org/downloads/measuring-cash-scoping-study-reportfinal-1.pdf>
- 7 UNESCO & UIS. (2017). Availability and Reliability of Education Finance data in Household Surveys. Retrieved from: <http://uis.unesco.org/sites/default/files/documents/availability-reliability-education-finance-data-household-surveys.pdf>
- 8 UNHCR, CaLP, DRC, OCHA, Oxfam, Save the Children, & WFP. (2015). Operational Guidance and Toolkit for Multipurpose Cash Grants. Retrieved from: <http://www.cashlearning.org/downloads/operational-guidance-and-toolkit-for-multipurpose-cash-grants---web.pdf>
- 9 UNHCR, DRC, GPC, Oxfam, Save the Children, WRC, WFP. (2015). Guide for Protection in Cash-Based Interventions. Retrieved from: <http://www.cashlearning.org/downloads/erc-guide-for-protection-in-cash-based-interventions-web.pdf>
- 10 UNHCR. (2017). Cash Delivery Mechanisms Assessment Tool. Retrieved from: <http://www.unhcr.org/5899ebec4.pdf>

- 11 UNICEF. (2016). Social Inclusion Summaries. Conditionality in Cash Transfers: UNICEF's Approach. Retrieved from: <http://www.unicefinemergencies.com/downloads/eresource/docs/Cash%20in%20Emergencies/Conditionality%20in%20Cash%20Transfers%20-%20UNICEF's%20Approach-2.pdf>
- 12 WFP. (2017). Minimum Expenditure Baskets. An Interim Guidance Note. Retrieved from: <https://docs.wfp.org/api/documents/WFP-0000074198/download/>

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## Country-specific resources

- 1 Cash Working Group in Iraq. (2018). Vulnerability Assessment Form. Retrieved from: [https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/tool\\_1\\_-\\_vulnerability\\_assessment.21x\\_0.pdf](https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/tool_1_-_vulnerability_assessment.21x_0.pdf)
- 2 Cissokho, N. (2017). Définition des Paniers de Dépense Minimum (MEB) en Afrique de l'Ouest. Expériences du Cameroun, Mali, Niger, Tchad et Nigeria. Quelles Leçons Tirer pour d'Autres pays? Cash Learning Partnership (CaLP). Retrieved from: <http://www.cashlearning.org/downloads/calp-meb-west-africa-fr-web.pdf> (in French)
- 3 Iraq Cash Working Group. (2018). Post Distribution Monitoring Form. Retrieved from: [https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/tool\\_3\\_-\\_pdm.22x\\_0.pdf](https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/tool_3_-_pdm.22x_0.pdf)
- 4 REACH & UNICEF Iraq. (2016). Baseline Assessment for Education Cash Transfer Programming for IDPs in Dahuk Governorate. Retrieved from: [http://www.reachresourcecentre.info/system/files/resource-documents/reach\\_irq\\_report\\_education\\_assessment\\_of\\_idps\\_in\\_dahuk\\_april\\_2016.pdf](http://www.reachresourcecentre.info/system/files/resource-documents/reach_irq_report_education_assessment_of_idps_in_dahuk_april_2016.pdf)
- 5 REACH. (2018). Research Terms of Reference. Joint Price Monitoring Initiative (JPMI). Retrieved from: [http://www.reachresourcecentre.info/system/files/resource-documents/reach\\_irq\\_tor\\_joint\\_price\\_monitoring\\_initiative\\_jpmi\\_july\\_2018\\_0.pdf](http://www.reachresourcecentre.info/system/files/resource-documents/reach_irq_tor_joint_price_monitoring_initiative_jpmi_july_2018_0.pdf)
- 6 REACH. (2018). Research terms of reference. Joint Rapid Assessment of Markets (JRAM). Retrieved from: [http://www.reachresourcecentre.info/system/files/resource-documents/irq1707\\_jram\\_tor\\_final\\_june18.pdf](http://www.reachresourcecentre.info/system/files/resource-documents/irq1707_jram_tor_final_june18.pdf)
- 7 REACH. (2018). Research terms of reference. Multi-cluster Needs Assessment. Round VI. Retrieved from: [http://www.reachresourcecentre.info/system/files/resource-documents/reach\\_irq\\_tor\\_mcna\\_vi\\_july2018\\_2.pdf](http://www.reachresourcecentre.info/system/files/resource-documents/reach_irq_tor_mcna_vi_july2018_2.pdf)
- 8 UNICEF DRC. (2018). Alternative Responses to Communities in Crisis III (ARCC III) Tools. Retrieved from: <https://drive.google.com/drive/folders/0Byh39dcQhzhJaXliTWMYyXFqXzA> (in French)





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# Cash and Voucher Assistance for Education in Emergencies Synthesis Report and Guidelines



Cash and voucher assistance for education in emergencies removes economic barriers to education which prevent crisis affected children from accessing education. Cash and voucher assistance helps families purchase the necessary supplies for school; covering school fees and transportation costs or even the opportunity cost of lost child labour. Cash and voucher assistance has been shown to prevent drop-outs, lead to re-enrolment of children who have been out of school and to increased attendance.

However, cash alone will not be enough to bring these children to school if they are bullied and discriminated against because of their displacement status, if they do not have the required documentation to enrol in school, if parents do not consider education important, or if schools do not have sufficient capacity to receive them. Such situations call for the integration of cash and voucher assistance with interventions aimed at reducing or eliminating these barriers which are not economic in nature.

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