



# EMERGENCY RESPONSE CAPACITY (ERC) CONSORTIUM – NIGERIA

Building an evidence base on operational  
models for the delivery of CTP

CaLP Case Study

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# CONTENTS

<b>Acronyms and abbreviations</b>	<b>5</b>
<b>Executive summary</b>	<b>6</b>
Recommendations to the ERC Consortium:	7
Recommendations to cash actors in North-East Nigeria:	7
Broader learning and recommendations of global relevance:	7
<b>1 Introduction</b>	<b>8</b>
1.1 CaLP-led learning agenda on operational models for CTP	8
1.2 Context of CTP in North-East Nigeria	8
1.3 The ERC Consortium pilot	9
<b>2 Methodology</b>	<b>10</b>
2.1 Scope and objectives	10
2.2 Study methodology	10
2.3 Constraints and limitations	10
<b>3 Enhanced Response Capacity (ERC) Consortium</b>	<b>11</b>
3.1 ERC Consortium formation	11
3.2 ERC Consortium structure and decision making	11
3.3 ERC Consortium and the Nigeria pilot	12
<b>4 Findings: the ERC Consortium model’s influence on efficiency, effectiveness and accountability</b>	<b>14</b>
4.1 Influence of the ERC Consortium on the project cycle	14
4.2 Influence of the ERC Consortium on drivers of efficiency, effectiveness and accountability	17
4.3 Influence of the ERC Consortium on the overall humanitarian response	22
<b>5 Conclusions and recommendations</b>	<b>23</b>
Annex 1.1 – List of documents consulted	26
Annex 1.2 – List of interviews conducted	27
Annex 2 – Data analysis tables (as per CaLP’s CTP Operational Models Analytical Framework)	28
Annex 3 – Study Terms of Reference	30

# ACRONYMS AND ABBREVIATIONS

<b>ACF</b>	Action Contre la Faim
<b>BNA</b>	Basic Needs Assessment
<b>CaLP</b>	Cash Learning Partnership
<b>CCCM</b>	Camp Coordination and Camp Management
<b>CCD</b>	Collaborative Cash Delivery
<b>CTP</b>	Cash Transfer Programming
<b>CWG</b>	Cash Working Group
<b>DFID</b>	Department for International Development
<b>DRC</b>	Danish Refugee Council
<b>ECHO</b>	European Civil Protection and Humanitarian Aid Operations
<b>ERC</b>	Enhanced Response Consortium
<b>FAO</b>	Food and Agriculture Organization
<b>FSP</b>	Financial Service Provider
<b>HNO</b>	Humanitarian Needs Overview
<b>HRP</b>	Humanitarian Response Planning
<b>IOM</b>	International Organization for Migration
<b>ICRC</b>	International Committee of the Red Cross
<b>IDP</b>	Internally Displaced Person
<b>IRC</b>	International Rescue Committee
<b>LGA</b>	Local Government Area
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MEB</b>	Minimum Expenditure Basket
<b>MoU</b>	Memorandum of Understanding
<b>MPG</b>	Multipurpose Cash Grant
<b>MSMA</b>	Multi-Sectoral Market Assessment
<b>NFI</b>	Non-Food Item
<b>NGO</b>	Non-Governmental Organization
<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>OHCT</b>	Operational Humanitarian Coordination Team
<b>OISWG</b>	Operational Inter-Sector Working Group
<b>OM</b>	Operational Model
<b>PUI</b>	Première Urgence Internationale
<b>ROAP</b>	Response Options and Analysis Planning
<b>SCUK</b>	Save the Children UK
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>WASH</b>	Water, Sanitation and Hygiene
<b>WFP</b>	World Food Programme
<b>WHO</b>	World Health Organization

## EXECUTIVE SUMMARY

This case study aims to review and map out how **aspects of the Enhanced Response Capacity (ERC) consortium model have influenced key drivers of quality** (effectiveness, efficiency and accountability) in the consortium's Nigeria pilot. Formed at the global level in 2015, the ERC Consortium is comprised of five humanitarian response agencies: Save the Children UK (SCUK), Mercy Corps, the Danish Refugee Council (DRC), the Cash Learning Partnership (CaLP) and the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). **The consortium's objective is to facilitate the uptake of Multipurpose Cash Grants (MPGs)** in humanitarian response through a focus on developing technical tools and on activities designed to support the enabling environment for the use of MPGs. As a technical consortium, each of the member agencies provides added value to the consortium either through its capacity or leadership in specific technical areas.

Notably, the consortium does not establish or implement MPG programmes, but rather pilots tools and supports the enabling environment for use and promotion of MPGs to meet basic humanitarian needs. In the context of the Nigeria pilot, the 'enabling environment' refers to activities aimed at strengthening cash coordination mechanisms, and linkages to formal coordination architecture and feasibility assessments (acceptance, safety and partner capacity).

Funded by ECHO, the ERC Consortium is a traditional consortium model with one lead agency (SCUK) responsible for overseeing the project, coordinating partners, and the financial management of the grant and related reporting. **The consortium implemented a package of activities aimed at promoting the use of MPGs in North-East (NE) Nigeria in 2017**, as the first of two pilots planned to test the tools developed by the consortium's technical leads. The context of NE Nigeria – as a protracted crisis, with over 1.9 million individuals displaced and 8.5 million people in need of life-saving assistance – was selected for the pilot due to the presence of the ERC partner agencies in country and the potential for the use of cash transfers, and specifically MPGs, in the response. The pilot project ran from March to September 2017 and included a series of technical assessments, analysis and response planning led by the respective technical agencies in the consortium (SCI, DRC and Mercy Corps) alongside activities designed to support the enabling environment, led by OCHA and CaLP.

This study **methodology uses CaLP's operational models** analytical framework for the delivery of cash transfer programming (CTP) to identify and explore aspects of the ERC Consortium model that have had an influence on quality in the Nigeria pilot. The overall aim of this study is to **provide recommendations on the future evolution of the ERC Consortium and to contribute to a growing evidence base on operational models**. The study consisted of three key phases: (i) a preliminary desk review and series of key informant interviews; (ii) a field visit and discussions with key stakeholders in Nigeria; and (iii) analysis of data using the CaLP analytical framework.

This study finds that the ERC Consortium model has proven to be an efficient model in Nigeria. With relatively low costs and a simple structure, the consortium was able to deliver strong technical tools that can be adapted to various contexts. And despite the challenges of the context in Nigeria, the activities completed by the ERC Consortium opened the space for discussions of cash within the humanitarian response, and effectively positioned MPGs as a potential future response modality. At the time of this study, the Cash Working Group (CWG) in Nigeria was still continuing discussions on the potential use of the tools developed by the ERC; therefore, this study is unlikely to have captured the full impact of the ERC Consortium project within Nigeria.

However, the potential of the ERC Consortium to influence the effectiveness of the response in Nigeria was limited by aspects of the model itself – mainly the fact that the global structure of the model could not be easily replicated at the country level, where the consortium was unable to establish effective collaboration between member agencies on the ground and ensure their ownership of the initiative, or to create broader connections between other stakeholders. The ERC project was conceived and designed at the global level with no participation from country-level counterparts, partially because the involvement of agencies on the ground only started during the pilot-selection process and global focal points faced challenges in raising the necessary level of interest.

Partially because of this disconnect between the consortium's global- and country-level partners, it was unable to account for contextual factors – including a lack of donor interest in MPGs – within the design of the package of activities led by the consortium member agencies, or to build the necessary ownership of the tools and processes developed. These factors were compounded by the context of the response in Nigeria, whereby many basic preconditions for cash were not in place.

In summary, this study makes the following recommendations:

### Recommendations to the ERC Consortium:

- Ensure strategic engagement and follow-up on the Nigerian pilot, building on the work completed during the pilot. Advocate for short-term, dedicated country-level resources to enable the uptake of the tools, and build ownership of the ERC tools and processes at the country level.
- Position the consortium to lead the design and implementation of MPGs in Nigeria by working collaboratively on a pilot for the delivery of MPGs in NE Nigeria.
- For future pilot countries and projects, ensure global resources are balanced with dedicated in-country resources.
- Ensure that contextual feasibility informs the approach of the consortium at country level; prioritize activities that build inter-agency ownership of tools and processes led by the consortium.
- Consider formalizing consortium structures at the country level and opening the consortium to other strong actors in country.

### Recommendations to cash actors in North-East Nigeria:

- The Nigeria CWG should review, adapt and, as appropriate, endorse the tools and processes developed by the ERC Consortium as a means by which to initiate discussions on the standardization and harmonization of CTP tools in NE Nigeria.

### Broader learning and recommendations of global relevance:

- **Ensure and prioritize adequate funding for CWG functions:** The role played by both the chair and technical coordinator of the CWG in facilitating cash discussions were highlighted through this study and emphasize the importance of resourcing and prioritizing CWG functions (including leadership roles) within a response. In a context with potential to increase CTP, donors should align their funding with this need to ensure technically sound and strong CWG leadership.
- **Promote consideration and awareness of innovative operational model structures:** The ERC Consortium illustrates the potential for a technically segregated consortium formed at the global level to influence and support country-level responses in a cost-effective way.
- **Donors to ensure flexible funding for innovative models and approaches:** Part of the challenge faced by the ERC Consortium was the division of resources and a lack of resources for the in-country pilot. This highlights a need to ensure that for innovative models designed at the global level, funding for pilots and other country-level activities should be flexible and adaptable to the needs of each individual pilot.
- **Recognize and advocate for a multi-sectoral approach in humanitarian response:** Further developing the multi-sectoral approach to analysis and advocating for the use of multi-sectoral tools at the global level has the potential to positively influence planning within humanitarian response and bring greater efficiency, effectiveness and accountability to humanitarian action.
- **Consider the potential for innovative models within broader discussions on quality and CTP at scale:** The ERC Consortium, as a technical consortium without any cash delivery (implementation) components, represents a unique operational model focused on supporting and building capacities within specific areas. The model of the ERC Consortium should more regularly be considered as a means by which to improve humanitarian action through a focus on specific elements of collaboration and their relevance to CTP. For example, a consortium could focus on developing a framework for private sector engagement on CTP (how, when, with whom, under what contexts, etc.) or on tools and approaches to systematically link CTP to social protection and safety net systems.

# I INTRODUCTION

## I.1 CALP-LED LEARNING AGENDA ON OPERATIONAL MODELS FOR CTP

Multiple models are being proposed as a solution to achieving scale and quality in cash transfer programming (CTP), and specifically for the delivery of multipurpose cash grants/transfers (MPGs). All of these models designed to deliver cash at scale require operational collaboration of some form among key actors. Evidence to date demonstrates that these different models have unique strengths and weaknesses for the delivery of efficient, effective and accountable CTP, in different contexts. This builds on a broader evidence base on operational models used across the humanitarian sector, and not specifically for CTP. The debate is current and significant, affecting substantial resource flows, business models and the global strategy of key actors.

To advance this debate, CaLP is leading a learning agenda<sup>1</sup> with the aim of developing guidance to support donors and operational agencies to assess the suitability of different operational models by context. The guidance will apply to large-scale CTP and in particular to MPGs, and will be based on case studies conducted using CaLP's draft *Framework for building evidence on operational models for CTP* (the analytical framework).<sup>2</sup> The framework provides guidance and tools that can be used to identify features within an operational model<sup>3</sup> that influence quality<sup>4</sup> in CTP, by examining drivers of efficiency, effectiveness and accountability. It also helps to document the role that contextual factors play in the formation and evolution of operational models and in supporting or hindering positive outcomes of CTP.

This study of the Emergency Response Capacity (ERC) consortium pilot in Nigeria was conducted using the analytical framework and related tools. The ERC study is the second of two case studies<sup>5</sup> using the framework to explore operational models, and has contributed to revisions to the framework for future use. The framework and additional guiding questions were tailored to the country context and the specific objectives of the ERC. This study aims to contribute to CaLP's overall learning agenda on operational models.

## I.2 CONTEXT OF CTP IN NORTH-EAST NIGERIA

The ongoing conflict in NE Nigeria, driven by the militant Islamist group Boko Haram, is driving chronic under-development and high rates of poverty and unemployment. Environmental degradation is contributing to eroding the livelihoods of farmers and fishermen. The crisis, which began in 2009 and shows no sign of abating, has caused massive displacement – with up to 2.1 million individuals fleeing their homes at the height of the conflict, 1.9 million of whom remain internally displaced. Recent waves of returnees, IDPs and refugees are also further exacerbating the already fragile situation. The conflict has taken a toll on communities across Borno, Aama and Yobe states, with more than 20,000 people killed and an estimated 8.5 million in need of life-saving humanitarian assistance.<sup>6</sup>

In November 2015, after a period of inactivity the Nigeria Cash Working Group (CWG) was reconvened under the leadership of Caritas Nigeria and Catholic Relief Services in response to a growing need for CTP-implementing agencies to collaborate in assisting affected populations. The establishment of both a national and a sub-national CWG (in Abuja and Borno state, respectively) meant that tasks and responsibilities were split between both levels, with the Abuja CWG leading on overall strategic and advocacy issues, and the Borno CWG focusing more on operational and technical issues. In preliminary discussions with stakeholders in Nigeria, it was noted that the CWG was affected by a number of shortcomings; these included broader issues on coordination within the response, challenges in identifying stable leadership, poor meeting schedules and attendance, and the fact that discussions largely centred on activity reporting.

<sup>1</sup> [www.cashlearning.org/downloads/calp-discussion-note---building-evidence-and-developing-guidance-on-operational-models-for-ctp---jul17.pdf](http://www.cashlearning.org/downloads/calp-discussion-note---building-evidence-and-developing-guidance-on-operational-models-for-ctp---jul17.pdf)

<sup>2</sup> Kristin Smart (2018) ) CTP Operational Models Framework CaLP LINK

<sup>3</sup> Working definition of operational model – 'The overall structure through which agencies work jointly (either through a partnership, consortium or other form of collaboration) to deliver a CTP. Specifically, in the situation response and analysis, programme design and implementation.'

<sup>4</sup> Quality taken as including efficiency, effectiveness and accountability.

<sup>5</sup> The first pilot is on the Greece Cash Alliance.

<sup>6</sup> UN-OCHA. 'North East Nigeria: Humanitarian Situation Update November 2017'

In response to these shortcomings, and in light of the continued strong demand for an effective cash coordination forum from both partners and donors, in April 2017 OCHA assigned a full-time CWG Coordinator, shortly followed by the assignment of a Technical Coordinator (by Mercy Corps) in July. Both the CWG Coordinator and Technical Coordinator are based in Maiduguri, Borno state, to closely support the working groups in Damaturu, Yobe State and in Yola, Adamawa State. The two coordinators now also cover the CWG meetings at national level, in Abuja, which take place on a monthly basis to focus on issues such as donor relations, government relations, capacity building and advocacy.

As of August 2017, a total of 17 organizations were providing cash assistance to around 200,000 targeted households, the majority of which were IDP and host community households. Most of the reported CTP (97%) was provided with a food security objective and was unconditional (97%). Restricted cash transfers using vouchers represented 66% of the total cash response, and cash transfers were delivered by three main mechanisms: e-voucher (65%), mobile money transfers (21%) and direct cash transfers (14%).<sup>7</sup> Notably, none of the reported CTP was in the form of MPGs. The total value of CTP amounted to \$9.9m in July, with Borno state receiving the majority of cash assistance (84%), followed by Yobe (14%) and Adamawa (2%) states.<sup>8</sup>

### 1.3 THE ERC CONSORTIUM PILOT

In this context, members of the ECHO-funded ERC Consortium, which is led by 'Save the Children (SC) and comprises CaLP, Danish Refugee Council (DRC), Mercy Corps and OCHA, began to work alongside the CWG to support the uptake of MPGs in NE Nigeria. The ERC Consortium is a group of agencies formed at the global level with the specific aim of increasing the uptake of MPGs in emergency response, and contributing to more efficient and effective humanitarian response. Specifically, at the global level, the overall aim of the ERC Consortium is to:

- Promote the use of harmonized multipurpose cash grants (MPGs) and evaluate their effectiveness in meeting basic needs in emergencies.

For the pilot in Nigeria, two specific objectives were defined by the consortium:

- Create an enabling environment for the use and promotion of MPGs to meet basic humanitarian needs.
- Provide timely technical support to facilitate the design, implementation and monitoring of MPGs.

The ERC Consortium's pilot in Nigeria aimed to reach these objectives through providing technical and strategic support for MPGs to country-based humanitarian organizations. Notably, the consortium does not establish or implement MPG programmes; its work primarily focuses on influencing their collaborative uptake. Between March and October 2017, the pilot was rolled out in Borno state, Nigeria, in the Local Government Areas (LGAs) of Maiduguri Metropolitan Council (MMC), Jere and Konduga.

The ERC's structure and decision-making processes include representatives (mainly technical) of each of the organizations at the global level. Following the initial pilot in Nigeria, the ERC has evolved and worked to apply lessons learned in Nigeria to the second pilot, in Ethiopia (as of November 2017).

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<sup>7</sup> UN-OCHA. 'Nigeria: North East Cash Update'. Accessed at: <https://data.humdata.org/organization/ocha-nigeria>

<sup>8</sup> UN-OCHA. 'Current cash situation in Nigeria: August 2017'

## 2 METHODOLOGY

### 2.1 SCOPE AND OBJECTIVES

The ERC Consortium is a global model, but its application is contextually influenced by the pilot countries. This case study therefore aims to document the formation, evolution and structure of the consortium as an operational model at global level, and its role in facilitating the uptake of MPGs in the Nigeria pilot. While this study is not an evaluation of the ERC Consortium, recommendations are provided with the objective of informing its evolution.

The study's primary objective has two components: firstly, to assess the influence of the ERC Consortium operational model on key drivers of MPG quality (effectiveness, efficiency and accountability) in the Nigeria pilot; and secondly, to review the role of the ERC Consortium in encouraging the uptake of MPGs in NE Nigeria. The specific objectives of this review were to:

- Understand the rationale, process of establishment, work and collaborative experience of the ERC Consortium in Nigeria.
- Assess the technical and strategic support that the ERC Consortium has provided to country-based humanitarian organizations, and the consortium's role in the broader humanitarian response and in-country coordination systems.
- Identify key factors linked to the Nigeria context affecting inter-agency collaboration and the uptake of MPGs.
- Generate learning of global relevance on what features of the operational model of the ERC Consortium are optimal (or missing/insufficient) for quality design of MPGs in a given context; and on the use of the draft analytical framework.

### 2.2 STUDY METHODOLOGY

The study used CaLP's CTP operational models analytical framework; this provided a basis for developing the research methodology to which ERC Consortium partner-specific considerations have been added, and a guide for data analysis.

The study included three phases: (i) an inception phase, consisting of a desk review and preliminary interviews; (ii) a country data collection phase, consisting of 16 key informant interviews and a focus group discussion representing 13 agencies, including both representatives of the consortium and agencies outside of the consortium (other cash actors); and (iii) an analysis of data and information collected using the tools outlined in CaLP's analytical framework. A full list of documents consulted and respondents interviewed for this study is attached to this report (Annex 1.1 and 1.2). Further details on these phases can be found in the Terms of Reference for the study (Annex 3), which were developed in collaboration with the ERC Consortium. The draft report and findings have been reviewed by the ERC and members of the CaLP-led Working Group on Operational Models for CTPs.

### 2.3 CONSTRAINTS AND LIMITATIONS

A number of constraints were identified during the study, which may limit the comprehensiveness and use of its findings. These include the following:

- **Lack of implementation of CTP:** The work of the ERC Consortium focused on developing the technical tools, data collection and analysis necessary to support the uptake of MPGs. As such, there was no implementation of CTP by the consortium in NE Nigeria, limiting the potential use of the CaLP operational models analytical framework, particularly the quantitative indicators within the framework. However, in all other respects the study applied the methodology of the framework, indicating the potential of the framework to be applied to different phases of a CTP, including assessment, analysis and programme design.
- **Limited representation of country respondents in the study:** Given the global leadership of the consortium and a lack of joint implementation of CTP by the consortium partners in NE Nigeria, respondents in this study were mainly global representatives or stakeholders in NE Nigeria that were directly involved with the ERC pilot. Perspectives of other stakeholders, such as financial service providers (FSPs), government representatives and beneficiaries, have not been captured.

## 3 ENHANCED RESPONSE CAPACITY (ERC) CONSORTIUM

This section provides a detailed description of the formation and structure of the ERC Consortium and the Nigeria pilot. It serves as a background and overview to inform the analysis of the performance of the ERC Consortium's operational model in terms of efficiency, effectiveness and accountability; the findings of this analysis are presented in the section 4.

### 3.1 ERC CONSORTIUM FORMATION

The ERC consortium was formed in late 2015 as a follow-up to the ECHO-funded ERC project (2014-15) led by UNHCR, with the aim of improving capacity, coordination and evidence for MPGs. The collaboration between UNHCR and partners on the initial ERC project resulted in the development of the MPG toolkit, providing detailed guidance for humanitarian actors on feasibility assessments, design and structure considerations for the implementation of MPGs.<sup>9</sup> Following the initial development of the toolkit, SCI, DRC, Mercy Corps, CaLP and OCHA began discussions on the need to develop a set of practical tools aimed at operationalizing the MPG toolkit.<sup>10</sup> This led agencies to agree on the formation of the consortium. Led by SCI, each member of the consortium provides specific technical expertise. The technical agencies – DRC, Mercy Corps and SCI – were each responsible for a technical component directly related to their strengths and capacities at the global level. SCI led the development and piloting of the multi-sectoral market assessment (MSMA), basic needs assessment (BNA) and response options and analysis planning (ROAP) tools.<sup>11</sup> Mercy Corps led the development of FSP assessment and analysis tools, and DRC led the development and piloting of the monitoring and evaluation (M&E) tools. OCHA and CaLP focused on the enabling environment, with OCHA facilitating strategic linkages to the humanitarian architecture (at country level and to the Global Cluster Coordinators) and reviewing certain aspects of cash feasibility, and CaLP leading on capacity building and documenting consortium processes.

After forming the consortium and agreeing on the package of tools that it could offer, the consortium applied for and was awarded joint funding under the ECHO ERC Humanitarian Implementation Plan (HIP) 2016. Under this project, the ERC Consortium committed to two phases: (i) the initial phase (2016) for developing and adapting training and assessment modules, based on the guidance material within the MPG toolkit; and (ii) the pilot phase (2017-2018) to test the tools in two emergency responses.

### 3.2 ERC CONSORTIUM STRUCTURE AND DECISION MAKING

The ERC Consortium operational model is based on a formal contract and funding relationship between members, with funding channelled through the lead agency and disbursed to the other partners. SCI, as the lead agency, developed a Memorandum of Understanding (MoU) with each of the partner agencies (DRC, Mercy Corps, OCHA and CaLP), stating the commitments of each agency and the terms and conditions of the partnership. All agencies agreed jointly to provide inputs to ECHO as needed throughout the implementation of the project, coordinated and led by SCI.

Given a strong working relationship between the technical representatives of each of the respective agencies, a fluid and informal decision-making process was agreed by their global technical leads, based on the consensus of the partner agencies. This differs from other common CTP consortium models, such as the Iraq and Ukraine cash consortiums, that typically include a steering committee (providing the strategic steer for the group) and a technical working group.

<sup>9</sup> Original partners involved in the development of the MPG toolkit included: UNHCR, CaLP, DRC, OCHA, Oxfam, Save the Children and WFP. The MPG toolkit can be accessed here: [www.cashlearning.org/mpg-toolkit/](http://www.cashlearning.org/mpg-toolkit/)

<sup>10</sup> Note, although not part of the first phase of the ERC project, Mercy Corps was added to the second phase (ERC Consortium) due to its expertise in digital payments.

<sup>11</sup> The MSMA tool used was originally developed by UNHCR.

The global technical leads of the ERC reported that collaboration and decision making worked well over the course of the project, due in part to the small number of agencies in the group and the clear segregation of technical functions. This was also partially because of the design of the consortium itself, which does not include any implementation of CTP, thus reducing the likelihood of competition arising between agencies to lead aspects of implementation. As one respondent stated, the ‘collaboration within the ERC is manageable and nimble’, allowing it the flexibility to address any concerns and issues raised by its membership as they arise.

### 3.3 ERC CONSORTIUM AND THE NIGERIA PILOT

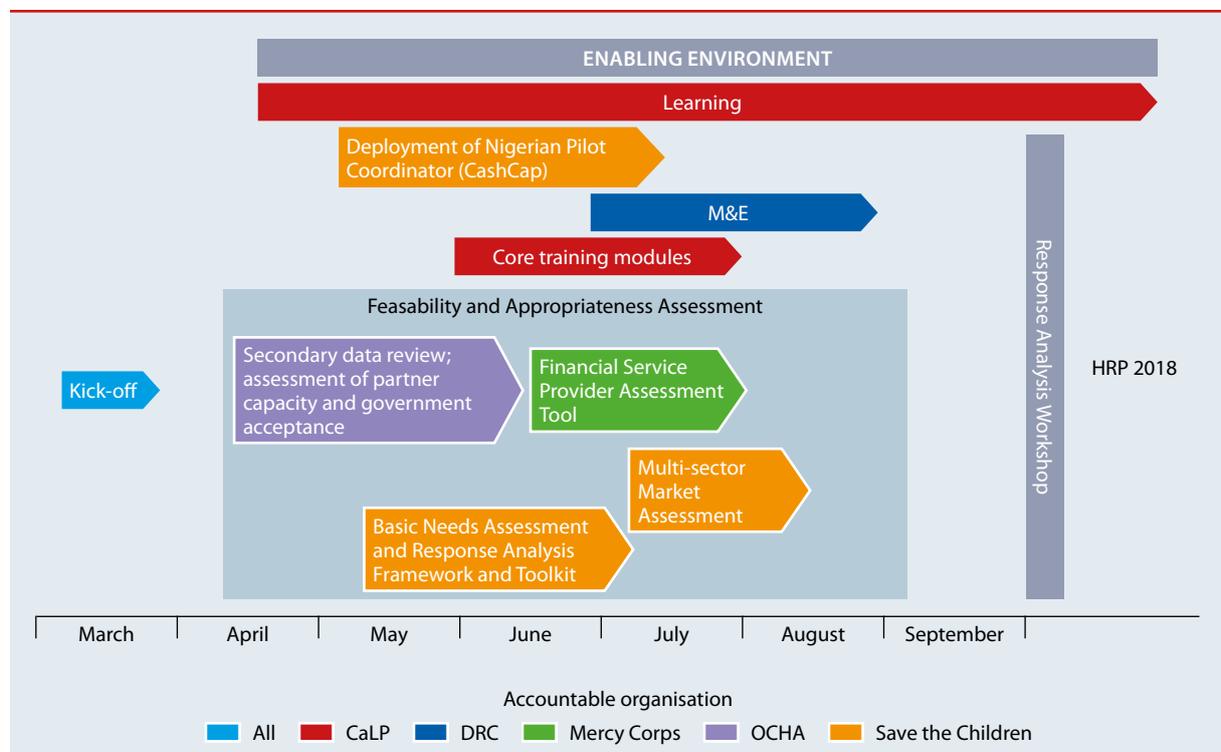
Partners of the ERC Consortium selected NE Nigeria, Borno State, for the first of the two pilots for the ERC project. The selection of Nigeria was based on the operational presence of all the partners in Nigeria, country-level receptiveness to the pilot, the potential for uptake of MPGs, the funding environment and acceptable level of implementation risks within the context. However, some partners in the consortium expressed concern about the level of potential in country partner field office buy in to the pilot. Therefore, the choice of Nigeria for the pilot was a compromise among the consortium partners at the global level. However, due to the inability to rapidly find a viable alternative, the group decided to proceed with the Nigeria pilot.

As illustrated below, the ERC Consortium pilot was designed to focus on three areas of the CTP project cycle: situation analysis, response analysis, and M&E.

The pilot was conducted between March and November 2017, and was supported by a dedicated ERC Consortium lead in SCI at the global level and a short-term ERC Consortium lead, hosted by SCI, at the country level.

The ERC Consortium in Nigeria assessed two possible entry points for engagement with key stakeholders in the response: cash actors through the CWG, and sector leads through the Operational Inter-Sector Working Group (OISWG). Over the course of the ERC pilot in Nigeria the following key activities were completed by the members of the consortium:

**Figure 1. Key activities completed by the ERC Consortium partners, Nigeria pilot**



<sup>12</sup> Figure taken from the ERC Consortium Presentation to the OISWG Cash Task Team in Nigeria (September 2017).

As illustrated in the figure above, the initial work of the ERC Consortium focused on feasibility and appropriateness assessments alongside work toward creating an enabling environment for MPGs, which was an ongoing activity throughout the course of the pilot. Following these initial assessments led by the ERC partners, a ‘multi-sector task team’ was formed (September 2017) made up of members of the OISWG with sectoral expertise, as well as members of the CWG (with cash expertise). The team’s objective was to review the information collected during the assessment phase and to participate in the sectoral and inter-sectoral response analysis. This approach put the data, information and analysis processes of the ERC Consortium into the hands of the sector leads, and provided an opportunity to use the work of the ERC to inform a multi-sectoral discussion on the best response options for the context. The technical tools developed and activities completed were shared widely with other cash actors through the CWG – which became active over the course of the pilot – and sector leads through the OISWG.

Learning from the initial pilot in Nigeria is ongoing and is being applied to the ERC Consortium’s second pilot, in Ethiopia (November 2017 to April 2018).

## 4 FINDINGS: THE ERC CONSORTIUM MODEL'S INFLUENCE ON EFFICIENCY, EFFECTIVENESS AND ACCOUNTABILITY

This section uses CaLP's analytical framework on operational models to explore what aspects of the ERC Consortium operational model have influenced quality (in terms of efficiency, effectiveness and accountability) in the Nigeria pilot. This is analysed in three sections below: (i) the influence of the consortium on project cycle; (ii) the influence of the consortium on five drivers of efficiency, effectiveness and accountability, identified through the use of the framework; and (iii) the impact of the consortium on the overall humanitarian response in Nigeria.

### 4.1 INFLUENCE OF THE ERC CONSORTIUM ON THE PROJECT CYCLE

Table 1 below describes in detail how the consortium influenced key areas of the project cycle, as well as the level and nature of this influence (negative, positive or mixed). The main way in which the ERC Consortium model influenced these aspects of the project cycle was through activities completed in the three Local Government Areas (LGAs) targeted by the pilot, whereby partners tested and collected information using either existing tools (e.g. DFID cash feasibility framework) or, in some cases, the new technical tools designed and developed by the ERC Consortium at the global level (i.e. Basic Needs Assessment or BNA, Response Options and Analysis Planning or ROAP, FSP assessments and an M&E framework).

**Table 1 – CTP project cycle and quality in the ERC Consortium model**

CTP project cycle – key activities	Level of influence <sup>13</sup>	Nature of influence	Detailed explanation
1. Preparedness	Low	Mixed	Preparedness has been supported through support for creating an enabling environment and through technical assessments (FSP and partner capacity assessments), and situation and response analysis activities completed in the three target LGAs. Although there was no direct focus or work on organizational or data preparedness, or signing of pre-agreements, the information collected and disseminated by the ERC Consortium has informed programmatic and partnership preparedness for agencies planning to work in the three target LGAs. Through the technical leadership of each agency in the ERC Consortium, the pilot led to the development of strong technical tools. However, this did not address other core issues, such as the capacity of agencies to use CTP or the need for preparedness activities in other LGAs.
2. Situation analysis	Very strong	Positive	The greatest influence of the ERC Consortium reported by stakeholders in Nigeria was on the multi-sectoral approach to assessments and analysis. Notably, the BNA tool was reportedly used by several actors, including sector leads, to inform response planning tools. The BNA is not an MPG-specific tool. However, it enables consideration of the relevance of CTP among other modalities from the perspective of affected people.  Although the technical focus of the ERC Consortium was able to inform situation analysis for the three LGAs, aspects of the operational model's structure at the country level resulted in a series of disjointed situation analysis tools. Knowledge at the country level, and use of the tools and information produced by the consortium, varied by tool.
3. Response analysis	Strong	Positive	The work of the ERC Consortium on multi-sectoral response analysis was strongly recognized at the country level. The approach to response analysis recognized different modalities of assistance (in-kind, cash, etc.) and did not focus only on MPGs. Discussions in the ROAP workshop and data from the BNA (which fed into the workshop) have been used to inform both the CWG and other sector-specific sections of the 2018 Humanitarian Needs Overview (HNO) and Humanitarian Response Planning (HRP) processes. The ROAP workshop, although well designed, did not work well – partially due to the lack of timely sensitization with participants, but also due to the fact that it required participants to have a certain technical capacity and did not allow enough time for the necessary discussions.
4. Programme design	Limited	Mixed	The main influence of the ERC Consortium operational model on programme design was through the use of data to inform programme design, specifically within the CWG, WASH, non food-item (NFI) and shelter sector response plans. The influence of this was both positive – in the use of data on needs and cash feasibility and appropriateness to inform programme design – and negative, due to the consortium's limited ability to influence broader discussions on transfer values and delivery mechanisms.

<sup>13</sup> On a scale ranging from none to limited, medium, strong and very strong.

CTP project cycle – key activities	Level of influence <sup>13</sup>	Nature of influence	Detailed explanation
4.2. Selection of delivery mechanism	None	N/A	The delivery mechanism (FSP) assessment was challenged by both methodology and expectations around use. While some partners expected this process to result in the harmonized selection of transfer mechanisms, others (including Mercy Corps) saw this as an informational resource that would reduce duplication of efforts by cash actors in researching the payments landscape, regulations and delivery mechanism options. In addition, the tool was a bit too wide-reaching in scope, resulting in diluted and less actionable information. The CWG is currently discussing the possibility of using the FSP tool collaboratively to review FSPs, indicating the potential impact of the tool in the longer term.
4.3. Transfer value	Medium	Mixed	<p>The ERC Consortium’s work on the multi-sectoral market assessment (MSMA) and BNA provided information on expenditures which was used to inform a minimum expenditure basket (MEB) transfer value for MPGs (or in separate components as needed for sectoral cash transfers), which was shared with the CWG partners. However, during bilateral discussions between CWG members and sector leads, sector leads suggested that the MEB did not accurately reflect the costs of their respective sector component needs and recommended that the CWG consider using a different transfer value for the MEB. After being presented with both MEB options (i.e. the ERC Consortium BNA-informed MEB, and the sector leads’ proposed MEB), the CWG voted to use the MEB value proposed by the sector leads.</p> <p>This finding shows that sectors and some of the partners did not fully understand the purpose of the expenditures information provided by the BNA, and did not have the chance to read the ROAP facilitator’s guide. The step-by-step guide takes multi-sector users through a process in which they estimate the MEB based on the minimum basket of commodities and services as established in their policies, and the national market prices of these items. The estimation of expenditures based on BNA information was intended, among other things, to support the validation of the sector-based MEB. This finding also shows a tension between the definition of ‘need’ by an affected household and sectors in a humanitarian response.</p>
6. Monitoring and evaluation	Limited	Mixed	At the time the M&E tools were being developed and tested in NE Nigeria there were no MPG programmes through which to pilot the tools. The M&E activities completed by the ERC Consortium (with the support of Tufts University) were not acknowledged at the field level for this study. As a result, the lead agency (DRC) identified a voucher programme run by Action Contre la Faim (ACF) which provided some scope for the consortium to test and refine the tools. At the time of this study, the M&E tools had not yet been endorsed by the CWG, nor had they been put into use by other actors. However, it is expected that the work on the M&E tools may have a greater influence over time as the use of cash modalities, and possibly MPGs, increases in the coming years.

## 4.2 INFLUENCE OF THE ERC CONSORTIUM ON DRIVERS OF EFFICIENCY, EFFECTIVENESS AND ACCOUNTABILITY

The study used the CaLP operational models analytical framework to identify pathways (drivers) by which the ERC Consortium operational model influenced quality, by looking in detail at specific aspects of the model and their influence on efficiency, effectiveness and accountability. This analysis drew on the framework's list of potential drivers of efficiency, effectiveness and accountability, and on its list of indicators, to support the findings below on factors influencing quality within the model. Through this analytical process, five factors (or drivers) with the potential to influence quality were identified: the structure of the consortium; the design of the consortium package of activities; country-level inter-agency ownership of tools and processes; shared costs and resources; and geographic coverage.

Table 2 below provides a summary of this analysis, and highlights the role contextual factors have played in hindering or facilitating positive outcomes for each of the five drivers of quality identified.

**Table 2 – Drivers of quality within the ERC Consortium operational model, Nigeria pilot**

Drivers of quality studied	Nature of influence on quality			Key contextual factors <sup>14</sup>
	Efficiency	Effectiveness	Accountability	
Structure of the consortium	Positive	Negative	N/A	Limited <b>humanitarian presence</b> and <b>response capacity</b> , gaps in field presence and technical knowledge for key roles in <b>coordination</b> and the <b>CWG</b> limiting potential engagement, and feasibility constraints because of access and security issues.
Design of the consortium package of activities	Positive	Mixed	N/A	A lack of <b>available of delivery mechanisms and FSPs</b> , <b>access and security</b> constraints, the limited <b>capacity of humanitarian actors and coordination mechanisms</b> , including the CWG, and varying degrees of financial literacy and social integration of the target population.
Country-level inter-agency ownership of tools and processes	Positive	Negative	N/A	Limited <b>response capacity and cash awareness</b> of both members of the consortium and other operational agencies in NE Nigeria. Initial gaps in the <b>leadership of the CWG</b> and <b>access and security</b> constraints.
Shared costs and resources	Positive	Mixed	N/A	Lack of a strong <b>humanitarian response capacity</b> and gaps in key positions within <b>the coordination mechanisms</b> limited the potential uptake of tools (efficiency and effectiveness).
Geographic coverage	Mixed	Mixed	Mixed	The <b>size of the response</b> in NE Nigeria, with an estimated 8.5 million people, <sup>15</sup> <b>capacity and availability of FSPs</b> , and constraints as a result of <b>access and security</b> .

<sup>14</sup> Contextual factors (typology) taken from K. Smart and R. Nataf (2017) *A Review of Inter-agency collaboration for CTP delivery*. CaLP/USAID.

<sup>15</sup> UN-OCHA 'North-East Nigeria: Humanitarian Situation Update, October 2017'.

### 4.2.1 Structure of the ERC Consortium

The ERC Consortium formed at the global level is founded on the strong relationships between the leads of the member agencies, with the structure working well mainly because of the personalities of, and relationships between, the global leads involved. With only one MoU signed between partners indicating SCI as the lead, and no other documents or formalized ways of working, the consortium relies on strong (although optional) engagement between the respective global leads from each agency.

Although a seemingly cost-efficient model, with low costs of collaboration in comparison to other highly formalized consortia models,<sup>16</sup> in the case of the Nigeria pilot this 'light' and informal structure of the consortium at the global level could not be replicated at the country level. While buy-in to the project was secured at the country level for each agency to conduct their activities, the buy-in was not collectively secured to collaborate across agencies. Partner agencies did not engage or make inter-agency joint decisions at the country level, and relied mainly on the global technical leads of each agency to ensure collaboration between members of the consortium and to provide guidance on the various activities to be implemented.

The main reason for this disconnect was the design of the ERC Consortium MPG project itself, which was conceived and developed at the global level with no participation from country-level counterparts. The involvement of country-level agencies only started during the pilot-selection process, and global focal points faced challenges in raising the necessary level of interest. The pilot in Nigeria was seen by country office teams as a project to test MPG-related assessment tools; however, it took place at a moment when the humanitarian crisis had reached its peak in NE Nigeria.

This is likely to have had an influence on the overall effectiveness of the pilot in Nigeria, in two main ways: firstly, through a lack of clarity on how country-level information fed into processes developed at the global level; and secondly, through the limited relationship (if any) between consortium member agencies at the country level. These factors were compounded by the reality of the context in Nigeria, whereby the consortium member country offices did not have the capacity to effectively engage in consortium activities.

One example that illustrates these issues is the process undertaken for the development of the tools used in the Nigeria pilot. These tools were developed by global leads for each agency but adapted to the Nigerian context. Respondents in this study, both at country and global level, noted that the process of providing feedback on the tools was limited by the structure, or lack thereof, of the model itself, which meant there was no clear or standardized means of providing inter-agency feedback. Over the course of this study, it was unclear to what extent country-level agency feedback was used to inform the development of the tools. This is not to suggest that the tools in themselves are not technically strong, only that the global leadership of the process did not create a space to engage easily with field actors.

After the tools had been developed and piloted in Nigeria, the ERC Consortium partners aimed to share the tools and information collected with the wider response structures in country, mainly through the CWG and the OISWG. However, in the absence of resources and capacity for collaboration between consortium member-agency country offices and of country-level leadership for the consortium, the process of sharing the findings and tools, as well as advocating for their further use, depended solely on the global leads for each agency and their ability to travel to Nigeria, at the right time.

At the same time, some respondents in this study reported that the global drive and structure of the consortium may have led to unrealistic expectations about what the respective member agencies could deliver at the country level. For example, the buy-in of the respective member-agency country offices varied, as did the levels of engagement, which could not have been accounted for when the consortium's approach was being designed. Country office buy-in was dependent upon several factors which were outside of the influence of the consortium itself, including team capacities, time and resources available, HR capacity and structure, and the general willingness of senior leadership within the country teams to participate.

These structural challenges were further complicated by the context of the humanitarian response. Limitations in the humanitarian response – including a stretched response capacity and a lack of basic cash awareness (particularly on MPGs) among key actors, gaps in leadership positions within the CWG, and constraints as a result of access and security issues in NE Nigeria – all had a negative influence on the potential engagement of the respective ERC partner country offices, and reinforced dependency on the globally led structure of the consortium.

<sup>16</sup> Ref: Iraq and Ukraine consortia models in K. Smart and R. Nataf (2017) *A Review of Inter-agency collaboration for CTP delivery*, CaLP/USAID.

#### 4.2.2 Design of the ERC Consortium package of activities for the Nigeria pilot

The ERC Consortium package of activities contributed to effectiveness by providing a strong technical foundation for developing and piloting MPG tools. However, respondents in this study suggested that the overall effectiveness of this approach was limited by the design of the consortium package of activities for Nigeria, which did not fully recognize the contextual feasibility of MPGs. For example, there were no MPG actors at the time of the pilot, and key stakeholders including donors reported a need to focus on strong CTP as a first step before moving to a focus on MPGs. At the same time, the ERC Consortium's budget for the pilot in Nigeria did not include the dedicated resources necessary for engagement and advocacy activities at the country level. The technical focus of the consortium, and limited time and resources available to support other activities, was reported to have had a significant impact on the uptake and sustainability of the tools developed in Nigeria.

This issue was further influenced by two factors: (i) the limitation of the CWG as an entry point for engagement; and (ii) the insufficient resources available to the consortium. At the outset of the pilot, the ERC Consortium partners planned to focus on engagement with the CWG as a means by which to engage with key stakeholders. However, at the start of the pilot the CWG was without leadership, an active membership or a clear position on CTP, and the consortium partners determined that the CWG did not have the necessary capacity or linkages to response structures in country (i.e. the OISWG). Critically, even if the CWG had been functioning at the start of the pilot, it would not have provided the necessary access to strategic management and sectoral representatives to ensure the uptake and sustainability of the tools developed. In addition, the CWG did not have the multi-sectoral composition required to carry out the BNA and ROAP, or to ensure that a possible MPG programme would be designed with the participation of all the relevant sectors.

The consortium then moved to engage with the OISWG, but at a much later stage in the pilot, when activities in the pilot had already begun. As a result, the engagement strategy evolved over the course of the pilot and occurred alongside the piloting of tools in the field, as opposed to beforehand when the process of obtaining buy-in would have been more relevant and timely.

The second factor limiting the potential effectiveness of the consortium was the availability of country-level consortium resources. At the global level, the consortium is supported by a dedicated consortium coordinator (SCUK) with technical support from each of the member agencies and the overall lead of another SCI staff member engaged in the project on a 50% basis. At the country level, resources dedicated to the consortium were limited. A dedicated consortium coordinator (seconded from CashCaP) was in country for the first three months of the pilot, but was not able to travel to NE Nigeria and was finally withdrawn, due to a lack of satisfactory agreement among the three concerned parties (SCI country office, SC UK and CashCap) on the duty-of-care arrangements in an insecure context for the seconded expert. The lack of a dedicated field-based consortium coordinator was consistently cited as a critical shortcoming of the pilot, influencing the effectiveness of the activities completed throughout the pilot. Ultimately, this gap was the consequence of the limited buy-in to the pilot by the consortium lead's country office, which in turn was the result of having selected a country that was not among the consortium lead's preferences for the pilot. In hindsight, it could be said that in Nigeria conditions were not conducive for SCI to lead the pilot effectively. This important lesson was taken into due consideration by the ERC Consortium when facilitating the selection of the second pilot country.

Discussions with study respondents on the activities related to creating an enabling environment for MPGs highlighted the role of OCHA in the consortium, and indicated that expectations of what OCHA could enable in country, particularly in terms of stakeholder buy-in, were unrealistic. OCHA as a coordination body could not provide the support for the ERC Consortium to engage with the OISWG and the Operational Humanitarian Coordination Team (OHCT). Another challenge in this regard is that OCHA is not mandated to facilitate response options analysis for geographically limited areas, such as only the three LGAs covered in this pilot. Therefore, there was a natural tension between the household-level BNA and ROAP tools designed by the consortium and the broader Humanitarian Needs Overview (HNO) and Humanitarian Response Planning (HRP) processes within OCHA. At the same time, given the lack of strong technical coordination at the CWG level, the space created by OCHA for discussion of MPGs at the OISWG, OHCT and sector level was under-utilized and dependent upon the presence of the visiting global leads from the respective agencies.

The challenges the ERC Consortium faced in engaging with the OISWG were further compounded by the nature of the latter, which as an inter-sector working group traditionally focuses on coordinating sector-based silos of assistance rather than on multi-sectoral approaches to response design and analysis. The buy-in to the ERC approach within the OISWG was therefore dependent upon the views of individual members on the acceptability of multi-sectoral approaches.

On reflection, a stronger framework for action for the consortium would have focused on building a strong presence on the ground and ensuring that the tools and processes were CWG-owned and endorsed, while fully involving the OISWG as part of the process with clear advocacy messages. This framework would have to have been supported by dedicated field resources focused on advocacy, strategic engagement, and coordination and capacity building. This would have implied a larger budget and/or a different distribution of financial resources among partners. For example, the project included a global advocacy coordinator, when in fact what was needed was advocacy at the country level. At the same time, even if the consortium had included a broader package of activities, it is unlikely to have been able to address the key contextual factors limiting efficiency and effectiveness for CTP within the response. These include: the limited use of CTP in the context; low humanitarian response capacity and cash awareness; access and security issues; the limited availability and capacity of FSPs; and varying degrees of financial and social integration of target populations.

#### **4.2.3 Country-level inter-agency ownership of ERC Consortium-developed tools and processes**

Establishing inter-agency ownership, and thereby facilitating the sustainability of the tools and processes developed by the ERC partners, was a challenge faced by the consortium throughout the course of the pilot. Working directly with the CWG and the OISWG through the 'multi-sector task team' provided a platform for building inter-agency ownership. Representatives of the task team consulted in this study reported that the BNA tool and the ROAP workshop had been particularly useful. However, a lack of country-level inter-agency ownership of the tools developed, both by members of the consortium and more broadly with other cash actors in the response, negatively influenced the potential uptake of the tools and therefore potential gains in effectiveness (harmonized and needs-based response) and efficiency (use of shared tools and resources).

Three core issues influenced the process of building ownership of the ERC package of tools and processes: (i) the structure and decision-making processes of the consortium (or lack thereof); (ii) the entry points for and engagement with key stakeholders, notably through the OISWG and the CWG; and (iii) the overall context of the response, which limited the potential for effective stakeholder engagement.

First, as mentioned, the informal structure and global-level collaboration between the agencies in the consortium was not replicated at the country level and, given the absence of financial resources to hire a dedicated coordinator in country, left the consortium activities at the country level disjointed. This was compounded by a lack of interest in MPGs by the respective agency offices at the country level, and limited (if any) donor support for MPGs.

Second, the potential uptake of the tools was limited by the process of engagement with the CWG and the OISWG. Briefings with the OISWG occurred during the field visits of the global leads for the pilot, but may not have been consistent enough to ensure the engagement of key stakeholders throughout the pilot. Sector leads from the OISWG that were engaged in the ERC pilot included food security, WASH, and shelter. Stakeholders consulted from these sectors reported that although the engagement with the OISWG was strong, it occurred late in the pilot (in September), with the formation of the multi-sector task team. From the perspectives of the sector leads, the areas of engagement were limited to providing feedback on the BNA and MSMA, and participation in the ROAP workshop. Sector leads noted that earlier engagement of stakeholders, including the opportunity for them to provide input to the tools before the pilots were run, might have influenced the usability of the tools and their future sustainability. In addition, it was noted that the sectors would have welcomed follow-up activities after the ROAP workshop. As stated by one respondent, 'Just when effective engagement with the sector leads started (Multi-sectoral task team, September, and ROAP) the pilot ended, limiting the potential to influence the response.'<sup>17</sup>

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<sup>17</sup> Key informant interview with Cash Task Team representative.

Consortium representatives consulted noted that challenges on engagement with the CWG, OISWG and sector leads were impacted by a lack of strong communication at the start of the pilot about the ERC Consortium project, what it was aiming to achieve, and how. Although there were some communication materials, there was a lack of clear messaging around the different ERC tools, who (sectors, other agencies, etc.) would need to interact and participate, and on the concrete benefits to the humanitarian response more broadly. For example, it would have been useful to create and disseminate a simple breakdown showing which tools required sector engagement and how to engage throughout the process.

As mentioned, the CWG itself did not prove to be a strong entry point for engagement. Discussions with the CWG indicated that although the tools – notably the BNA, MSNA and ROAP – had been promoted and shared with the CWG, there had not been any space to engage the CWG members in the development or piloting of the tools. At the time of the field visit for this study, the full package of tools and information collected from the assessments had not yet been shared with the CWG, nor had the consortium-developed tools that had been shared been endorsed by the group.

A strong example of this issue of ownership of the ERC Consortium tools and processes within the OISWG and the CWG is the decision on the minimum expenditure basket (MEB). Following the ERC-led BNA and MSMA, data was compiled and analysed and a MEB transfer value provided to the CWG for endorsement. However, the CWG received feedback from the sector leads that the proposed MEB did not reflect the needs of their respective sectors. The sector leads then suggested a revised MEB based on their calculations of the respective sector needs within the MEB. Although it is unclear what data or standardized information the sectors used in this estimate, the CWG voted to endorse the sector-estimated MEB as opposed to that proposed by the ERC Consortium. This discussion on the MEB illustrates both the inherently 'political nature' of establishing an MEB, but also the negative influence that the lack of ownership of the tools and processes developed by the consortium had on the overall effectiveness of the pilot.

The final factor influencing the overall ownership of the tools and processes was that of the context itself. As highlighted, a combination of contextual issues – including access and security issues, low response capacity and cash awareness across actors, and limitations of the financial services sector – limited the space for effective engagement.

#### **4.2.4 Shared costs and resources for the ERC partners and a broader group of humanitarian actors in Nigeria**

The ERC Consortium pilot in Nigeria pooled strong global technical actors together and gave each a defined role in producing a technical output. These tools were piloted in Nigeria by the respective lead agencies but were open for use by all actors in Nigeria and, following the second pilot in Ethiopia, will be openly available for use by all cash actors globally. Although theoretically the tools and activities led by a consortium in any context could be available for use by all humanitarian actors, and therefore the approach of the ERC Consortium is no different, the ERC Consortium approach differs in terms of overall cost of the collaboration and therefore the cost-efficiency of the technical outputs.

As mentioned, the ERC Consortium decision-making structure is light and streamlined, and without any costs related to the actual implementation of CTP. Therefore, the costs of collaboration between the agencies are significantly lower than the costs (time and resources) of collaboration in other more structurally heavy cash consortia, which most often include numerous bodies for decision making and technical working groups.<sup>18</sup> Even though the technical leads reported having dedicated more time than planned on the consortium outputs, the minimal structure of the consortium suggests that the ERC Consortium operational model is a cost-efficient means by which to produce highly technical outputs at low costs of collaboration.

As discussed above, although the light structure and technical nature of the consortium provided for a cost-efficient platform for collaboration between agencies, it also limited the potential effectiveness and accountability of the tools developed, as a result of limited engagement and feedback processes in country.

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<sup>18</sup> Ref: Iraq and Ukraine consortia models in K. Smart and R. Nataf (2017) *A Review of Inter-agency collaboration for CTP delivery*. CaLP/USAID.

#### 4.2.5 ERC Consortium Nigeria pilot and geographic coverage

One potential area of influence of the ERC Consortium model in Nigeria could be the geographic coverage of the model and potential use of cash at scale (economies of scale). Respondents in this study noted that as the findings were limited to three LGAs, the potential benefits to efficiency, effectiveness and accountability were also limited to those locations. Given that CTP is reported to be occurring in 30 LGAs in NE Nigeria, and the ERC pilot of three LGAs was a relatively small sample, the findings from the three LGAs could not be extrapolated to inform programming in the other LGAs.

However, the CWG is currently discussing how this package of tools and processes piloted by the ERC Consortium could be endorsed by the CWG and adapted for use in additional locations in the future. In this case, the potential of the tools to cover greater needs through a harmonized approach (effectiveness) and reach economies of scale (efficiency) will depend on how the tools are taken forward in 2018.

### 4.3 INFLUENCE OF THE ERC CONSORTIUM ON THE OVERALL HUMANITARIAN RESPONSE

This sub-section explores the impact the ERC Consortium and pilot project in Nigeria may have had on the broader humanitarian response in NE Nigeria. The findings presented below review the influence of the ERC on the broader uptake of CTP in NE Nigeria and on the consideration given by humanitarian actors to multi-sectoral assessments and response analysis.

**Table 3 – Broader areas of influence of the ERC Consortium pilot in Nigeria**

Broader area	Level of influence	Nature of influence
1. Uptake of CTP response modalities	Very strong	Positive
2. Multi-sectoral assessments and response analysis	Strong	Positive

**Uptake in the use of CTP response modalities:** This study found that while the ERC Consortium facilitated the potential for the future use of MPGs, the influence of the consortium on the immediate uptake of MPGs was limited by the context. The ERC Consortium pilot, and specifically the ROAP workshop, was well timed and allowed for the inclusion of the findings in the 2018 HRP planning processes. Information from the ERC Consortium-led assessments, particularly data on cash feasibility and appropriateness, and markets, was used to inform 2018 response plans by sectors (WASH, CCCM<sup>19</sup>/Shelter/NFI, Food Security) and the strategy of the CWG, but did not lead to the uptake of MPGs within these response plans, including in the 2018 projects submitted for funding by the consortium agencies themselves.

The main reason cited as to why the pilot did not result in an immediate uptake of MPGs was the lack of cash capacity in general across the response. Discussions with consortium members, CWG representatives, donor agencies and sector leads reported that humanitarian actors in NE Nigeria are not ready for an uptake of MPGs and that the ERC pilot was ahead of its time. As summarized during one of the interviews for this study, the first step (currently underway) in Nigeria should be to provide stronger and more accountable sectoral-based cash assistance focused on documenting and sharing lessons, harmonizing approaches and tracking protection-related implications.

Although the work of the ERC Consortium in Nigeria was not able to have an immediate influence on the uptake of MPGs in 2018 response planning, it did have an influence on the general uptake of CTP modalities across the response agencies. As discussed with members of the CWG and OISWG, the ERC pilot provided a push to agencies and sectors to start thinking about CTP, and provided space for the CWG to present to the OHCT and to sector leads on MPGs and cash feasibility as part of the HRP process. The work of the ERC Consortium informed the development of a CWG 2018 Cash Strategy, which focuses on a shift over the course of 2018 from sector-specific cash to multi-sectoral MPGs. In addition, the CWG referenced and included data from the ERC pilot in the cash sections (integrated into the introduction of cross-cutting areas and in the sector-specific response sections) of the 2018 HNO and HRP documents. Between 2017 and 2018, the CWG reported an increase in the number of

<sup>19</sup> CCCM: Camp Coordination and Camp Management

actors proposing cash modalities within the HRP: from 19 in 2017 to 28 in 2018 (a 47% increase), suggesting a greater awareness of the potential of CTP among actors in the response.

**Multi-sectoral assessments and response analysis:** Similarly, the focus of the ERC pilot on engagement with the OISWG and sector leads, and on promoting a multi-sectoral approach to assessments and response analysis, reportedly influenced thinking within the sectors on response options. It is unclear whether or how the sectors will adopt an integrated and multi-sectoral approach to response planning in 2018, but it was strongly noted by stakeholders consulted that the multi-sectoral BNA and ROAP led by SCI as the agency responsible for this output were highly valued by the sectors and would be taken forward in 2018. This indicates that the ERC Consortium had an overall influence on the effectiveness of the response by promoting multi-sectoral and integrated responses, providing a bridge between otherwise siloed sectors.

## 5 CONCLUSIONS AND RECOMMENDATIONS

Through the Nigeria pilot, the ERC Consortium operational model has been shown to be a cost-efficient model, able to develop and lead technical activities with a relatively simple structure. The technical focus and added value of each of the member agencies led to the development of a package of strong technical tools and resources that can be adapted to various contexts and facilitate the uptake of MPGs. Despite the challenges of the context in Nigeria, including a limited cash and response capacity across humanitarian actors, the ERC Consortium created a space for the discussion of cash modalities and multi-sectoral responses, effectively encouraging humanitarian actors to consider MPGs as a possible response modality in NE Nigeria.

At the same time, the potential of the model to influence the overall effectiveness of the response in Nigeria was limited by key aspects of the model itself, mainly that design of the model at the global level was not easily replicated at the country level and proved unable to ensure greater engagement with the OISWG and in-country collaboration between consortium partners.

The ERC Consortium model, conceived at the global level, did not include engagement with country offices at the design stage. This finding highlights challenges faced when designing a project at the global level before determining and agreeing on pilot countries. Partner agencies at the global level bought into the ERC project, but once Nigeria was selected as a pilot, the engagement of partner-agency counterparts at the country level was limited. This shortcoming was due, among other factors, to the competing priorities facing country offices, with emergency response taking precedence over engagement in a pilot which they perceived to be mostly focused on running assessments.

Partially because of the disconnect between the global- and country-level partners, the consortium was unable to allow for contextual factors within the design of the package of activities led by consortium member agencies or to build the necessary ownership of the tools and processes developed. These factors were compounded by the context of the response in Nigeria which was, on reflection, found not to be conducive for a move to MPGs.

Building on the pilot project in Nigeria and the work led by the technical leads of the ERC Consortium at the global level, the consortium has evolved and adapted its approach for the second pilot (Ethiopia) to focus more on engagement with key stakeholders and on building inter-agency ownership at the country level. A key challenge will be to try to replicate the simplicity of the consortium structure at the global level with partners' respective country offices.

Recommendations to the ERC Consortium are outlined below, in two categories: (i) recommendations for Nigeria and suggested actions to be taken in follow-up to the ERC pilot; and (ii) recommendations to the ERC Consortium more generally, to be considered for the future roll-out of the consortium model.

## Recommendations to the ERC Consortium for Nigeria

**Ensure strategic follow-up in country in 2018, building on the work started by the consortium:** The consortium partners should identify a lead for the consortium in Nigeria to be responsible for sharing the package of tools and processes developed by the ERC project with the CWG, and advocating for their adaptation and endorsement by the group. Ideally this would lead to the use of the tools in additional geographic areas. This would require additional resources for a dedicated in-country lead, and for ensuring that the package of tools is comprehensive, streamlined and easy to understand by a range of cash actors, with varying cash capacity, in the response.

**Work on collaborative implementation of MPGs in 2019:** Consortium member respective country offices in Nigeria, that are willing and able to take up MPGs, would benefit from building on the work of the ERC pilot by forming a field-level consortium with the objective of implementing MPGs. Given that the focus on MPGs is likely to increase in the coming years, humanitarian agencies should start to position themselves as strong cash actors that can, through a consortium or other inter-agency approach, reach cash at scale and access the potential gains in cost-effectiveness across the response as a result. Much work still needs to be done to put in place the basic preconditions for CTP in NE Nigeria – this should be done alongside work by the consortium to position itself as the MPG lead for the context.

## General Recommendations to the ERC Consortium

**Provide dedicated in-country resources:** The capacity of the consortium in the Nigeria pilot to effectively engage with stakeholders was significantly limited by the lack of a country-based coordinator for the pilot. This highlights a need to ensure a balance between country-level and global-level resources within the ERC Consortium model. Ensuring that appropriate in-country resources are budgeted for would allow for leadership within the consortium at the field level, both between member agencies of the consortium and externally.

**Ensure an analysis of contextual feasibility informs the design of the consortium package and engagement strategy:** The Nigeria pilot indicates the importance of understanding the context and integrating this information into the design of the consortium package of activities. There is a need for stronger and more effective sector and inter-sector engagement, founded on determining the right entry points for engagement and on building the necessary capacities to engage effectively. A stronger focus on – and resources for – activities related to advocacy, coordination and strategic engagement at country level should be considered within the overall package of activities.

**Build ownership at the country level, both for members of the consortium and across the broader spectrum of humanitarian actors:** The disjointed approach of the consortium partners at the country level, and a lack of ownership of the tools and processes developed, limited the potential influence of the consortium on the overall response in Nigeria. Ensuring that a stronger framework for action is developed at the start of the project – focused on building a strong presence on the ground, ensuring that tools and processes developed are owned and endorsed by the CWG, and involving the OISWG as part of the process with clear advocacy messages – would address this issue of ownership and longer-term effectiveness of the tools and approaches developed. This would need to be supported by dedicated resources to be mobilized at the country level to focus on advocacy, strategic engagement and coordination, and capacity building.

**Consider formalizing decision-making structures at the country level:** Although the informal structure of the consortium allowed for gains in cost-efficiency, it limited potential gains in effectiveness. Consortium partners should consider developing more formalized structures for the consortium partners to be used to guide collaboration within the consortium at the country level, providing both a platform for discussion between the global- and country-level consortium structures and a framework for in-country collaboration between consortium members. This should also include opening the consortium to other strong cash actors in country.

Although much of learning from this study applies to the ERC Consortium itself, the study has allowed the identification of learning and recommendations of relevance both to cash actors in Nigeria and for global debates around operational models for CTP. These include the following:

## Recommendations to cash actors in North-East Nigeria

**Build on the ERC tools and processes:** The Nigeria CWG should review, adapt and, as appropriate, endorse the tools and processes developed by the ERC Consortium as a means by which to initiate discussions on the standardization and harmonization of CTP tools in NE Nigeria.

## Broader learning and recommendations of global relevance

**Ensure and prioritize adequate funding for CWG functions:** The role played by both the chair and technical coordinator of the CWG in facilitating cash discussions were highlighted through this study and emphasize the importance of resourcing and prioritizing CWG functions (including leadership roles) within a response. In a context with a potential to increase CTP, donors should align their funding with this need to ensure technically sound and strong CWG leadership.

**Promote consideration and awareness of innovative operational model structures:** The ERC Consortium illustrates the potential for a technically segregated consortium formed at the global level to influence and support country-level responses in a cost-effective way. By pooling the technical expertise of multiple agencies, and ensuring those costs are hosted and covered at the global level, the ERC Consortium was able to inform and provide support to all humanitarian actors within the Nigerian context without any additional direct costs to actors in the response. Specifically, the Collaborative Cash Delivery (CCD) platform of NGOs should seek to apply the tools and lessons of the consortium.

**Donors to ensure flexible funding for innovative models and approaches:** Part of the challenge faced by the ERC Consortium was the division of resources and a lack of resources for the in-country pilot. This highlights a need to ensure that for innovative models designed at the global level, funding for pilots and other country-level activities has to be flexible and adaptable to the needs of each individual pilot. For example, this could be by providing a general funding line for in-country pilot activities to be broken down into detailed staffing and other funding lines once the actual pilot countries have been determined. This would allow pilots to be more adaptable to the context and give agencies the flexibility needed to design appropriate activities.

**Recognize and advocate for a multi-sectoral approach in humanitarian response:** The work of the consortium on multi-sectoral situation and response analysis attracted interest from across sectors and other stakeholders in the response. Further developing the multi-sectoral approach to analysis and advocating for the use of multi-sectoral tools at the global level has the potential to positively influence planning within humanitarian response and bring greater efficiency, effectiveness and accountability to humanitarian action. This will require ongoing engagement with clusters at global level, to facilitate buy-in and cross-sectoral refinement of the tools.

**Consider the potential for innovative models within broader discussions on quality and CTP at scale:** The ERC Consortium – as a technical consortium without any cash delivery (implementation) components – represents a unique operational model focused on supporting and building capacities within specific areas. Given the low costs of collaboration and high level of technical outputs, models such as the ERC Consortium should be considered more regularly as a means by which to improve humanitarian action through a focus on specific elements of collaboration and their relevance to CTP. The ERC Consortium's approach – with a technical split between the agencies focused on piloting and adapting tools and processes, without any actual CTP implementation – could be applied to other areas of interest in CTP, e.g. a consortium focused on developing a framework for private sector engagement on CTP (how, when, with whom, under what contexts, etc.) or on tools and approaches to systematically link CTP to social protection and safety net systems.

## ANNEX I.I – LIST OF DOCUMENTS CONSULTED

Document title	Source	Information contained
ECHO ERC Consortium Narrative Proposal	ERC	ECHO Single Form and project details
ECHO ERC Consortium Activities, Indicators and Deliverables	ERC	Project objectives and specific activities
ERC Nigeria Pilot Developed Tools (BNA, FSP, M&E, Partner Capacity Assessment, Response Analysis tools, modified MSMA, etc.)	ERC	Tools developed by the ERC Consortium piloted in Nigeria
ERC Nigeria Assessment Reports and Presentations (Acceptance and safety, partner capacity, BNA, M&E, FSP)	ERC	Findings from assessments completed by the consortium
Response Options and Analysis Planning (ROAP) workshop reports and facilitating documents	ERC – SCI	Detailed overview of the ROAP workshop held in country
CWG Summary of CTP in NE Nigeria (Aug 2017)	UN-OCHA	Details on CTP actors and programmes in country
Humanitarian Situation Update (Oct 2017)	UN-OCHA	Details on humanitarian situation in country
ERC Partner Mission Reports: Jimena's lessons learned report (SCI) Kick-off mission report (SCI) August 2017 mission report (SCI) September 2017 mission report (CaLP)	ERC	Feedback from technical leads on field missions
ERC Presentation Reports: ECHO (March 2017)	ERC	Project updates and outlines of key challenges
CWG Documents: 2018 CWG strategy CWG Input into the 2018 HRP Narrative Presentation to CWG on CTP programmes (Nov 2017)	Nigeria CWG	Details of CTP programmes, strategy and key actors in the response

## ANNEX I.2 – LIST OF INTERVIEWS CONDUCTED

#	Name	Title	Organization	Role in ERC	Date (2017)
1	Louise Gentzel	Humanitarian Affairs Officer, Geneva	OCHA	Representative from OCHA	31 Oct
2	Isabelle Pelly	Technical Coordinator	CaLP	Representative from CaLP	2 Nov
3	Suleymonye Sow	WASH Sector Coordinator	UNICEF	OISWG member, sector lead, ERC Cash Task Team member	15 Nov
4	Brice Degla	CCCM/Shelter/NFI Sector Coordinator	UNHCR	OISWG member, sector lead, ERC Cash Task Team member	15 Nov
5	Hannah Hames	ERC Consortium Coordinator	SCUK	Global coordinator (dedicated) for the consortium	16 Nov
6	Francesca Battistin	Humanitarian Cash and Markets Advisor	SCUK	Technical lead for the consortium and representative from Save the Children	16 Nov
7	Louisa Seferis	Global Cash Advisor	DRC	Representative from DRC	20 Nov
8	Azim Noorani	Roving Cash Transfer Programme Advisor	DRC	Provided support to DRC engagement with consortium	20 Nov
9	Alexa Swift	Economic Coping and Recovery Advisor	Mercy Corps	Representative from Mercy Corps	20 Nov
10	Hailu Teka	Nigeria CWG Co-Lead	Mercy Corps	CWG co-lead and ERC Cash Task Team member	22 Nov
11	Nathalie Cissokho	West Africa Regional Lead	CaLP	Provided support to CaLP engagement with consortium	5 Dec
12	Ajayi Ayobamidele	Nigeria CWG Lead	OCHA	CWG and ERC Cash Task Team lead	12 Dec
13	Bron Healy-Aarons	M&E Manager, Nigeria	DRC	Consortium member staff in Nigeria (stakeholder)	12 Dec
14	Marianna Franco	Technical Assistance, Nigeria	ECHO	Donor representative, Nigeria (stakeholder)	14 Dec
15	Marianne Tinlot	Regional Food Assistance Expert	ECHO	Donor representative, Regional (stakeholder)	14 Dec
16	Olatunji Sonoiki	Vulnerability Assessment and Mapping Officer	WFP	Food Security Sector representative, Nigeria	18 Dec
<b>Focus group discussions</b>					
1	Cash Working Group, NE Nigeria <i>Meeting attended by 21 individuals representing a total of 13 UN agencies, local and international organizations (OCHA, Mercy Corps, Oxfam, IOM, IRC, FAO, ICRC, Zoa, WHO, Peace Foundation, Save the Children, ACF, PUI). This meeting also included NGO representatives from outside the consortium partners.</i>				13 Dec

## ANNEX 2 – DATA ANALYSIS TABLES

### (AS PER CALP'S CTP OPERATIONAL MODELS ANALYTICAL FRAMEWORK)

#### Tool 1 – General information

##### Formation of model

ERC Consortium formed in follow-up to the ECHO-funded ERC project on the MPG toolkit led by UNHCR with the support of partners (CaLP, DRC, OCHA, Oxfam, SCI and WFP) in 2014-15. The ERC Consortium was formed from among the partners who had worked on the toolkit (CaLP, DRC, OCHA and SCI) plus Mercy Corps with the aim of developing practical steps and guidance on the use of the toolkit and increase the uptake of MPGs. The leads of these agencies assessed an added value for each agency, based on the technical strengths of each agency individually at the global level, and the consortium formed organically from these discussions. In order to operationalize the MPG toolkit, and with the aim of increasing the uptake of MPGs, partners in the ERC Consortium led the development of tools, assessments and analysis in two pilot locations – Nigeria (2017) and Ethiopia (2017–18).

##### Comparative advantage

OCHA and CaLP led the activities related to creating an enabling environment for MPGs, with OCHA focused on the enabling environment within the broader humanitarian architecture and providing a link to the inter-sector coordinators, and CaLP focused on supporting capacity building and documenting consortium processes. In summary, OCHA is responsible for the enabling environment at the strategic level, and CaLP for capacity at the technical and operational level. The other agencies were all responsible for a technical component or tool that was directly related to their technical strengths at a global level. DRC led M&E, Mercy Corps led FSPs, SCI led BNA and response analysis. SCI was also selected as the lead for the overall consortium given the strong cash capacity within the SCI team. Even though the division of labour between partners was strong and based on the technical capacities and leadership of each agency, the workload and burden fell more to some agencies than others, and expectations varied as to what was discussed at the global level versus what could be delivered at the country level. This led some respondents in this study to suggest that the expectations of what each partner could deliver in the context were unrealistic.

##### Membership and decision making

Decision making is fairly informal and is based on the consensus of the representatives of the consortium at the global level. Since the consortium is formed from a small group of agencies that already have a good working relationship, decision making has not been an issue (source: key informant interview). This is also partially as a result of the fact that there is no implementation in the project; it is purely technical, and there is no competition between the agencies involved. According to a study respondent: 'Collaboration in the ERC is manageable and nimble.' For the various tools developed by the technical agencies, and shared with a set timeframe for feedback, decision making has happened 'fairly' easily. However, for the agencies responsible for the 'enabling environment', it has at times been difficult for the technical agencies to understand the limitations of OCHA and CaLP at the field level, which means activities could not always go forward as planned at the global level. 'Limitations of OCHA and the environment in which OCHA operates.' It should be highlighted that the comments above were made in regards to the decision-making structure at the global level; at the field level it was not clear how decisions were made and they sometimes 'jumped levels' or were pushed 'top-down', which made implementation and engagement with the consortium partners at the field level challenging (source: key informant interview).

**Adaptation**

During the course of the pilot in Nigeria there were no adaptations made to the structure or decision-making arrangements of the model. Given the global-level structure and technical focus of the consortium it was difficult to adapt the consortium to the level of 'receptivity' among key actors in Nigeria/at the country level. For example, regarding how conducive the context in NE Nigeria was to running a pilot, and to the buy-in of country offices, one key informant said: 'The division of labour at the global level works well, the question remains on the division of labour and collaboration at the field level.'

**Replicability and scale**

The model was designed to develop and pilot technical tools, and did not focus as much on the importance of establishing ownership of the tools and processes and the role this plays in the overall updated ERC package. Addressing issues of ownership, as well as general training and capacity building, would support the further use of the ERC package of tools at scale and in other contexts.

## ANNEX 3 – STUDY TERMS OF REFERENCE

### TERMS OF REFERENCE – REVIEWING OPERATIONAL MODELS FOR CTP: NIGERIA EMERGENCY RESPONSE CAPACITY (ERC) CONSORTIUM

<b>Commissioning Manager</b>	CaLP, in agreement with ERC Consortium members
<b>Timeframe</b>	23 October 2017 to 31 January 2018
<b>Location</b>	Nigeria and home-based (Malaga, Spain and Athens, Greece)

## I BACKGROUND TO THE WORK

### I.1 CALP'S LEARNING AGENDA ON OPERATIONAL MODELS FOR CTP

Multiple models are being proposed as a solution to achieving scale and quality in Cash Transfer Programmes (CTP), and in particular for multipurpose cash transfers (MPGs). All of these models require operational collaboration of some form among key actors. Donors, UN agencies and NGOs are driving these operational models in different contexts. Evidence to date<sup>20</sup> demonstrates that these different models have different strengths and weaknesses for the delivery of efficient, effective and accountable CTP, in different contexts. The debate is current and significant, affecting very substantial resource flows, business models and the global strategy of key actors.

To advance this debate, CaLP is currently leading a learning agenda with the aim of developing recommendations and guidance to support donors and operational agencies to assess the suitability of different operational models, by context. The guidance will apply to large-scale CTP, and in particular to MPGs. This learning agenda aims to answer three related questions:

- First, what operational models are available to agencies implementing CTP?
- Second, how do different models improve the efficiency, effectiveness and accountability of CTP in different contexts?
- Third, which operational models are most appropriate in which contexts?

<sup>20</sup> S. Bailey and P. Harvey (2017) *Time for Change: harnessing the potential of humanitarian cash transfers*, ODI; and K. Smart and R. Nataf (2017) *A review of Inter-Agency Collaboration for CTP Delivery*, CaLP/USAID.

To date, CaLP has developed a [discussion paper](#) setting out the issues and a proposed approach to developing evidence and guidance. The discussion paper introduces CaLP's draft Framework for building evidence on operational models for CTP<sup>21</sup> (the CaLP framework). The CaLP framework provides guidance and tools that can be used to identify features within an operational model<sup>22</sup> that influence quality<sup>23</sup> in CTP by examining drivers of efficiency, effectiveness and accountability. It also helps to document the role contextual factors play in the formation and evolution of operational models and on supporting or hindering positive outcomes from CTP. The information gathered by applying the CaLP framework can be used by extension to build a knowledge base around operational models for CTP and support policy makers, donors and humanitarian agencies in ensuring models for the delivery of CTP are tailored to meet the specific needs of a response. The guidance and tools can be used either in their entirety or adapted to be used as needed for a specific field study.

## 1.2 THE ERC CONSORTIUM, NIGERIA

The ongoing conflict in the north-eastern region of Nigeria driven by Boko Haram is causing chronic under-development, high rates of poverty and unemployment. Environmental degradation is contributing to the eroding livelihoods of farmers and fisherman. Now entering its ninth year and showing no sign of abating, the crisis has caused massive displacement, with up to 2.1 million individuals fleeing their homes at the height of the conflict, of which 1.9 million are internally displaced. Recent waves of returnees, IDPs and refugees are also further exacerbating the already fragile situation. The conflict has taken a toll on communities across Borno, Aama and Yobe states with more than 20,000 people killed and an estimated 7 million in need of humanitarian assistance (OCHA 2017).

In November 2015, the Cash Working Group (CWG) was reconvened under the leadership of Caritas Nigeria and Catholic Relief Services to respond to a growing need stemming from CTP-implementing agencies to collaborate and respond to the needs of affected populations. The establishment of both a national (in Abuja) and a sub-national CWG (in Borno state) has meant that tasks and responsibilities are split between those two levels, with the Abuja CWG leading on overall strategic and advocacy issues, and the Borno CWG focusing more on operational and technical issues.<sup>24</sup>

As of March 2017, a total of 12 organizations were providing cash assistance to around 140,000 targeted households, the majority of which are IDP and host community households.<sup>25</sup> The total value of cash programming amounted to \$7.9m in March alone, with Borno state receiving the majority of cash assistance (63%), followed by Yobe (36%) and Adamawa (1%) states.<sup>26</sup>

In this context, members of the ECHO-funded Emergency Response Capacity (ERC) consortium,<sup>27</sup> which is led by 'Save the Children (SC) and comprises CaLP, Danish Refugee Council (DRC), Mercy Corps and OCHA, began to work alongside the CWG to support the uptake of MPGs in North-East Nigeria. Specifically, the consortium aims to provide technical and strategic support to country-based humanitarian organizations to improve engagement in collaborative assessments and decision making on MPGs as a response modality. The consortium does not set up and/or implement MPG programmes; its work focuses on influencing their collaborative uptake. The first pilot was in Nigeria and focused on the Borno state, in the Local Government Areas (LGAs) of MMC, Jere, and Konduga, and ran from March to October 2017.

<sup>21</sup> This was formerly described as the 'Framework for building evidence on collaboration and quality', but the language has been changed in light of discussions at the Global Cash Forum and CaLP's members' day. It is currently in draft form, but please email Isabelle Pelly ([techco@cashlearning.org](mailto:techco@cashlearning.org)) to access it.

<sup>22</sup> Working definition of operational model – 'The overall structure through which agencies work jointly (either through a partnership, consortium or other form of collaboration) to deliver a CTP. Specifically, in the situation response and analysis, programme design and implementation.'

<sup>23</sup> Quality taken as including efficiency, effectiveness and accountability.

<sup>24</sup> Terms of Reference, Abuja Cash Working Group (2016), [https://www.humanitarianresponse.info/system/files/documents/files/ocha\\_nga\\_abuja\\_cwg\\_tor\\_122016.pdf](https://www.humanitarianresponse.info/system/files/documents/files/ocha_nga_abuja_cwg_tor_122016.pdf)

<sup>25</sup> [www.humanitarianresponse.info/system/files/documents/files/31052017\\_nga\\_ocha\\_ongoing\\_cash\\_activities\\_march\\_2017\\_0.pdf](http://www.humanitarianresponse.info/system/files/documents/files/31052017_nga_ocha_ongoing_cash_activities_march_2017_0.pdf)

<sup>26</sup> Ibid.

<sup>27</sup> Funded in 2016 by ECHO, the ERC Consortium brings together actors from different parts of the humanitarian system with the overall aim of improving the uptake of collaborative, quality MPGs. The consortium is structured around two pilot countries – Nigeria, which is the focus of this review, and Ethiopia, which will start in 2018 – which provide different contexts in which to test consortium models.

During the first pilot, in Nigeria, the ERC Consortium worked on the following:

- Development of information and analysis on:
  - Partner and government capacity to implement CTP
  - Basic needs of crisis-affected people
  - Minimum expenditure basket
  - Market functionality and related feasibility of CTP
  - Payment mechanisms and financial service providers
  - Effectiveness of MPG
- Development of Guidance and Tools developed and used to collect the above data, tailored to the context and replicable in other LGAs
- Conducted training modules on how to use the above tools
- Provided technical support and facilitation of a structured, inter-sector approach to identify response options in pilot areas

A second pilot focusing on Ethiopia has started in October 2017 and will run until March 2018.

## 2 REVIEW SCOPE AND OBJECTIVES

### 2.1 PRIMARY OBJECTIVE

Bearing in mind that the ERC Consortium does not implement MPG programmes, the primary objective of this review is twofold: a) to assess the influence of the ERC Consortium model in Nigeria on key drivers of MPG quality (effectiveness, efficiency and accountability) and, b) review the role of the ERC Consortium in encouraging the uptake of MPGs in North-East Nigeria.

This review will use the CaLP operational models framework as a basis for assessing the work of the ERC Consortium in Nigeria. However, it will not apply the framework in its entirety, because the ERC Consortium has not engaged in direct implementation of MPGs. In addition, to examine the specific role of the ERC Consortium in encouraging the uptake of MPGs in country and to tailor the framework to the specificities of the context, this review will include a number of guiding qualitative questions developed in collaboration with the ERC partners.

### 2.2 SPECIFIC OBJECTIVES

- 1 Understand the rationale, process of establishment, work and collaborative experience of the ERC Consortium.
- 2 Assess the technical and strategic support that the ERC Consortium has provided to country-based humanitarian organizations and the role of the consortium in the broader humanitarian response and in-country coordination systems.
- 3 Identify key factors linked to the Nigeria context affecting inter-agency collaboration and the uptake of MPGs.
- 4 Generate learning of global relevance on what features of the ERC Consortium are optimal (or missing/insufficient) for quality in a given context and on the use of the draft Framework for building evidence on operational models for CTP.

### 3 KEY STEPS AND REVIEW METHODOLOGY

- **Define parameters for engagement** with the ERC partners in Nigeria and other key stakeholders, including for sharing available contractual, financial, programmatic, and monitoring and evaluation (M&E) information.
- **Conduct a desk review** of relevant available documents and information (including analysis leading to development of operational model; donor funding decisions; consortium agreements and coordination; programme documents and reports; expenditure data; M&E and learning data and findings) and preliminary interviews with key stakeholders to:
  - Identify specific areas of focus for the ERC Nigeria study and design/adapt relevant data collection tools.
  - Identify relevant stakeholders with whom to conduct interviews and plan field data collection.
  - Draw preliminary findings from available secondary data in response to key study objectives outlined in section 2.2 above.
  - Draft an inception report based on the above, and share with CaLP and ERC partners prior to field deployment.
- Collect primary data through:
  - **Key informant interviews** conducted via Skype/phone calls with relevant stakeholders including ERC members, key donors, representatives of the CWG, etc. between October and December 2017.
  - **A field visit of 5 days in January 2018** to conduct face to face key informant interviews with relevant stakeholders.
  - Given the limited timeframe available for fieldwork, the collection of statistically significant primary data will not be feasible. As a result, the availability of quantitative data (particularly on outcomes, finances and general processes) from partners in the desk review phase will determine the extent to which quantitative aspects of the framework can be used in this review. The CaLP framework and the additional questions developed with members of the ERC Consortium will be used to guide key informant interviews.
- **Analyse information collected** and summarize findings into a practical and succinct **case study report** with a view to drawing out:
  - Country-level findings and recommendations focused on the technical and strategic support that the ERC Consortium has provided to country-based humanitarian organizations;
  - Learning of global relevance on (i) what features of this type of operational model are optimal for quality in a given context; and (ii) the use of the CaLP *Framework for building evidence on operational models for CTP*.

## 4 MANAGEMENT AND COLLABORATION ARRANGEMENTS

This study will be led by an independent consultant contracted by CaLP, and supported by a team of two other consultants who will be collaborating on other case studies and the global development of CaLP’s Framework for building evidence on operational models for CTP.

CaLP’s Technical Coordinator will manage this study, with assistance from CaLP’s Knowledge Management and Research Coordinator.

Save the Children will serve as CaLP and the consultant team’s primary counterpart in country, and will be responsible for facilitating contact with country-level stakeholders.

All members of ERC Consortium in Nigeria will be requested to contribute to the study through participation in interviews, sharing of key documents, support for primary data collection where relevant, and review of deliverables and outputs. Two members of the ERC Consortium will join CaLP’s global Working Group on Operational Models to ensure that the work conducted through this country-level case study feeds into and benefits from CaLP’s broader learning agenda on the topic.

All deliverables will be reviewed by CaLP and relevant members of the global Working Group on Operational Models. Members of the ERC Consortium will also be provided with an opportunity to review the inception report and draft summary report. Final decisions on content will be made by CaLP, in consultation with all stakeholders and taking into account any potential contextual risks and sensitivities.

## 5 WORKPLAN AND KEY DELIVERABLES

Milestones	October				November					December			January		
	40	41	42	44	45	46	47	43	44	45	46	47	2	3	4
Finalization of Terms of Reference and sharing of secondary data and documents By 20 October															
Secondary data review, drafting and finalization of inception report Including 5 days for ERC members to feed in and comment															
Key informant interviews via Skype (spread across November and December)															
Fieldwork in Nigeria and report drafting															



The Cash Learning Partnership

This case study forms part of CaLP's evidence base on operational models for CTP. The study methodology is based on CaLP's CTP operational models analytical framework. The study aims to review and map out how aspects of the Enhanced Response Capacity (ERC) MPG consortium model have influenced key drivers of quality (effectiveness, efficiency and accountability) in the consortium's Nigeria pilot. Formed at the global level in 2015, the ERC MPG Consortium is comprised of five humanitarian response agencies: Save the Children UK (SCUK), Mercy Corps, the Danish Refugee Council (DRC), the Cash Learning Partnership (CaLP) and the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). The consortium's objective is to facilitate the uptake of Multipurpose Cash Grants (MPGs) in humanitarian response through a focus on developing technical tools and on activities designed to support the enabling environment for the use of MPGs.

The overall aim of this study is to provide recommendations on the future evolution of the ERC Consortium and to contribute to a growing evidence base on operational models, through 3 objectives: 1) Understand the rationale, process of establishment, work and collaborative experience of the ERC Consortium in Nigeria; 2) Assess the technical and strategic support that the ERC Consortium has provided to country-based humanitarian organizations, and the consortium's role in the broader humanitarian response and in-country coordination systems; 3) Identify key factors linked to the Nigeria context affecting inter-agency collaboration and the uptake of MPGs.

The report concludes with recommendations to the ERC MPG consortium on future pilots of the model, recommendations to cash actors in North-East Nigeria, and recommendations of global relevance which contribute to the knowledge base around operational models.

This report, and the Enhanced Response Capacity (ERC) MPG Consortium was funded by the European Commission Civil Protection and Humanitarian Aid Operations.



Humanitarian Aid  
and Civil Protection

The Enhanced Response Capacity (ERC) MPG Consortium agencies are Save the Children, the Danish Refugee Council, the Cash Learning Partnership, and the United Nations Office for the Coordination of Humanitarian Affairs.

