

**INFLUENCE OF CASH COORDINATION ON EFFICACY OF CASH  
TRANSFER PROGRAMMES IN TURKANA COUNTY, KENYA**

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**A Thesis Submitted in Partial Fulfilment of the Requirements for the award of the  
Degree of Master of Science in Disaster Management and Humanitarian Assistance of  
Masinde Muliro University of Science and Technology**

**September, 2020**

## DECLARATION

This thesis is my original work prepared and sources of information other than my own have been acknowledged.

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## CERTIFICATION

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## **DEDICATION**

This Master's thesis is dedicated to my mum, Rael Nakeor Nawoton who is a beneficiary of Older Persons Cash Transfer (OPCT) under Kenya Hunger Safety Net Programme.

## **ACKNOWLEDGEMENT**

My sincere gratitude is extended to all those who made a contribution of one kind or another in completion of this work. Of special mention is Dr Ferdinand Nabiswa of department of Emergency Management Studies and Dr Edward Mugalavai of department of Disaster Management and Sustainable Development both of Masinde Muliro University of Science and Technology for meticulous critique they made to this work. I wish also to acknowledge with much appreciation research assistants, cash and non cash beneficiaries, key partners and local leaders for accepting to participate in this research. I would like also to thank by work supervisor Mr Mukoo Benedict for giving me time out of work to complete this thesis. Further appreciation goes to my family members, my wife Mrs Nawoton Christine Arot and all the children for giving me moral support during the writing of this research. I am indeed indebted to my colleague Mr Paul Lopodo, the PhD student of Disaster Management and Humanitarian Assistance for the greatest academic support.

## ABSTRACT

Coordination of Cash Transfer Programmes (CTP) is very important in achieving better humanitarian assistance in times of disasters and emergencies because it saves resources, avoids conflicts, evades duplications and gaps, minimises the difference between programs as well as thwarts inflation to local markets. The use of CTP to provide humanitarian assistance so that people access goods and services they need before, during and after crisis has been gaining momentum particularly since 2010. However, absence of a structured coordination framework of CTP has created lapses in the initiative thereby resulting into duplication of interventions, resource gaps, fragmentation and mismanagement of resources in quality service delivery. This study is an empirical attempt to fill this lacuna with regard to structured cash transfer focusing on Cash coordination within Turkana County which in spite of Cash Transfer Programme has historically remained the poorest county in Kenya characterized by high vulnerability to all forms of disasters besides dependency on in-kind assistance. The overall objective of the study was to examine influence of cash coordination on efficacy of cash transfer programming in Turkana County. The study was guided by three specific objectives that seek to: determine strategies that support institutionalization of cash and voucher initiatives in humanitarian actions in Turkana County; examine opportunities and challenges available for future cash transfer coordination to vulnerable groups within Turkana County and evaluate mechanisms employed in coordination of CTP in Turkana County. The study adopted evaluation research design. Sampling strategy incorporated four techniques: multistage, proportionate, purposive and simple random sampling methods. A sample size of 382 was used in this study. Data was collected using questionnaires, interview guides, FGD, key informant interviews (KII) and direct observation (DO). The data collected was coded and analysed by both descriptive and qualitative methods using Statistical Package for Social Science (SPSS) version 23. The study found out that strategies for institutionalizing CTP included establishment and use of CTP legal and regulatory framework, advocacy and lobbying for the use CTP by CaLP, role of Cash Working Groups in CT coordination and research and advocacy for CTP. Cash Transfer Programmes in Turkana County faced numerous challenges inter alia insecurity, poor infrastructure network, inadequate funding, mobility of populations, lack of MOU with key stakeholders and harmonization of CTP processes and procedures. The study also identified opportunities available for future expansion of CTP namely enhancing coordination across sectors, joint monitoring responses, increased involvement of private sector financial service providers and social safety nets. The study concluded that cash transfer coordination in Turkana County has not been institutionalized and thus cash coordination has less influence on efficacy of Cash Transfer Programming in Turkana County, Kenya. Therefore, the study recommended that Turkana County should prioritize formulation of Social Protection policy; enhance coordination across sectors; Strengthen joint monitoring responses and increase partnership of private sector in CTP. The study further recommended that the role of key coordination mechanisms(CSG, KFSSG and CWG) should be well stipulated in the County legal and regulatory frameworks for well regulation of Cash Transfer Programmes in Turkana County, Kenya.

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## **LIST OF ABBREVIATIONS AND ACRONYMINS**

<b>ASAL</b>	Arid and Semi-Arid Lands
<b>CaLP</b>	Cash Learning Partnership
<b>CBI</b>	Cash Based Initiative
<b>CBP</b>	Cash Based Programmes
<b>CCA</b>	Climate Change adaptation
<b>CIDP</b>	County Integrated Development Plan
<b>CSG</b>	County Steering Group
<b>CT</b>	Cash Transfer
<b>CTP</b>	Cash Transfer Programming
<b>CTPs</b>	Cash Transfer Programmes
<b>CVA</b>	Cash and Voucher Assistance
<b>CVWG</b>	Cash and Voucher Working Group
<b>CWG</b>	Cash Working Group
<b>DFID</b>	Department of international development
<b>DOL</b>	Diocese of Lodwar
<b>DRR</b>	Disaster Risk Reduction
<b>ECHO</b>	European Commission for Humanitarian Organization
<b>FSNWG</b>	Food Security and Nutrition Working Group
<b>GAM</b>	Global Acute Malnutrition
<b>GSDRC</b>	Governance and Social Development Resource Centre
<b>GIS</b>	Geographical Information System
<b>GOK</b>	Government of Kenya

<b>KNBS</b>	Kenya National Bureau of Statistics
<b>HSNP</b>	Hunger and Safety Nets Programme
<b>IASC</b>	Inter-Agency Standing Committee
<b>ID</b>	Identity Document
<b>IFRC</b>	International Federation of Red Cross
<b>INGO</b>	International Non-Government Organizations
<b>KCWG</b>	Kenya Cash Working Group
<b>KFSSG</b>	Kenya Food Security Steering Group
<b>M/E</b>	Monitoring and Evaluation
<b>MIS</b>	Management Information System
<b>NDMA</b>	National Drought Management Authority
<b>NDMU</b>	National Disaster Management Unit
<b>NGO</b>	Non-Government Organizations
<b>NSA</b>	Non-State Actors
<b>SOPs</b>	Standard Operation Procedures
<b>TCA</b>	Turkana County Assembly
<b>TE</b>	Turkana East
<b>TN</b>	Turkana North
<b>TC</b>	Turkana Central
<b>TCG</b>	Turkana County Government
<b>UN</b>	United Nations
<b>UNDP</b>	United Nation Development Programme
<b>USAID</b>	United State Aid
<b>WVK</b>	World Vision Kenya

## DEFINITION OF OPERATIONAL TERMS

**Cash and Voucher initiatives:** Shall be synonymous with Cash Transfers and Voucher assistance

**Cash and Voucher Assistance:** Cash and Voucher Assistance(CVA) refers to all programs where cash transfers or vouchers for goods or services are directly provided to recipients. In the context of humanitarian assistance, the term is used to refer to the provision of cash transfers or vouchers given to individuals, household or community recipients.

**Cash Transfer Programming (CTP):** In this study, the term will be synonymous with Cash-based programming (CBP) or Cash-based initiative (CBI) and means the provision of money or vouchers to individuals or households, either as emergency relief to address basic needs or as recovery support to protect/re-establish economic productive activities.

**Cash transfer toolkit:** It is a basic guide to cash transfer Programming in emergency response and early recovering settings.

**Coordination:** In this study, the term coordination is used to describe the relationships and interactions among actors operating in cash transfers programmes environment. It is actually working together in a logical way towards some common results with a common purpose with define roles and responsibilities of each actor during the humanitarian response.

**Cash coordination Mechanisms:** This refers to both technical function (focuses on process such as sharing lessons learnt, harmonising process of delivering cash and developing guidelines) and strategic or operational that focuses on results and impact

(coordinating aids response so as to avoid gaps and duplications, to conduct advocacy to provide appropriate CTP and influencing the policy).

**Disaster:** It is an occurrence that seriously disrupts the functioning of society causing widespread human, material or environmental losses, which exceed the ability of the affected communities to cope using their own resources. Disasters occur when the negative effects of the hazards are not well managed.

**Efficacy:** Ability to produce a desired or intended results. In this study, it is referred as utility of Cash transfer programmes to various categories of beneficiaries.

**Emergency:** A sudden and usually unforeseen event that calls for immediate measures to minimize its adverse consequences. A state in which normal procedures are suspended and extraordinary measures are taken in order to avert a disaster

**Harmonization:** it is the process of identifying commonalities based on agreed requirement with a view of proving common standards. In this study it refers to use of common tools, standards, procedures and guidelines in implementation of Cash Transfer Programmes.

**Humanitarian emergency:** it is an event or series of events that presents a critical threat to the health, safety, security or wellbeing of a community or other large group of people, usually over a wide area.

**Institutionalization:** Actions taken to establish Cash Transfer Programs as part of social system, culture or organization. In other words it refers to long term survival of programs beyond initial funding period.

**Productive asset:** An article that is capable of producing or allows for the production of an item or the provision of a service of economic value. Examples include land, equipment, materials, machinery, facilities (buildings) or transport.

**Response:** The provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. It can be of an immediate, short-term, or protracted duration.

## CHAPTER ONE

### INTRODUCTION

#### 1.1 Background to the study

“All forms of humanitarian assistance need to be coordinated to make the best use of resources and avoid duplicating efforts. Nevertheless, with multipurpose cash disrupting traditional divisions of responsibility in the humanitarian sector, disagreements remain around how Cash and Voucher Assistance should be coordinated” (Bailey, 2014)

Coordination of cash transfer programs (CTP) is significant in achieving better humanitarian response in times of emergency as well as link emergency and development responses. Synchronization of CTPs avoids conflicts, minimises differences among programs, avoids duplication and gaps between CTP and non CTP aid interventions, avoids inflation of local markets and save resources (Gabrielle, 2018).

Cash Transfer Programming (CTP) refers to all programs where cash or vouchers for goods or services are directly provided to beneficiaries. In the context of humanitarian assistance, the term is used to refer to the provision of cash or vouchers given to individuals, household or community recipients; not to governments or other state actors. CTP covers all modalities of cash- based assistance, including vouchers (Cormack, 2018). The term can be used interchangeably with Cash Based Interventions (CBI) and Cash Based Transfers (CBT). The key objective of cash transfer is to increase the real income of beneficiaries in order to enable a minimum level of consumption within the household (Bailey, 2014). United Nations (2009) discussed CTPs under human right as non contributory programmes

providing payments in the form of cash to individual or household with the primary objective of increasing real income in order to enable minimum level of consumption.

History traced the origin of Cash transfer programmes (CTP) as a component of social protection way back to 1990 in Europe (Teixeira, 2009). Since then, CTP has been launched in a growing number of developing countries including Latin America, Asia and Africa. The programs are increasingly providing evidence that CTP can help tackle hunger, increase living standards, improve education and health and thus break chronic cyclic intergenerational poverty (Kauffmann, 2012). There has been an incessant increase in use of CTP in the humanitarian sector particularly since 2010. According to Collins (2012), the range of actors providing cash based initiatives (CBI) has subsequently been on the rise thereby translating into huge amounts of money transacted in the absence of a structured framework of cash transfer programming, the chances of double dipping, logistical losses, fragmentation and mismanagement of resources in service delivery is likely to occur.

Austin(2013) summarised humanitarian response transfers modalities and delivering mechanisms. Transfer modalities include in-kind, cash transfer, voucher and combination of the three while delivering mechanism comprised of mobile money, financial service providers, retailers/vendors and direct cash. Cash transfer can be provided with or without conditions (conditional or unconditional) whereas cash or voucher utilization by beneficiary can be restricted or unrestricted to certain commodities. Kaufmann (2012) underscored why cash; alternative to in-kind assistance, market based solution, enhance recipient dignity, empower beneficiaries as well as most effective and efficient method of delivering

humanitarian assistance. CaLP (2015) pinpointed that though the use of cash transfers and vouchers in humanitarian response is increasingly growing due to their efficiency and effectiveness, they remain small proportion of humanitarian aid. Bailey (2014) identified risks of uncoordinated approaches of cash transfer namely trigger tension, reduce effectiveness and efficiency as well as risk of gaps and duplications. The coordination system as it is presently being implemented (typical structures, roles and responsibilities) is not adequate to ensure a more holistic approach to meeting the needs of persons affected by crisis. Thus, Cash coordination needs should clearly be defined and predictable allocation of leadership responsibilities while strengthening the capacity of the humanitarian system to coordinate cash transfers (CaLP, 2015).

UNICEF (2015) pointed out that Cash transfer is one modality among a range of social protection interventions and that predictable direct transfers to individuals or households protect them from shocks and support the accumulation of human, productive and financial assets. Bailey (2014) indicated that since the 2004 Indian Ocean Tsunami, there has been a progressive trend within the humanitarian sector at large to use cash transfers as a programme modality in times of emergencies and for recovery in both conflict and disaster contexts. A number of reviews and research studies have been undertaken that aim to explore the strategic, institutional and operational challenges to support appropriate cash- and voucher-based interventions. These studies have built a knowledge base for CTPs, including understanding of the different cash modalities, the roles of diverse stakeholders, and the opportunities as well as the challenges in taking cash to scale.

The nature of humanitarian crises is changing: more people are in need of assistance for longer period of time putting the humanitarian system under severe strain. This forces humanitarian sector to use other appropriate strategies such as CTP to protect the lives and dignity of those affected (Collins, 2012). Cash Transfer Programming has been used in recent humanitarian responses such as the Earthquake in 2010 in Haiti, Pakistan and various other countries in the world (Burke, 2014). This brought into perspective the need to consider structured coordination of these humanitarian actions in order to achieve their shared humanitarian objective. Akine (2016) observed that between 2010 and 2013, the number of African countries with unconditional cash transfers doubled to 40 nations and noted that cash transfer facilitates the link between humanitarian and development.

The state of world cash report (2018) described coordination of cash Transfer programming being unreliable limiting benefit to be realized. It highlights confusion about where CTP coordination sits in international system as well as limited commitment to use shared operational mechanisms. The report argued that CTP coordination remained ad hoc and contested undermining efficiency and effectiveness of cash based initiatives. Marito and Charity (2012) reported the rise of CTP in Sub Saharan Africa assimilates results of thorough review of recent use of Cash Transfer Programs in Sub Saharan Africa.

The constitution of Kenya (2010) chapter four compressively emphasises the bills of rights which by extension include rights of every citizen to social security and mandates the state to provide social security to people who are vulnerable.

Kenya is implementing Hunger and safety net program (HSNP) that provides regular cash transfer to vulnerable groups of people in Kenya inter alia; elderly, orphan and vulnerable Children(OVC) and people living with severe disability (GOK, 2010).

Kenya National Disaster Risk Management (DRM) Policy 2017 outlines the need for establishment, streamlining of DRM institutions, coordination frameworks, partnership and regulation in Kenya (GOK, 2017). Social Protection Policy 2011 is linked to a social pillar of Kenyan vision 2030 which indicated that poverty, marginalisation and vulnerability as key challenges that trapped Kenyan people in chronic intergenerational and cyclic poverty. The policy outlined its goal of ensuring that all Kenyans live in dignity and exploit their human capabilities for their own social and economic development (GOK, 2011). Similarly, national social protection strategy 2014 recognizes and appreciate cash transfers as core social protection intervention in Kenya (GOK, 2014). National Social assistance act 2013 holds that social assistance including cash transfer is provided to persons in need and for connected purposes (GOK, 2013).

Krystle (2015) reported that although Kenya has made strides in terms of economic development and increase access to health and education, 45.9% of the population continue to survive on 1.25 dollar per day. Therefore, the state has invested in development of social Assistance measures such as CTP as a means of providing support to the poorest and most vulnerable household in Kenya. Karen (2017) reported that though cash as humanitarian intervention is growing very rapidly in Kenya, it is not clear where cash interventions are best placed within the sector working group coordination structure.

UN women (2015) pinpointed that Turkana is one of Kenya's most disaster-prone counties with regular exposure to several natural and human-induced catastrophes or hazards, causing high economic and human losses. This County has over a long period been involved in many in-kind social protection programmes targeted to specific needy groups.

Presently, the Kenyan Government and non-state actors are implementing a number of cash transfer initiatives (GOK, 2016). In Turkana County, the national government has since implemented four social assistance programmes, namely the Orphan and Vulnerable children (OVC) 2005, Older Persons Cash Transfer (OPCT) 2006, Hunger Safety Net Programme (HSNP) 2007 and People with Severe Disability Cash Transfers (PWSD-CT).

Turkana County Emergency and Disaster Management Act, 2016 provides for more effective organization of the mitigation of, preparedness for, response to and recovery from emergencies and disasters in the County. Additionally, draft of Turkana County DRM policy, 2018 is clear on creation of an effective framework through which Disaster Risk Management is entrenched in all aspects of the county development plans leading to safe and disaster resilient county with robust disaster risk management system that contributes to the protection of lives, livelihoods, property and the environment (TCG, 2017).

In spite of above programmes that have been in place since 2015, there is little compelling evidence that the County of Turkana is coming out of vulnerability and risk position from dynamics of disasters. This research endeavoured to establish whether instituting

coordination mechanism on ongoing Cash Transfer Programmes could make it effective and have tangible impact and move Turkana County out of vulnerability crunch.

## **1.2 Statement of the problem**

Despite the expansion of range of actors in CTP, increase in amount & scale, growing interest and enormous use of cash transfer programming in humanitarian assistance sector, little has been done to integrate coordination of Cash within the Cash Transfer Programmes. Cash transfer programmes are anticipated to operate in increasingly complex environment where expansion of a range of humanitarian actors (private sector, non-state actors, military, diaspora groups and online communities) is evident. These arrangements are expected to generate significant challenges regarding coordination and collaboration with traditional humanitarian actors such as Western partners (Bailey, 2014).

Whereas studies (Humphries, 2013; Baily, 2014; CaLP, 2013) stressed the need to have structured coordination in cash transfer initiatives within the changing humanitarian sector landscape globally, there is little evidence of such effort especially in Kenya. Cash coordination is a critical issue that has received insufficient attention in research and analysis of CTP. However, previous studies have revealed that one of the main constraints faced by cash transfers is the poorly defined responsibility for coordination of cash transfers. Further, the place of cash is not always clear in the humanitarian sector-based emergency coordination system. Yet this is likely to compromise the preparedness for an effective response to various disasters and emergencies besides weakening efficacy in cash transfer programming.

Ultimately, targeted community resilience against chronic poverty, marginalization and severe vulnerability caused by disasters and emergencies would be weakened. Could such inconsistencies and lapses in coordinating cash in cash transfer programmes be a factor in mainstreaming interventions in Kenya?

One of the challenges facing policy makers and stakeholders in Kenya is unclear vision and fragmentation of programming that has subsequently led to duplication and inconsistencies in operation and implementation of social protection initiatives across the country (GOK, 2011).

CaLP (2018) in the state of world's Cash report indicated that coordination of CTP is unreliable and has consequently limited cash benefits of transfers to be realized. This study was therefore, focused on ways of integrating cash coordination into Cash Transfers Programming.

### **1.3 Research Objectives**

The overall objective of this study was to examine the influence of cash coordination on efficacy of cash transfer programming in Turkana County, Kenya. The specific objectives of the study seek to:

- i. Determine strategies for institutionalizing cash and voucher initiatives in humanitarian actions in Turkana County, Kenya.
- ii. Examine opportunities and challenges available for future cash transfer coordination to vulnerable groups within Turkana County, Kenya.
- iii. Evaluate the contribution of cash transfer coordination on CTP in Turkana County,

Kenya

#### **1.4 Research Questions**

- i. What are the strategies for establishing cash and voucher initiatives in humanitarian actions in Turkana County, Kenya?
- ii. Which are the opportunities and challenges to coordination for CTP to vulnerable groups within Turkana County, Kenya?
- iii. What is the contribution of cash transfer coordination on CTP in Turkana County, Kenya?

#### **1.5 Significance of the study**

At the time of study, Kenya continued to implement four CTPs in Arid and semi-Arid Counties including Turkana: OPCT, CT-0VC, HSNP, PWSD-CT(GOK,2010). At the same time, there were over 45 development organizations working in Turkana County with over half of them involved in cash transfer-based initiatives. Ten Percent (10%) of these agencies implemented cash-based initiatives each year (GOK, 2018). This raised the concern for conflicts within actors, duplications and gaps, mismanagement of resources, the difference between programs and inflation to local markets (Gabrielle, 2015). However, lack of proper coordination and limited research on assessment of cash coordination will eventually crumbles usefulness of such programmes. The results of the study therefore, intended to strengthen cash coordination and support the necessity of CTP in a changing humanitarian sector. Additionally, the findings if adopted by the policy will enhance implementation and scaling up of CTP in terms of efficiency and effectiveness besides advocacy for rise of cash

and voucher-based initiatives. The findings would feed into current and future programming of CTP as well as inform the social protection policy review and legislation amendment.

Stakeholders working in the field of social protection systems especially CTP will benefit from the outcomes of this study. These include the private sector, host governments, UN agencies, and donors, cash transfer implementing agencies, experts and the beneficiaries' communities. These findings will further enable stakeholders with cash transfer programmes to promote partnership, communication, collaboration, cooperation and coordination.

### **1.6 Scope of the study**

The study was conducted in Turkana County particularly in Turkana North, Turkana Central and Turkana East which are the epitome of CTP activities. The focus was on examination of cash coordination and its influence on efficacy of cash transfer programming. The study concentrated on concept of CTP specifically focusing on three areas: key strategies for institutionalizing cash and voucher initiatives, challenges facing CTP and opportunities available in future and coordination mechanisms of CTP in Turkana. The Period under review runs from 2010 up to 2019 covering timelines over which CTP activities began being implemented globally and by extension in the Kenya. The data for the study was collected between 2017 and 2019. The target groups included households both beneficiaries and non-beneficiaries, local administration, various key stakeholders (national and county government, UN agencies, donors, INGO).

There was increased use of cash transfers in both in humanitarian and development initiatives though CTP not institutionalized following absence of social protection policy and legal framework. The existing CTP coordination system is fragmented globally while

operates in ad hoc in Kenya by extension Turkana County. Cash transfers coordination encountered shortcomings such as delays, resources gaps, duplication, and created tension between agencies.

Though various empirical studies done in different regions were available, scholarly research has not been conducted in Turkana county. It is on this background that the researcher undertook a study to examine the influence of cash coordination on efficacy of cash transfer programming in Turkana County, Kenya.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

This chapter is a critical review of literature on how cash coordination affects the quality of Cash Transfers Programmes. Cash transfers are increasingly becoming appropriate modality in humanitarian response and complements in-kind assistance. The review was focused on strategies for institutionalisation of cash and voucher initiatives, current and future obstacles, challenges and opportunities to cash coordination and finally mechanisms applied to cash coordination in Turkana County. Generally, the review broadly outlines the concepts of cash transfer programming and coordination. Analysis and synthesis of these works enables the researcher to provide answers to research questions and identify research gaps as ultimate conclusion.

#### **2.2 Strategies for Institutionalizing Cash Transfer Programmes**

Allan and Goodman (1989) discussed institutionalization under health promotion programs as the long-term survival of the interventions beyond initial funding period. There is no set formula for institutionalizing cash transfer programmes within humanitarian agencies. It is a slow, difficulty and interactive process that includes enhancing capacity, modifying systems and procedures (Oxfam and Save the Children, 2012). Chepkemboi (2015) discussed and identified steps in KRCS cash transfer institutionalization model: socialization and advocacy, CTP training, operational readiness, CTP pilot, response framework and contingency planning, CTP operations, tools and procedures, CTP mainstreaming into response operations.

Human resource skills development is the basic backbone of institutionalization process. Training is required not only for country office managers but also logisticians, finance staff and emergency team leaders using training materials developed by save the Children. Learning by doing of Cash Transfer programmes is critical in instituting it as one of the initiatives of any institution. Inclusion of CTP in organizational multi hazard contingency plan is essentially significant. Logistical preparedness arrangement must be put in place by way of identifying and mapping out Potential payment mechanism service providers. A number of good guidelines and tools for cash programming are available. As such, various agencies developed Standard Operating Procedures (SOPs), systems, procedures, tools and guidelines for managing the process of creating of CTP (Save the children, 2012).

### **2.2.1 Institutional and legal frameworks for Cash Transfer Programmes**

International legal frameworks for humanitarian assistance includes international humanitarian law(IHL), international human rights law (IHRL), international refugee law(IRL), international criminal law and international Disaster Response laws, rules and principles (IDRL). Regarding IDRL, emphasize is put on importance rather than the right of humanitarian assistance in disaster context highlighting that regulatory problems in delivery of humanitarian assistance exacerbated in disaster contexts due to absence of established comprehensive legal framework and undeveloped coordination mechanisms. Additionally, IHRL emphasises the right to life indicating the right to humanitarian assistance and that various economic and social rights guaranteed legal space for individual to claim the right to humanitarian assistance. Furthermore, IHL obligated parties to conflicts primary

responsibility of providing humanitarian assistance to civilians under their control and recognised the right to humanitarian assistance. In brief, these frameworks not only provide guidance on how to address humanitarian situations, but can also serve as powerful tools for advocating for, achieving and protection of affected civilians (GSDRC, 2013).

The scale up of CTPs has promoted development of wider range of institutional and legal framework for these programmes. While in some cases CTPs are institutionalized and incorporated into national Social protection strategies through domestic laws, others are based on presidential degrees, policy statements and operational manuals and guidelines. Countries such as Chile, Brazil and south Africa reported existent of CTPs legal provisions regulating their programmes while Uganda piloted developed scheme based on Social development investment strategic Plan (Carmona, 2009). Though government of Pakistan implemented Cash Transfer Programmes in emergency relief and recovery operation since 2005 earthquake, it has no guidelines and policy framework to support such initiatives (UNOCHA, 2015).

Kenya is still lacking solid policy and legislative framework for CTP but it utilizes other related existing policy framework to guide in away its CBIs. Kenya National Disaster Risk Management (DRM) Policy 2017 outlines the need for establishment, streamlining of DRM institutions, coordination frameworks, partnership and regulation in Kenya (GOK, 2017). Social Protection Policy 2011 is linked to a social pillar of Kenyan vision 2030 which indicated that poverty, marginalisation and vulnerability as key challenges that trapped Kenyan people in chronic intergenerational and cyclic poverty. The policy outlined its goal

of ensuring that all Kenyans should live in dignity and exploit their human capabilities for their own social and economic development (GOK,2011). Similarly, national social protection strategy 2014 recognizes and appreciate cash transfers as core social protection intervention in Kenya (GOK, 2014). National Social assistance act 2013 hold that social assistance including cash transfer is provided to persons in need and for connected purposes (GOK, 2013).

Turkana leaders do not prefer cash as indicated by Bakari (2019) who reported that the cash plan suggested by the national government in which a shift from relief food to cash transfers was announced met sharp resistance from Turkana County leaders who preferred food over cash transfers citing challenge of mobility of communities.

### **2.2.2 Cash Working Groups**

While the use of cash-based assistance increases and becomes part of important development programming, actors using cash initiatives identified lack of coordination as a major concern and agreed to form Cash Working Group (KCWG, 2017). For effective and appropriate cash transfer programming realization, cash coordination and communication between actors is required. The functions of coordination are classified into two categories, technical and strategic (Smith, 2015;URD, 2014). The different models for cash coordination have been established and analysed. Julia and Lotte (2017) pointed out the coordination models such as Leadership and cash coordination groups, Cash Working Groups (CWGs) integration with cluster/sector coordination as well as pre-existence of cash coordination groups. They also indicated disadvantages and advantages of these coordination models. Coordination mechanism for cash transfer programmes around the world continue to evolve in adapting to the changing needs. In this view, the coordination

mechanisms gained some strength and suffered from sizeable weaknesses. Domitille (2012) highlighted the strength of coordination mechanism which include inclusion of innovation, evaluation of project impacts, dissemination of best practices and strengthening of national capacity in CTP. Similarly, Philippa (2013) cited genuine learning for actors, facilitation of joint analysis of the capacity available in the country and creation of partnership as vigour for coordination mechanism.

### **2.2.3 Current Changes in Global Humanitarian Response Landscape**

Global humanitarian response landscape continued to experience significant changes in order to counter challenges that affect its efficiency and effectiveness as well as quality.

#### **2.2.3.1 Trend of Cash Transfer programming**

History traced the origin of Cash transfer programmes (CTP) as component of social protection way back to 1990 in Europe (Teixeira, 2009). Since then, CTP have been launched in a growing number of developing countries including Latin America, Asia and Africa. The programs are increasingly providing evidence that CTP can help tackle hunger, increase living standards, improve education and health and thus break chronic cyclic intergenerational poverty (Johnson, 2012).

There is growing trend towards the use of CTP as response modality in emergence for the last five years. FAO (2011) supported the use of cash-based transfers as a tool within this approach to save lives, restore livelihoods and increase resilience by enhancing production of food and nutrition security in times of disaster, conflict and economic shocks. Bailey and Aggis (2016) reported that in Ukraine, cash transfer is an important part of humanitarian

response that accounting for between a quarter and a third of international assistance. In Africa, social protection programme continues to expand and that since mid 2000s countries in Sub Saharan have experienced an important rise in numbers, scope and reach in social protection programme particularly cash transfer (UNICEF, 2016). This is because of its flexibility to addressing different needs and mainstreaming CTP in response, recovery and rehabilitation (Gabrielle, 2015). The use of Cash in humanitarian actions is comparatively increasing and that the key issues reviewed and options for scaling up the use of cash transfer in humanitarian space indicated that CT accounts for no more than 6% of humanitarian assistance (Bruce, 2016).

The scaling up of cash transfer in meeting the needs of humanitarian assistance is timely. Akine (2016) enlists the the current trends behind uptake of cash tranfers as; stimulation of market, technology, policy, urbanization, market enhancement, choice, empowerment and involvement of private sector. Coordination is crucial to enable the predicted scale-up of cash transfer programs and to ensure implementation is effective and efficient. According to Julia and Lotte (2017), cash coordination serves the many functions including; sharing information and lessons learned; harmonizing payment rates and targeting criteria; standardizing tools and delivery mechanisms; building partnerships and negotiating jointly with the private sector among others. ODI (2015) indicated that though cash transfers and vouchers is often effective and efficient, they remain small proportion of humanitarian aid, that is 1.5%-3.5%.

### **2.2.3.2 Cash Coordination in Humanitarian sector**

IFRC (2011) defined coordination as harmonising disaster actions or activities and clarifying roles and responsibilities. Similarly, CaLP (2013) outlined coordination as working together in logical way towards some common results or goal, for the purpose of eliminating fragmentation, gaps and duplication in service.

The current cash coordination system in humanitarian sector is ad hoc at country level and fragmented at global level. It substantially experiences delays, gaps, resource gaps, duplications and creates tension between agencies. Debates remain heated and politicized due to concerns about resources and power as well as how to be implemented (Julia, 2017). In contrast, Austin (2013) identified the following research gaps in CTP; comparison of cost of effectiveness and efficiency, multi-sector cash programming, health potentials with CTP, link between social protection systems and emergency; cash in refuge context; and collection of tools and guidelines. Enabling factors for effect of cash coordination create partnership, accountability and information sharing. Collins (2012) argued that the factors that promote cash coordination include good facilitation skills, CTP expertise, and commitment of coordinators, resources, communication, research, meetings and documentation. CaLP (2018) indicated in the state of world cash report that 10.3% of global humanitarian response make cash transfer as cash and voucher modality increased by 40% to \$ 2.8 in 2016.

Overarching role of social protection through cash Transfer is to promote key investments in human capital and physical assets by poor and non-poor households in a manner that

individuals ensures their resilience in the medium-term which will break the intergenerational cycle of poverty. Human capital investment focuses on safety nets and consumption transfers, asset protection and rehabilitation as well as asset development and income opportunities. Safety nets and consumption transfers is centred around the manner in which to sustain livelihoods and build human capital by guaranteeing social transfers in the form of direct cash transfers to poor and vulnerable people over their lifecycle but may include in-kind benefits as well. The transfers may be conditional or non-conditional depending on the target group and the delivery mechanisms adopted (GOU, 2002). The Kenya government produced a 3-year social protection strategy document covering the period 2009-2012 that provided a comprehensive theoretical background as well as practical considerations for implementation. Cash transfer is one part of the broad social protection strategy that aims at tackling immediate needs and creating sustainable social protection systems. Accordingly, cash transfer can provide support to poor households to manage risk and to allow investment in human capital and physical assets to increase resilience. Social protection is centred on policies and actions including; legislative measures, that enhance the capacity and opportunities for the poor and vulnerable to improve and sustain their lives, livelihoods, and welfare that enable income-earners and their dependants to maintain a reasonable level of income through decent work, and ensure access to affordable healthcare social security, and social assistance (GOK, 2008).

#### **2.2.4 National Social protection systems and National Safety Nets programmes**

More countries are developing national social protection systems in which cash is a significant component. According to Julia and Ruppert (2017), cash could serve as a mechanism for scaling up of humanitarian and development funding and reduce costs and

complexity. Bruce (2016) states that though cash transfer is increasingly becoming preferred, in-kind modality remains strategically important component in humanitarian assistance in future. Ongoing debates on humanitarian reforms are demanding for robust evidence of its effectiveness and efficiency in achieving agreed outcomes. Akine (2016) observed that between 2010 and 2013, the number of African countries with unconditional cash transfers doubled to 40 nations and noted that cash transfer facilitates the link between humanitarian and development. Social protection is becoming a powerful tool for enhancing productivity and employment and therefore, important for African transformation (Osabohien *et al*, 2020).

Review of literature on strategies for institutionalizing cash transfer programmes in Turkana county revealed that numerous non- state actors have models of strategies of institutionalization of programmes such CTPs whereas most countries including Kenya were yet to establish policy and legal frameworks that regulate operation of CTPs. Reviewed literature found out that cash transfer is rapidly becoming preferred modality in humanitarian response yet cash coordination in humanitarian coordination system is ad hoc at country level and fragmented at global level clearly indicating lack of institutionalization of CTPs. Literature reviewed also indicated that Turkana county leaders continue to be against cash-based initiatives pointing out political unwillingness to institutionalize cash transfer in Turkana County This study sought of examining strategies for institutionalizing cash transfer programmes in Turkana county.

## **2.3 Challenges and Opportunities for Cash Transfer programme**

This section describes the challenges encountered by coordination of CTP at global, regional, national and county levels. It also highlights summary of opportunities that are likely to be available and accessed for cash coordination scaling up in future. The focus here is how these challenges and opportunities influence direction of coordination of CTP in future.

### **2.3.1 Challenges Facing Coordination of CTP Globally**

Various researchers have examined the potential future obstacles and challenges for coordination of CTP. Breanna (2012) indicated that the constraints encountered by coordination of CTP include; lack of predictable leadership, failure to recognize cash coordination and involve donors, the UN and host governments, lack of dedicated human resources and existence of multiple forums that cause confusion. Similarly, Kauffmann (2012) specified the factors that limit the full development of coordination potential as; the absence of resources specifically dedicated to the position of coordinator; the absence of a clearly identified representative at the governmental level, and the lack of visibility or recognition of the working group at the level of humanitarian coordination. Likewise, the difficulty of UNDP at the beginning of the crisis to set up the early recovery cluster and the lack of resources allocated towards the support of coordination efforts in emergencies.

Coordination mechanisms experienced some drawbacks and this limited its effectiveness and efficiency. Olivia (2012) argued that coordination mechanisms suffered from lack of production of guidelines and technical data sheet to help actors as well as absence of situational and needs analysis besides monitoring of markets. There was no clear advice

from Cash Working Group (CWG) on how to proceed and respond. The mechanism also lacked political presence within humanitarian coordination system that integrates issues in policies and national programmes. Existing weaknesses of humanitarian coordination pose obstacles to undertaking CTP where it is appropriate.

The general weaknesses of coordination in the humanitarian systems analysed by Joane (2014), indicated lack of collaboration across sectors and amongst aid agencies with different mandate and missions. The hindrance of sector base/inter- cluster system efforts to coordinate cash transfer responses cuts across different sectors and is exacerbated by; weak leadership and strategic coordination, absence of champions required by cash transfer for future responses, poor donors' coordination, host government not respected by international humanitarian coordination system and national civil society omission from international humanitarian coordination system. Future coordination challenges will depend on the changing landscape of humanitarian action. In the next decade, non-western governments, regional organizations and national civil society organizations will increasingly challenge the dominant Western focus on the humanitarian sector.

Cash transfer responses will increase as their acceptance grows and even more actors will become involved (Julia and Lotte, 2017). To be 'fit for the future', actors engaged in CTP need to be ready for future coordination challenges and take advantage of new opportunities. Sarah (2014) analysed the changes and trends in the humanitarian landscape that are likely to influence the future of CTP. Among the trends identified in CTP and coordination include increases in the amount of CTP and scale at which it is undertaken; the use of CTP in

different sectors and as a cross-sectoral tool. The expanding range of actors involved in CTP also include the private sector; stronger role of national governments in disaster responses and increased use of cash transfers by governments in domestic responses; greater attention to addressing risk, such as through resilience, disaster prevention and social protection. Bailey (2014) also listed the future potential challenges to coordination of CTP: technical coordination and integration of CTP within international humanitarian coordination mechanism; strategic coordination and leadership; coordination across sectors and using CTP as multi-sector tool; government led responses and coordination with host government; increased involvement of private sector financial services providers in CTP.

### **2.3.2 Challenges Encountered by Cash Transfer Coordination in Kenya**

Ibrahim (2015) identified a number of challenges and capacity gaps in relation to CTP namely poor infrastructure net, lack of policy on emergency cash transfer, inadequate funds to support functions, understaffing and limited technical knowledge and lack of harmonization of processes and procedures of CTP. Oxford Policy Management (2016) state that the aim of national safety net program in Kenya (NSNP) is to create a framework within which the cash transfer programmes will be increasingly coordinated and harmonised. Mbugua and Gachunga (2015) reported that Older Persons Cash Transfer Programme in Kenya faced challenges such as infrastructure/ implementing tools, government financing and donor funding, factors of staff capacity including staff competency, administrative capacity to carry out targeting and payment, training strategies and communication strategies affect the management. In study carried out in Orphan and Vulnerable Children (OVC) in Kenya (Mohamed, 2012) noted that challenges facing OVC Cash Transfer

Programme include delay in accessing payments, confusion caused by changes of payment dates and unknown payment dates, loss of national identity card (IDs) and Programme identification number, delay in payment circles, high administrative costs and crowded payment points. The study added that attitude of cash transfer recipients towards CTP and their illiteracy affects effectiveness of the programme. In an evaluation report conducted by GOK (2016) on effectiveness of national Safety nets in Kenya, it was noted the programme encountered various challenges: delayed and sporadic payments, beneficiaries were unable to receive payments, households were unaware of complaints and grievances channels and vulnerable households were excluded from registration. From beneficiaries perspective GOK(2014) audited national Cash Transfers Programs for persons with severe disability, elderly, orphans and vulnerable children to establish their contribution in reducing social and economic inequities in Kenya and reported various challenges namely procedure for enrolment into the program, obtaining the beneficiaries identification card (BIC), delay in receipt of the money, unpredictable dates of payments, 'hidden costs' in obtaining the fund and perceived value for money. Mbugua and Gachunga (2015) in study on challenges in management of Older Persons Cash transfer Programme in Kenya reported that the programme faced various challenges ranging from coverage, fragmentation, coordination, predictability, reliability and transparency.

### **2.3.3 Challenges facing Cash Transfer Coordination in Turkana**

Beesley (2014) described the challenges encountered by cash transfer coordination particularly Hunger and Safety net program (HSNP) in Turkana county. The challenges categorized into factors related to stakeholders such as Kenya government; beneficiaries, NGOs administration, management of information system (MIS), monitoring and

evaluation, grievances and redress as well as donors. Ibrahim (2015) indicated that Kenya government has faced many challenges in implementing CTP including insecurity in ASAL, poor infrastructure networks, lack of a single registry across CT programmes and lack of memorandum of understanding among key stakeholders. Beneficiaries are affected by mobility of populations missed payments, lack of ID cards and sharing of the benefits hence reducing its impact. Ethical issues on use of controls experienced during monitoring and evaluation as organizations also encounter difficulty in inequality assurance of data in and out as well as capacity to use and analyse information.

#### **2.4.1 Future Opportunities to Coordination of CTP**

CTP will no doubt increase as experience and acceptance grows. The growth will encourage new types of working arrangements and partnerships to deliver cash transfers, as donors and other stakeholders look for opportunities to provide cash transfers efficiently and across sectors. Bailey (2014) summarized the future opportunities to coordination of CTP as coordinating across sectors as a multi-sector tool, joint monitoring of responses, increased involvement of private sector, financial service provider and other businesses besides risk, social safety nets and humanitarian response. CaLP(2013) argued in side event during humanitarian affairs segment that some of the areas requiring improvements in increasing uptake of CTP includes market assessments and responses analysis, preparedness, coordination of cash responses and humanitarian sector ability to work across sectoral boundaries and accept risks.

Reviewed literature found various challenges regarding cash coordination and future opportunities at global, country and county levels. But then, it is not yet clear how these

challenges and opportunities influence the nature of future cash coordination mechanism especially in Arid and Semi-Arid Lands (ASALs) counties such as Turkana. This study sought to examine the challenges and opportunities available for future cash transfer coordination to vulnerable groups within Turkana County.

## **2.5 Evaluation of Mechanisms being applied to ground Cash transfer programmes**

This section describes the global, regional and national coordination structures that play significant role in coordination of CTP.

### **2.5.1 Global Coordination mechanisms for Cash Transfer Programmes**

As more humanitarian actors became interested in providing cash transfers, the demand for more systematic and dedicated cash coordination led to the creation of cash working groups in many emergency settings. Twenty-four (24) countries with active cash working groups and another 6 countries that are currently exploring this option were identified. However, there is no clearly designated single coordination body for cash transfer programs at the global and regional level. Instead, various fora and initiatives exist that are either dedicated to cash coordination or exercise certain functions that are relevant to cash coordination (Julia *et al.*, 2017). Appendix VI provides an overview of initiatives performing coordination functions at global and regional level.

The Cash Learning Partnership (CaLP) is engaged in policy, practice and research within cash transfer programming (CTP). Formed of a community of practice including over 150 organisations and more than 5,000 individuals in the humanitarian sector, CaLP is based on learning, knowledge sharing, networking and coordination around the appropriate and

timely use of CTP in humanitarian response (CaLP, 2014). Kaufmann et al( 2012) pointed out that Cash Learning and Partnership(CaLP) as well as international Federation of Red Cross(IFRC) are the two global organizations that promotes and advocate for Cash transfer Programming (CTP) in humanitarian sector. He continued to state that CaLP is a consortium of humanitarian organisations which aims at improving knowledge about cash transfer programming and improve their quality throughout the humanitarian sector. A specific objective of CaLP is to establish leadership and coordination for CTP within humanitarian sector at both global and country level. But then this has not been institutionalized in Turkana County.

Cash Working Groups (CWGs) should be a central point for overall technical support and sharing of information to include functions that support consistent standards, ways of working and identifying opportunity for common programming. They provide useful home for response analysis. CWGs should be formalized by way of having clear terms of reference geared towards providing technical support (World Bank, 2016)

According to John Farrington (2006); Paul Harvey (2007); Rebecca Holmes (2006) ongoing experiences had raised urgent research questions about the feasibility, appropriateness, effectiveness and impact of cash-based assistance. There is a pressing need for action-focused research to inform and feed into ongoing implementation. These researches will influence the policy and practice in countries where social protection premised on in-kind transfers. Advocacy on adoption and scale up of CTP in humanitarian sector must be conducted to promote appropriate CTP and influencing the policy.

UNOCHA made pledges committing to ensuring that cash transfer programming is fully integrated into coordination structures, building on existing systems wherever possible. This will support more demand-driven aid delivery and reduced fragmentation, which will help break down siloes in humanitarian action. OCHA will also promote cash as the preferred and default modality wherever feasible and ensure pooled funds are “cash-ready” to facilitate the programming and delivery of multi-sector cash-based programs (UNOCHA, 2015).

### **2.5.2 Regional Coordination mechanisms for Cash Transfer Programmes**

Various countries in Africa have formed Cash working Groups. The mandate of these groups varies depending on the context in which they are operating. Some groups are anchored to decision making bodies while others are floating. Other groups are not led by government authorities and hence their relation with groups is not clear. Generally, CWGs groups focus on technical and operational issues and have no clear long-term vision on intended achievement beyond immediate problem solving. Leadership of all CWGs involved people from different organizations. Some are chaired by government, others by UN and some jointly. Several CWGs have secretariat to help them drive the work of the Groups. The membership in all groups include governments, UN agencies and INGOs but engagement with actors vary. Funding of the work of groups vary. Some groups received short term support through proposals (CaLP, 2018).

It was articulated that in response to crisis in horn of Africa, there has been interest in setting up and supporting six Cash coordination mechanisms in Kenya and Somalia between 2011 -

2012. The review of these emergency mechanisms showed that leadership and resource allocation to cash coordination contributed to success. The scale of cash transfer programming in the Horn response has pushed humanitarian actors to look for new ways of coordinating both within and across sectors. There is arguably more coordination around cash transfers in the Horn of Africa than in any other previous disaster. There are technical working groups for the response in Kenya, Somalia, Ethiopia and South Sudan, along with government-level policy groups, inter-cluster coordination mechanisms and consortia of organisations implementing joint cash-based responses (Breanna, 2012).

### **2.5.3 National Coordination mechanisms for Cash transfer Programmes**

Amina (2015) explained that in ASAL counties particularly Turkana, Marsabit, Wajir and Mandera, CTP coordination mechanisms have not been functional due to either leadership challenges or not understanding on what need to be done to set it up. Thus, CaLP is supporting these counties to formalise coordination structures and make it functional.

County Steering Group (CSG) is a multi-stakeholder forum coordinating development and emergency operation in the county. The forum is Co-chaired by Governor and County commissioner and its membership comprised of state and none state actors. Its key role is to provide leadership in coordination of humanitarian and development partners across the county. Though it holds a coordination meeting once in a month on regular basis, a special sitting may be called upon when emergency occurs or is imminent. The forum works through sector groups including Cash Working Group (GOK, 2017). According to TCG (2018), Cash Working Group (CWG) in Turkana County began being established early 2018 as technical working Group that was expected to coordinate partners working in Cash

Transfers Programmes. Since then it has not yet been formalised including linkage with Kenya Cash Working Group(KCWG).

Literature reviewed revealed that though various cash transfer coordination mechanisms exist at various levels, their functionality and dedication to cash transfer coordination is scanty and hence has far reaching effect to the quality of cash transfer programmes in Turkana County. Many of these coordination mechanisms are not anchored in the policy and legal frameworks so as to secure the credibility and authenticity to function effectively. This study sought to appraise the contribution of cash transfer coordination of partners on CTP in Turkana County.

### **2.6.1 Conceptual Framework**

Theoretical and conceptual framework explains the path of research and grounds it firmly in theoretical constructs. The overall aim of the two frameworks is to make research findings more meaningful and acceptable to theoretical construct in the research field and ensures generalizability ( Adom, 2018). This study adopted conceptual framework rather than theoretical framework. The conceptual framework is appropriately selected for this study following the fact that existing cash transfer theories are limited and not applicable to the phenomenon under study. The framework is guided by two theories: theory of coordination failure and theory of coordination. Further, the conceptual framework is a structure which the researcher believes can best explain the natural progression of phenomenon to be studied (Camp, 2001). It is the researcher's explanation of how the research problem will be explored ( Kamil, 2018).

The conceptual case for cash transfer is comprehensively clear. Though Poverty is multidimensional in nature, income is central to the problem. Cash Transfer Programmes provides regular and predictable income to beneficiaries in order to alleviate poverty. Cash Transfers support households in building social capital, increase access to credit facilities and buy product assets. These global objectives of cash transfers are advanced by the following theories; coordination failure and theory of coordination.

### **2.6.2 The theory of coordination**

The theory of coordination was advanced by Malone (1994) who defined Coordination as the process of management of conflicting dependencies between components of coordination such as goal, actors, activities and resources. He categorised these components into task (goal plus activities) and resources (actors plus resources). The relationship between resources and task create network of dependencies that are either facilitative or conflicting in nature. It is argued that complex conflicting dependences between resources and task generate a coordination problem managed by establishing coordination mechanism (Malone, 1994). The theory of coordination is defined differently according to variety of fields (Malone and Crowston (1994); IFRC (2004); CaLP (2009); Chandler (1962); Omuterema (2003); Thomas W., 1988).

Coordination is a process of managing dependencies between activities. This is the theoretical framework for analysing coordination as a complex process thus contributing to user task analysis and modelling. The framework looks at actors, tasks, interdependencies and created resources. The linkage is that actors performing interdependent tasks create

resources of various types. The key elements of the theoretical framework according to Malone (1994) include goals, activities, actors and interdependencies as indicated in Table 2.1.

According to Crowston *et al.* (1998), coordination problem requires establishing coordination mechanism relying on group functions such as decision-making, communication, shared understanding, coordination and collective sense making.

**Table 2. 1: Components of Coordination**

Components of coordination	Associated coordination processes
Goals	Identifying goals
Activities	Mapping goals to activities (e.g., goal decomposition)
Actors	Selecting actors assigning activities to actors
Interdependencies	"Managing" interdependencies

**Source:** Malone, 1994

The main claim of coordination theory is dependencies and mechanisms for managing them. Malone *et al.* (1999) and Crowston (2003) analysed dependencies as tasks and actors using specialised skills to deliver and producer or customer creating a resource required by another actor. This dependency normally divided into three sub dependencies namely usability, transfer and precedence. The usability means that the resource created by the first task must be appropriate for the needs of the second task while transfer indicate that the resource must be moved from where it was created to where it is consumed. Finally,

precedence means that the actor performing the second task must learn when the resource is available and when to start the task.

To overcome these coordination problems, actors must perform additional work, which Malone and Crowston (1994) called coordination mechanism such as standardization, direct supervision and mutual adjustments. In summary, different dependencies interact through processes that create coordination problem manageable by creating a coordination mechanism.

This theoretical framework is utilized in this study to conceptualise the relationship between cash coordination and efficacy of cash transfer programming. The theory provides guidance in management of conflicting dependencies between varied cash transfers actors of different goals, activities and resources. This framework is used to analysed interdependencies and mechanisms of management.

### **2.6.3 Theory of Coordination Failure**

The proponents of this theory include Rosenstein Rhoda (1943), Nurkse (1953) and Hirschman (1957). The theory of coordination failure holds that the market may fail to achieve coordination among complementarity activities. Complementarity exist when the returns on one investment depends on the presence of other investment. The market is said to have failed to coordinate all investors actions when all investors as whole are better off with all investments to be achieved at same time while some investors take similar action when they believed others may not do the same. The coordination failure will have reached

market equilibrium outcome against a situation where all resources optimally allocated and all investors are expected to be better off.

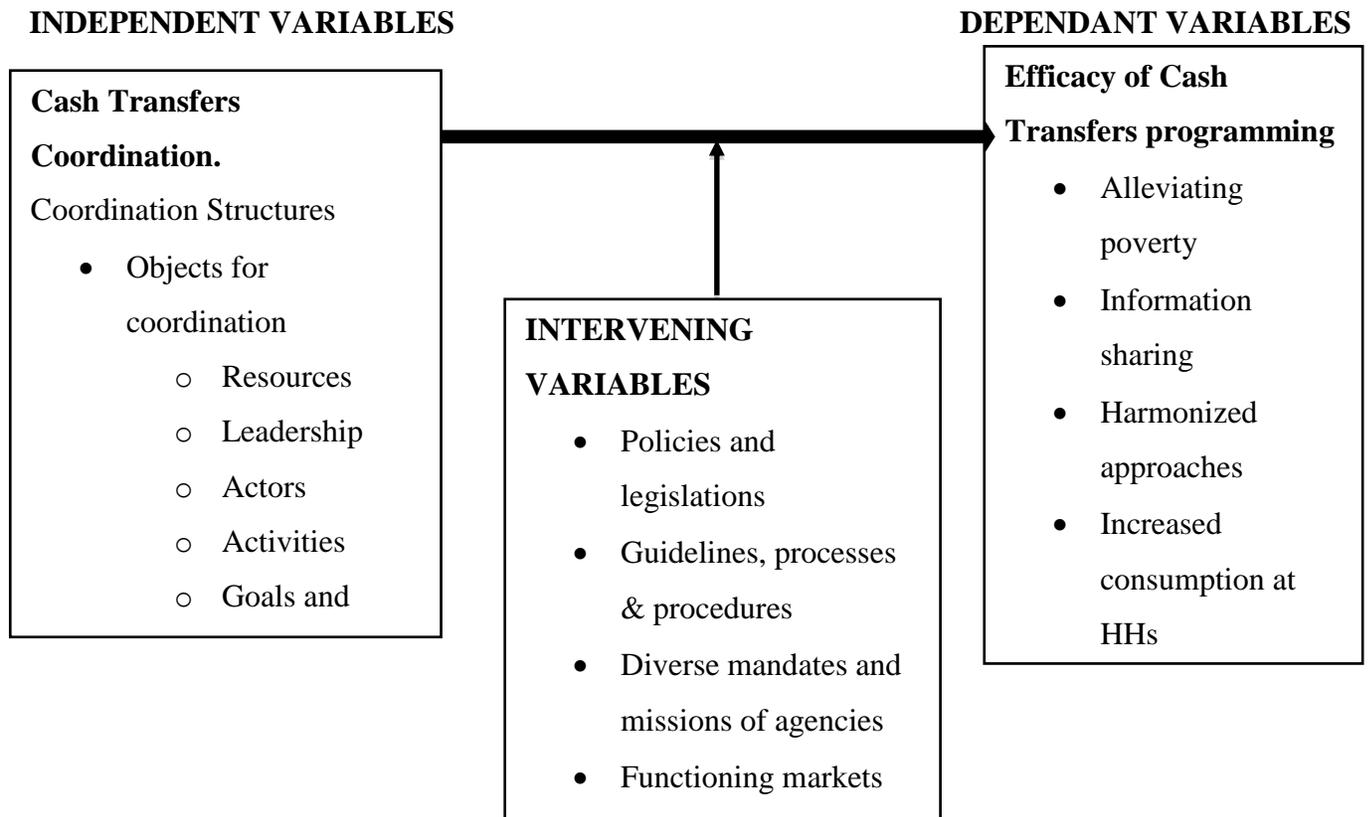
All proponents of this theory emphasized the role of government to solve the problem of coordination failure through implementing appropriate policy. They recommended the “big push” policy which is a public led massive investment program that can cause complementarities in the rest of the economy. Durlauf and Hoff (2006) described economy as ecosystem where behaviour of one player affects the other leading to coordination failure where undesired multiple equilibria is realised. The study seeks to establish influence of cash coordination on efficacy of cash transfer programming. Independent variable “Cash transfer coordination” was investigated through analysing components of coordination such as strategic, technical and operational. Dependent variable looked at aspects such as cost efficiency and effectiveness of CTP, harmonised approaches and poverty alleviation.

This theory was used in this study to explain significance of complementarity between cash actors and the role of host government in establishing and institutionalizing coordination mechanisms to solve the problem of coordination failure. Essentially, the theory focuses on leadership in coordination function highlighting strategic, technical and operation aspects of cash coordination.

### **2.7.1 Conceptual Framework Model**

The conceptual model for coordination of cash transfers programming is based on author conceptual thinking founded on theoretical and practice of CTP. Figure 2.1 indicated independent, dependent and intervening variables. Cash coordination and efficacy of cash transfer programming are independent and dependent variable respectively. As indicated in

independent side, functional cash coordination comprised of coordination structures in which activities and behaviour of cash actors are streamlined both strategically and technically. Leadership and resources are very critical for coordination function. Dependent variable comprised of poverty alleviation, information sharing, harmonised approaches and increased consumption at household level. These are simply expected outcomes of cash coordinated cash transfer programming interventions. Similarly, intervening variable comprised of policies and legislations, guidelines, procedures and processes, mandates and functionality of the market. These are determinants of feasibility of cash transfer programmes. The variables specified usually interact at practice level so as to establish effect of coordination for cash transfers resulting in efficient cash transfer programming. Successful cash transfers initiatives critically require the component of coordination. However, variables indicated in dependant side controls the decision whether or not cash transfer programming can be feasible option. Intervening variables such as Policies and legislations in particular need to provide policy direction and legal guidelines not only on coordination of cast transfer programmes but also other long-term development programming.



**Figure 2.1:** Conceptual Framework showing Efficiency of Coordination on CTP

Source: Researcher, 2017

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter describes the research methodology, which was employed in the study. The section provided description not only on study site but also on research design and sampling procedures. The description further included data collection procedures, and data processing and analysis.

#### **3.2 Research design**

The study adopted evaluation research design (Table 3.1). This research design entails measurement of the implementation and outcomes of the Programmes (Barbie and Mouton, 2010). Evaluation design was adopted in this study because it assesses effects of how the development programmes meeting objectives and goals, how the programme benefits the community and eventually provide evidence of effectiveness. Furthermore, evaluation improve practice by way of modifying or adapting practice to enhance success of activities. For this study, evaluation design was appropriately employed to evaluate the effects of cash coordination on effectiveness and efficiency of CTPs so as to modify practice of cash transfer programming in order strengthen impact to the well-being of beneficiaries' households in Turkana County.

**Table 3. 1: Summary of research design**

<b>Specific Objectives</b>	<b>Measurable Variables and indicator</b>	<b>Research design</b>
To determines strategies that support institutionalization of cash and voucher initiatives in humanitarian actions in Turkana County.	CTP Global partnerships on coordination, CTP policies, advocacy and research on CTP coordination	Evaluation
To examine challenges hindering cash transfer coordination to vulnerable groups within Turkana County	Global CTP coordination challenges, Kenya CTP coordination challenges and CTP coordination challenges in Turkana	Evaluation
To Evaluate the contribution of cash transfer coordination on CTP in Turkana County	HSNP committee, CSG, NDMA, FSNWG, DRR plan form	Evaluation,

Source: Researcher, 2017

### 3.3 Study Site

The study was conducted in Turkana County which lies between latitude latitude 34°00' E to 37°00' E and longitude 1°00' N to 5°00' N. The county is comprised of seven sub counties: Kibish, Loima, Turkana West, Turkana North, Turkana Central, Turkana South and Turkana East. It is further divided into 30 wards comprised of 156 administrative villages.

The County population during the Kenya Population and Housing Census of 2009 stood at 855,399, where the Male population was 445,069 and the Female population was 410, 330. The county population average growth rate is 6.4% per annum. This puts the total County population in 2012 at 1,036,586 and the figure is projected to increase to 1,256,152 people in 2015 and to 1,427,797 by 2017 assuming constant mortality and fertility rates (TCG, 2013).

The county is an arid and semi-arid land characterized by warm and hot climate. While temperatures range between 20 to 41 degree centigrade, rainfall patterns and distribution is erratic and unreliable in time and space having two rain seasons; long and short rain seasons of 51 mm – 480 mm with a mean of 200 mm.

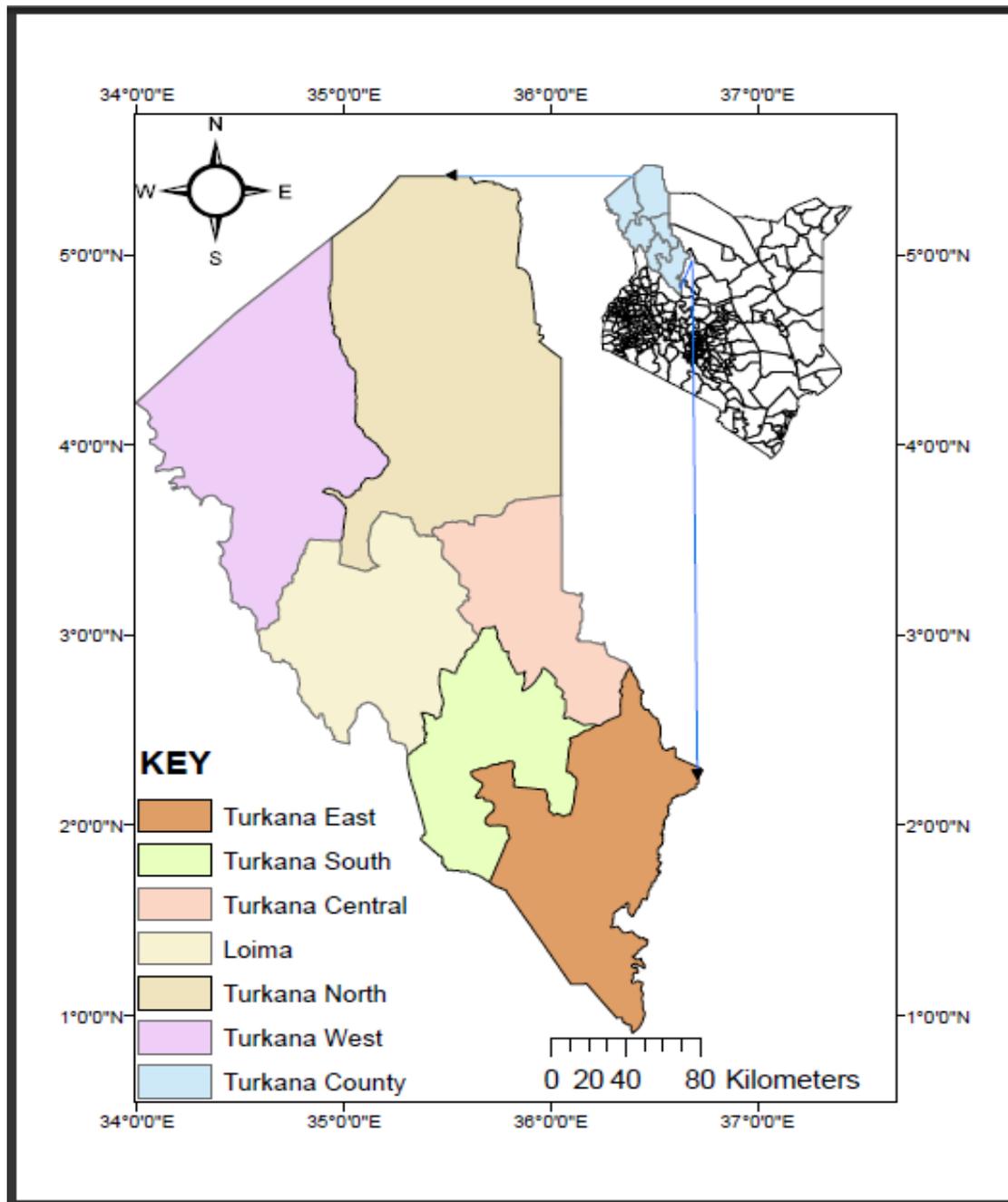


Figure 3. 1: Map of Turkana County, Kenya

Source: Author Generated (2017)

The study was carried out in Turkana East, Turkana Central and Turkana North Sub-Counties. The study sampled the three sub counties out of seven to ensure that population is representative and that generalization of findings were valid and reliable. But then, the three sub counties sampled have unique characteristics which the study was interested to explore. Turkana east borders Marsabit, Baringo and West Pokot which makes it more insecure consequently affecting coverage of humanitarian and development interventions including CTP (TCG, 2013). Similarly, Turkana north lies along Sudan and Ethiopia boarder making it the most insecure sub county. Rapid drought assessment report by GOK(2015) rated Turkana North and East first and third respectively in terms of drought severity having malnutrition rate above global average. In Turkana Central, all cash transfers actors have their offices in Lodwar, the county headquarter, regularly making community out reaches to the seven sub counties. Most cash transfer initiatives for urban population are concentrated in Turkana central because they provided support to poor urban populace that continued to experience economic shocks and stress. This was then suitable location for viewing cash transfer programmes activities including cash coordination forums(GOK, 2016).

### **3.5 Study population**

The study population comprised of total Cash transfers beneficiaries in three sub countries(16,528) and non-beneficiaries(34,076). In addition, key informants were part of study population and they were selected from MCAs(4), Ward Administrators(13), Deputy County Commissioners(3), chiefs(26), elders(44), managers of humanitarian agencies(26), donors(4) and managers of financial institutions(4). Beneficiaries and non-beneficiaries of CT were majorly women and thus apparent respondents in this category. Those engaged

during FGD and key informant interviews were purposively selected from the local administration, CT beneficiaries and non-beneficiaries. Across these categories, gender, vulnerable groups, age categories including the youth and elderly members were considered throughout the study. All respondents were drawn from three sub-Counties of Turkana East, North and Central because of varied vulnerability and humanitarian interventions coverage. The sample frame for population for the three Sub Counties was as indicated in table 3.2. and targeted key informants were as shown in table 3.2

**Table 3. 2: Population of Turkana North, Turkana East and Turkana Central Sub Counties**

<b>Sub county</b>	<b>Population</b>	<b>Total Households</b>	<b>Non-CT beneficiaries' households</b>	<b>CT beneficiaries Households</b>
Turkana North	129,087	18,441	12,418	6,023
Turkana central	134,674	19,239	12,955	6,284
Turkana East	90,466	12,924	8,703	4,221
<b>Total</b>	<b>354,227</b>	<b>50,604</b>	<b>34,076</b>	<b>16,528</b>

Source; Kenya Population and Housing Census(KPHC), 2009 and GOK, 2017

**Table 3. 3: Targeted Key Informants**

<b>Sample Frame</b>	<b>Target Population</b>
Chiefs	26
Members of County Assembly	4
Donors	4
Financial Service Providers	4

### **3.6 Sample Size**

The sample size for this study was **382** respondents who were heads of households benefiting from cash transfers and non-cash recipients. This was according to Krejcie and Morgan (1970) table for determining sample size where sample size of 382 is a good representation of population size of 75,000 as shown in appendix VIII. According to these authors, as population increases the proportion of population required in sample diminishes and indeed remains constant. Population unit referred in this study was total households. As indicated in Table 3.1, the total HHs for three Sub Counties stand at 50,604 indicating sample size of 382 at population size of 75,000. The respondents sampled for each sub county was computed using household ratio (TN 3/8, TC 3/8 and TE 2/8) shown under sampling procedure.

**Table 3. 4: Sampling Heads of Households**

Sub counties	Sampled HHs	CT beneficiaries	Non-CT beneficiaries
Turkana North	142	71	71
Turkana Central	144	72	72
Turkana East	96	48	48
<b>Totals</b>	<b>382</b>	<b>191</b>	<b>191</b>

**Source: Researcher (2017)**

The study sampled purposively the three sub counties in order to enhance reliability and validity of findings of the study since the three reflected coverage updates of activity being studied. The unit of analysis for the population remained households.

**Table 3.5: Summary of Sampling predetermined response rate based on receipt of cash transfers**

Sub county	General Predetermined response rate		Non-CT beneficiaries' households		CT beneficiaries' households	
	100%	75%	100%	75%	100%	75%
Turkana North	142	107	71	53	71	53
Turkana Central	144	108	72	54	72	54
Turkana East	96	72	48	36	48	36
<b>TOTAL</b>	<b>382</b>	<b>287</b>	<b>191</b>	<b>143</b>	<b>191</b>	<b>143</b>

**Source: Researcher (2017)**

The heads of households for Cash transfers and non-cash transfers beneficiaries were sampled by simple random methods across the three sub counties that were selected through multistage sampling. In each Sub-County, a range of respondents indicated in Table 3.2 for both Cash transfer beneficiaries and cash transfer non-beneficiaries were interviewed.

**Table 3. 6: Sampling of Key Informants**

<b>Stakeholders</b>	<b>Target</b>	<b>Sampled at 30%</b>
Deputy county commissioners	3	3
Chiefs	26	5
Elders	44	13
Members of County Assembly	13	4
Ward administrators	13	4
Donors	4	4
Humanitarian agencies	23	7
Financial service providers	4	4
<b>Total</b>	<b>121</b>	<b>44</b>

**Source: Researcher (2017)**

The key informants were purposively sampled based on 30% which is an acceptable percentage of minimum sample size rule of thumb (Cohen, 1988). However, target population that had less than 10 was entirely sampled, that is, target is equal to sampled. Three FGDs, each per sub county were also conducted. Each FGD was made up of eight (8)

participants that comprised of household heads for both cash and non-cash recipients. The ideal size of FGD in most non-commercial topics is 5-8 (Morgan, 1996)

### **3.7 Sampling Procedure**

The Sampling process employed a mixture of sampling techniques to select respondents and locations for the study. Multistage sampling was used to select Turkana County because it was rated the poorest county in Kenya. The report on richest and poorest county classified Turkana as the poorest county in Kenya with 79 in every 100 out of its population living in poverty (KNBS Survey, 2016). The seven sub counties in Turkana were stratified into three strata: Turkana South comprised of Turkana East and South; Turkana Central made of Loima and Turkana central; Turkana north composed of Kibish, West and North. Then simple random was applied in sampling 1 sub county from every stratum leading to selection of Turkana East, Turkana North and Turkana Central. Simple random was applied in selecting households' heads for cash recipients from the list of beneficiaries for each of the 3 selected sub counties. Similarly, non-cash recipients were conveniently selected from the targeted Sub Counties. Purposive sampling method was useful in selecting key informants and FGD participants. Since the number of households (HHs) varied across the Sub Counties, total HHs per Sub County in order indicated in Table 3.2 were put in a ratio of 18441:19239:129243 = 3:3:2.

The ratio was used in computing household heads of CT beneficiaries and non-beneficiaries that were sampled for each sub county. For instance, Turkana North is ratio 3/8, Turkana Central 3/8 and Turkana East was 2/8.

### **3.8 Research Instruments**

The primary data was obtained using questionnaires, interview schedules and focus group discussions. The questionnaire was developed for Key informants while interview schedules for households' heads and Focus group discussions. A pilot study was conducted to ensure validity and reliability of the study.

#### **3.8.1 Validity**

Mugenda and Mugenda (2003) posit that validity as accuracy and meaningfulness of inference, which are based on research results. Results obtained from analysis of the data actually represent the phenomenon under study. To guarantee validity, the researcher used other expert judgment seeking opinions from other researchers from school of Disaster Management and Humanitarian Assistance, Department of Emergency Management Studies of Masinde Muliro University of Science and Technology. Similarly, the academic supervisors were also consulted. As such suggestions from experts consulted were used to clarify unclear issues in the questionnaire.

#### **3.8.2 Reliability**

Reliability is a measure of the degree to which a research instrument yields consistent results after repeated trials (Mugenda and Mugenda 1990; Babbie and Mouton 2010). A measuring instrument is reliable if it provides the same results (Kothari, 2010).

To estimate reliability of instruments, a pilot study was conducted in Turkana North Sub-County Particularly Lake zone ward involving 19 household heads of each of cash recipients and non-cash-recipients. This is based on 10% of 191 of each of the category. Three

research assistants had one day training where the researcher took them through ethical considerations, content and administration of research instrument besides other key research norms. The piloting was done not only to enable the researcher to try out research instruments, but also check on administration of instruments, determine the suitability of data collection and analysis method. The data collected during piloting was analysed through thematic techniques to identify patterned meaning across the dataset. The key results on research instrument include challenge in interpretation of questions, key terminologies and unsystematic arrangement of content in research instrument. The pilot study helped to see interpretation of instruments and confirm relevancy of contents of each section.

### **3.9 Data Collection Procedures**

Both primary and secondary data was collected for this study. Data collection procedures included booking for appointments with respondents particularly key informants, sending notification requests to respondents, introduction letter and securing respondents permission before administering questionnaire. Data collection instruments utilized closed ended questionnaires, key informants, FGDs and interview schedule guides.

#### **3.9.1 Primary data collection**

Data was gathered from the study area using both closed ended questionnaires and interview schedule guides. Before paying a visit to key informants for interviews, the researcher ensured that appointments were booked or notification was sent in advance to respondents about the interview. Then the researcher got into preparation for delivery of questionnaires. When appointments were accepted, questionnaires were distributed to key informants and

collected later at agreed time by the researcher. Closed ended questionnaire was administered to key informants while open interview schedule guides were administered face-to-face to the heads of households for both CT beneficiaries and non- CT beneficiaries. Key informant interviews were conducted in their offices or agreed convenient venues of respondents' choice. The interviews for heads of households were conducted orally from house to house. In a case FGD, appropriate dates, time and venue for meeting was agreed and clearly communicated to every participant by the researcher who was also the moderator of the discussions.

Similarly, the interview guides were delivered to respondents by the research assistants. In cases of illiterate respondents, the research assistants conducted oral interviews including translation of tools for respondents. The filled questionnaires and interview guides were collected by research assistants and handed over to the researcher who gathered filled all tools for the process of analysis to proceed.

Interviews involved development of structured questionnaires to guide different categories of study respondents to suit specific focus for the interview. The key focus for the study was to engage representatives of agencies that had direct role on CTP coordination in Turkana County. These included INGOs (Oxfam, save the children, DOL, WVK) and Red Cross, national and Local NGOs, UN agencies, CaLP East Africa Regional Focal Point, donors (DFID, ECHO and USAID), private sector (Financial service providers and business coordination body), host government (NDMA, County Department Of Disaster

Management, Ministry of Devolution And Planning, Ministry of Interior and Nation Coordination) and beneficiary community.

### **3.9.2 Secondary data collection**

Secondary data collection involved document reviews (GOKs, INGOs, UN agencies, Banks etc.) covering activities of cash coordination mechanisms such as reports, agencies meeting agendas and minutes, studies done on coordination, tools developed, lesson learnt, evaluations done, challenges encountered and resolution reached.

### **3.10 Data Processing and Analysis**

Quantitative data was sorted, coded and keyed into SPSS version 20. The output from SPSS was presented descriptively and qualitatively in tables, graphs and pie charts.

The qualitative data was obtained through FGDs and key informant's interviews and then analysed through thematic techniques and presented in form of narrative report and respondents voices. The qualitative aspects of the research triangulated the quantitative data.

**Table 3.7: Summary of Data Analysis Method and Presentation**

<b>Specific Objectives</b>	<b>Measurable Variables indicators</b>	<b>Research design</b>	<b>Data Analysis Method</b>
Determine strategies that support institutionalization of cash and voucher initiatives in humanitarian actions in Turkana County	CTP Global partnerships on coordination, CTP policies, advocacy and research on CTP coordination	Evaluation	Use of descriptive statistics (frequencies, percentages etc.)
Examine opportunities and challenges available for future cash transfer coordination to vulnerable groups within Turkana County, Kenya	Global CTP coordination challenges, Kenya CTP coordination challenges and CTP coordination challenges in Turkana	Evaluation	Use of descriptive statistics
Evaluate mechanisms employed in coordination of CTP in Turkana County	HSNP committee, CSG, NDMA, FSNWG, DRR plat form	Evaluation	Use of descriptive and inferential statistics

### **3.12 Limitation and Delimitations of the Study**

The researcher encountered a number of limitations during the study. First, the campaign for 2017 elections interrupted the research as more locations within Sub-County become inaccessible due to political struggles and tension. Secondly, the effects of drought motivated migration for the Turkana Central pastoralists affecting availability of local leaders, community members and CTP beneficiaries for the study. Finally, the expansive

scope of the area had major implications on the data collection process since it was not easy for the researcher and research assistants to move around and cover the entire county.

To overcome these limitations, Firstly, the researcher asked security support from Deputy County Commissioner for locations sampled that encountered political tension. Secondly, three research assistants were hired from local residents of Turkana East, North and Central. The individuals who were engaged had diplomas in community development and 2-3 years working experience with NGOs with adequate local knowledge. The researcher trained assistants very well on how to manage limitations. Thirdly, the researcher facilitated the assistants to enable access to the respondents where they had migrated due to drought. The key role of principal researcher was to coordinate activities of the research assistants in data collection and continued to monitor the situation and update the assistant accordingly.

### **3.13 Assumptions of the Study**

The study was based on the following assumptions:

- i. The cash transfer beneficiaries were knowledgeable about Cash coordination
- ii. Key informants provided strategic view of coordination of CTP
- iii. Non-cash recipients did give balance and sober opinions over CTP

### **3.9 Ethical Consideration**

After obtaining approval from Masinde Muliro University of Science and technology (MMUST), the researcher obtained research permit from the National Commission of Science, Technology and Innovation (NACOSTI). Upon reception of permit, the researcher obtained authorization letter from Turkana County director for education Science and

Technology. The researcher ensured adherence to ethical principles when interacting with all respondents involved in the study. The researcher obtained consent and authorization from participants before advancing collection of any data. For instance, the households' heads were interviewed in venue of their choice where it ensured security, safety and confidentiality. Similarly, key informants were free to answer questionnaires either in their offices or at venue of their choice. The data collected was anonymous and well restricted by the researcher by way of protecting document.

**CHAPTER FOUR**

**STRATEGIES SUPPORTING INSTITUTIONALIZATION OF CASH AND  
VOUCHER INITIATIVES IN HUMANITARIAN RESPONSES IN TURKANA  
COUNTY**

**4.1 Introduction**

This chapter presents the results of objective one. It describes the strategies that have been employed to institutionalize cash and voucher initiatives in humanitarian response frameworks within Turkana County. They include five established legal and regulatory frameworks such as government policies and acts of statutes, the role of Cash Learning Partnership (CaLP), Cash Working Group, research and advocacy for Cash Transfer Programs.

**4.2 Questionnaire Return Rate**

Through research assistants, the researcher directly administered a total of 382 questionnaires to sampled households' heads: 191 cash transfer recipients and 191 non-cash transfer recipients. Key informant interviews and focus Group discussion were also conducted. The return rate of the questionnaires was 382 (100%) as captured in the Table 4.1.

**Table 4. 1: Questionnaire return**

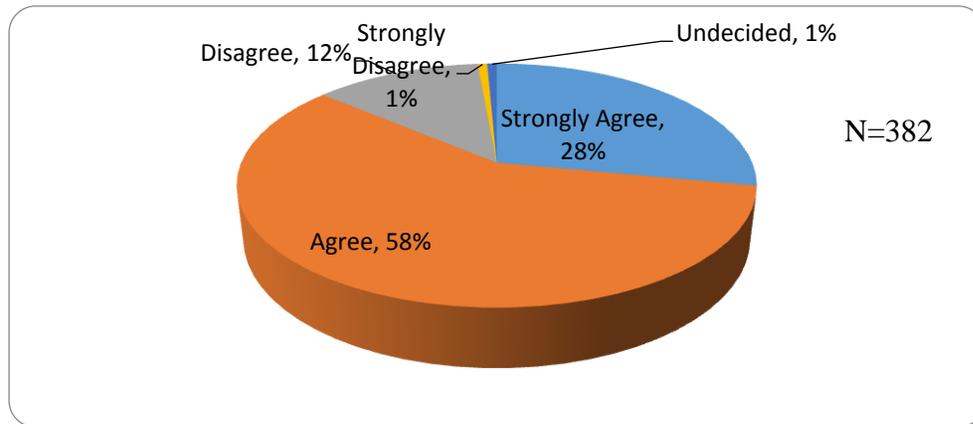
Respondents Questionnaire	Sampled population	Sample response	percentage
CT recipients HHs heads	191	191	100
Non-recipients HHs heads	191	191	100
Focus Group Discussion	3	3	100
Key informants' interviews	44	42	95.45

Source: Author, 2017

### **4.3 Established legal and regulatory framework**

The respondents were asked about their knowledge on existence of established legal and regulatory framework as a strategy in place to boost efficacy of cash and voucher initiatives (Cash transfer) within Turkana.

The research sought the knowledge of respondents on the extent to which these aspects of legal and regulatory framework have been institutionalized to guide cash transfer programming in the county. Their response is as captured in Figure 4.1.



**Figure 4. 1: Established legal and regulatory framework**

**Source: Field Data, (2018)**

The findings in Figure 4.1 revealed that 28% (107) of the respondents (household heads) strongly agreed, 58% (221) agreed, 12% (46) disagreed, 4(1%) strongly disagreed and 1% (4) undecided. This study found that majority 86% (330) of the household heads agreed that legal and regulatory framework existed and had huge bearing on the institutionalization of cash and voucher transfer programmes. This is concurring with GOK (2019) that set multi-agency task force to review existing regulatory and institutional legal framework for coordination of relief assistance in Kenya. However, some 13% (50) household heads had contrary view on significance of regulatory framework as strategy of institutionalizing cash and voucher programmes. This contrary view could be taken to mean that a section of community members is unaware of existence of strategies to institutionalize cash and voucher transfers. It could also indicate the low level of understanding among respondents especially non-recipients of CT about the role of legal and regulatory framework in

formalizing cash and voucher interventions in humanitarian responses in Turkana county. The study found from key informant interviews that establishment of CTP in any institution depends on whether or not it is enshrined in policy and legislative framework. If it is backed by the regulatory framework, then it gets funded and gains other support for operationalization. From Focus group discussions and key informant interviews, it was noted that cash and voucher programmes are new initiatives and that plans are underway in many countries to establish legal and regulatory frameworks. During focus group discussions from Turkana North, one of the participants expressed this voice:

The use of cash transfers in humanitarian assistance is a new Idea. Even regulations have not been formulated. Some counties are formulating policies and bills on social protection. Counties are using existing Kenya social protection policy. I think NGOs use international guidelines and tool kits on cash transfer. But I hope laws of host country prevail over global ones (FGD participants, 25<sup>th</sup> march 2018).

This view was also echoed by one key informant from UNICEF official:

Most countries lack polices and legislations necessary to regulate CTP. They use cash transfer programming tool kit to design and implement cash and voucher interventions (UNICEF official, 22<sup>th</sup> March, 2018)

The thinking of Focus Group Discussions and Key Informant Interview are in agreement with Kerry *et al.* (2012) who asserted that the use of cash transfers to assist poor and vulnerable households in resource - poor countries is relatively a new concept in many African countries.

The findings are in agreement with GOK (2011; 2013) which observed that though Turkana County Government has no CTP regulatory framework, National Social Protection Policy 2011 and Social Assistance act 2013 are referred to when seeking for direction and guidance

regarding institutionalization of cash transfer programming. While in some cases CTPs are institutionalized and incorporated into national Social protection strategies through domestic laws, others are based on presidential degrees, policy statements and operational manuals and guidelines. Countries such as Chile and Brazil reported existent of CTPs legal provisions regulating their programmes (Carmona, 2009). Nevertheless, the issue of possibility of cash transfer provision creating dependency syndrome among beneficiaries was raised by Shepherd et al., (2011) who put out argument around dependency that evidence show that social assistance support savings, human capital, investments & enterprise, improve labour market participation and reduce dependency in the long term

Contrary, Amina and Abdalla (2015) reported that Marsabit County enacted legislation and developed policy framework that provides for undertaking of CTP for both emergency and non-emergency settings. The Public Financial Management Regulation 2015 establishes Marsabit County Social Protection (SP) fund that aimed at providing regular CT for vulnerable households as part of an institutionalized SP programme by the county.

From Focus group discussions and key informant interviews, it was noted that cash and voucher programmes are new initiatives and that plans were underway in many countries to establish legal and regulatory frameworks. This is indicated by the voice from one of the participants;

I think the use of cash transfers in humanitarian assistance is a new idea and even regulations have not been formulated. Some counties are formulating policies and bills on social protection. For instance, Counties are using existing Kenya social protection policy and international guidelines on cash transfer (FGD participants, 25<sup>th</sup> march 2018)

This view was also echoed by one key informant from UNICEF official:

Most countries lack policies and legislations necessary to regulate CTP. They use cash transfer programming tool kit to design and implement cash and voucher interventions (UNICEF official, 22<sup>th</sup> March, 2018)

Most focus group discussions and key informant interviews were in agreement with Kerry *et al.* (2012) who asserted that the use of cash transfers to assist poor and vulnerable households in resource - poor countries is relatively a new concept in many African countries.

Global humanitarian response landscape continued to experience rapid changes that have generated challenges in global humanitarian system. As such humanitarian and CTP has radically changed over the past few decades. It follows, then, that cash transfer programming is increasingly becoming preferred and default modality in humanitarian actions where various actors, sectors and governments are getting involved raising the question of cash coordination (Humanitarian Policy Group, 2014).

Kenya is a signatory to international legal frameworks for humanitarian actions: international humanitarian law (IHL), international human rights law (IHRL), international refugee law (IRL), international criminal law and international Disaster Response laws, rules and principles (IDRL). Of special consideration is IDRL that emphasizes on importance of humanitarian assistance in disaster context highlighting need for regulatory framework used in delivery of humanitarian assistance that is comprised of comprehensive legal framework and developed coordination. Additionally, IHRL emphasises the right to life indicating the right to humanitarian assistance and that various economic and social rights guaranteed legal

space for individual to claim the right to humanitarian assistance. Furthermore, IHL obligated parties to conflicts primary responsibility of providing humanitarian assistance to civilians under their control and recognised the right to humanitarian assistance. In brief, these frameworks not only provide guidance on how to address humanitarian situations, but can also serve as powerful tools for advocating for, achieving and protection of affected civilians (GSDRC, 2013).

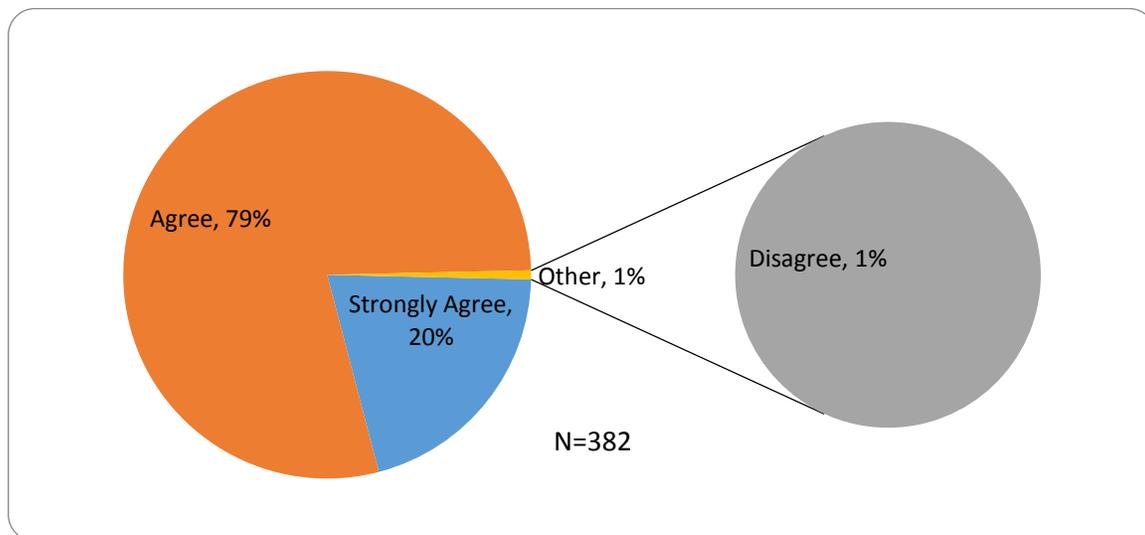
Many countries in Sub Saharan Africa have been substantively planning a head to establish social protection legal and policy frameworks in order to invest in the long-term economic development. Cash transfer coordination would therefore, provide both technical and strategic unified direction to cash transfer programmes purposely to achieve their joint and shared goals. The existing CTP coordination system is fragmented globally while operates in ad hoc in Kenya. The system experiences shortcomings such as delays, resources gaps, duplication, and created tension between agencies. This makes the findings of this study useful in narrowing down to solve these challenges. Given expanded ASAL areas in Kenya that often require CTP as a remediation to disaster shock and stress, the findings of this study provide until then a missing empirical evidence on how disputed cash Coordination could be weakening CTP in ASAL using Turkana County (Burke, 2014).

Based on literature review, the existing legal and regulatory framework in Kenya to guide cash transfers had a national and global outlook. At national level, there was Kenya Social protection policy 2011 and Social Assistance Act 2013 (GOK, 2011) while it was also established that Nongovernmental organizations (NGOs) players used a framework with a

global touch. For instance, united Nations High Commissioner for Refugees (UNHCR) used UNHCR strategy for institutionalisation of cash-based interventions 2016-2020 as action plan to implement its policy on *Cash-Based – interventions*. Similarly, CaLP used Cash Focal point approach in which cash experts are deployed to a country to support cash programming. The UN agencies other than UNHCR used cluster system in which UN country team has created separate cash programming including cash cluster appeals for funding and reporting mechanisms.

#### 4.4 The role of Cash Learning Partnership in CTP

The respondents were asked about their knowledge on role of CaLP as a strategy in institutionalizing Cash transfer programs in Turkana. Their responses were as indicated in Figure 4.2.



**Figure 4. 2: The role of Cash Learning Partnership in CTP**

**Source:** Field Data, (2018)

The findings in Figure 4.2 revealed that majority 302 (79%) of the respondents(heads of households) agreed while 76 (20%) strongly agreed as 4 (1%) disagreed. The findings found that most 380 (99%) of the heads of households appreciated the role of Cash Learning Partnership as strategy of formalizing CTP in Turkana county. This then means that most people in Turkana county were aware of existence of CaLP and its role of strengthening capacity of cash transfer programmes by way of supporting its institutionalization in their counties, regions and continents.

These results are in agreement with CaLP (2014) which stated that CaLP is a global partnership of humanitarian actors engaged in policy, and research within cash and voucher assistance (CVA) and that it is based on learning, knowledge sharing, networking, policy and coordination around CVA in humanitarian context. Similarly, Kaufmann ( 2014) pointed out that CaLP as well as international Federation of Red Cross (IFRC) are the two global organizations that promote and advocate for CTP in humanitarian sector and that CaLP aims at improving knowledge about cash transfer programming as well as their quality throughout the humanitarian sector.

Key informants and two FGDs also reported the presence of CaLP in ASAL counties engaged in capacity building of actors formalizing CTP. One key informant from Save the Children indicated;

I remember in 2015 when I attended two trainings organised by CaLP for one week each in Lodwar. The trainings were on Coordination for Cash Programming in the ASALs (Module I) and Including Cash Programmes in Contingency Planning and Preparedness (Module II). Participants were awarded certificates of training (Save the Children official, 22<sup>th</sup> March, 2018).

The key informant voice was concurred with Amina (2015) who reported that a 5-day training that drew participants from state and non-actors was conducted by CaLP in Marsabit and Turkana counties focusing on CTP and coordination.

Focus group discussions with the heads of households from Turkana North reached general consensus that the training of actors including the community members on cash transfers has in the recent past improved. One FGD from Turkana East reported:

Community awareness is usually conducted by agencies implementing CTP. As a community, we are aware of targeting process, eligibility criteria, payment process, transfer amount and even key actors.

In light of the above FGD voice, it is clear that capacity building on cash transfer programming is evident and that it has boosted institutionalisation of cash and voucher interventions resulting in improvement of quality, effectiveness and efficiency of such programmes. This view is in assonance with Nicola *et al.* (2013) who reported about FGDs in Uganda and Kenya that had community and beneficiaries with high knowledge and understanding of CTP key issues such as payment processes, eligibility criteria, transfer value and transfer delivering mechanisms.

#### 4.5 Knowledge on Cash Working Group (CWG) as a strategy of institutionalizing Cash and Voucher initiatives

The respondents were asked about their knowledge on Cash Working Group as a strategy for institutionalizing Cash transfer programs in Turkana. Their responses were as indicated in Figure 4.3.

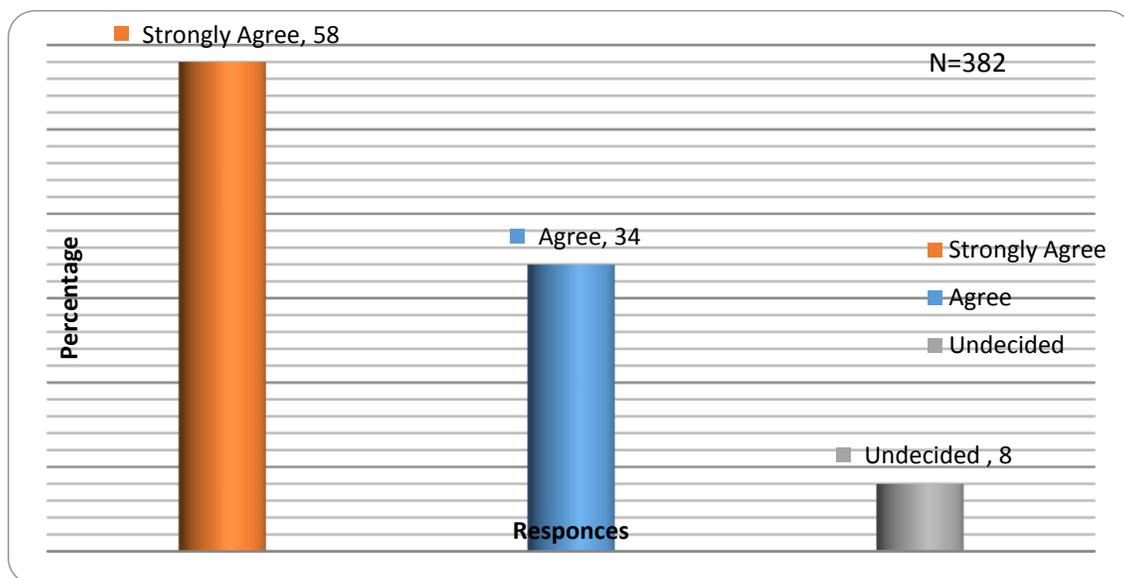


Figure 4. 3: Cash Working Group (CWG)

Source: Field Data, (2018)

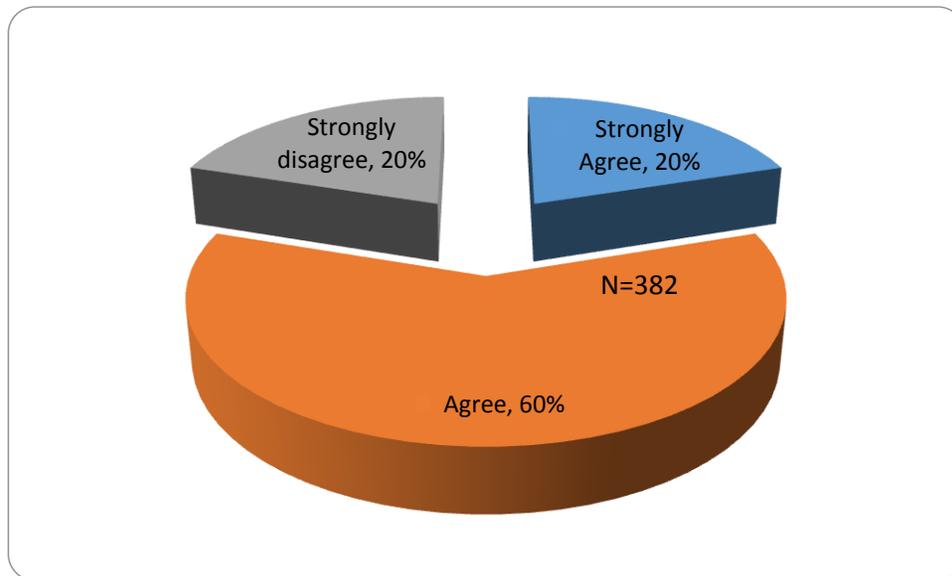
The results in Figure 4.3 indicated that most 222 (58%) of the household heads strongly agreed, 130 (34%) agreed while 30 (8%) were undecided. The findings reveal that most of the respondents strongly believe that CWG, if effective and efficient, may reinforce institutionalization of CTP. This means therefore, since CT is increasingly becoming preferred and default option in humanitarian response, various donors and actors participate

in this sector which ultimately requires CWG that plays coordination role resulting in institutionalization of effective and efficient cash and voucher programmes. As concurs with WB (2016) where clarified the function of CWG as a central point for overall technical support and sharing of information such as support standards, ways of working and identifying opportunities for common programming approaches.

These findings are in agreement with GOK (2017) which confirmed that CWG in Kenya was first formed in 2017 when agencies working on CTP identified lack of coordination as a major concern and agreed to establish a coordination forum. In Africa, CaLP (2018) reported one meeting where CWGs shared experiences and learning from Burundi, Ethiopia, Kenya, Madagascar, Tanzania, Somalia, South Sudan, Sudan and Uganda. The meeting provided insights that were likely to be of interest to anyone involved in discussion about coordination of cash-based assistance. Globally, Cash Working groups begin being established as from 2014 and its major role is to coordinate establishment and implementation of CTP (CaLP, 2014).

#### **4.6 Research and Advocacy**

The respondents were asked about their knowledge on research and advocacy as a strategy for institutionalizing Cash Transfer Programmes in Turkana county. Their responses were as indicated in Figure 4.4.



**Figure 4. 4: Research and Advocacy**

Source: Field Data, (2018)

The findings in Figure 4.4 revealed that 76 (20%) of the household heads strongly agreed, 230 (60%) agreed and 76 (20%) strongly disagreed that Research and advocacy plays a key role in institutionalizing Cash Transfer programs in Turkana country. The study found out that research emerged as one of the areas that had helped in supporting formalization of the cash transfer programs based on the fact that a lot of information that was arrived at to help in facilitating the programs were acquired through research. The decision to give cash to specific communities was not just made randomly but through proper research in the target areas so as to find out which households within communities were needy and as such the findings helped in advocating for the programs to target the people who needed more help as opposed to just settling for any person in these communities. The findings did agree with Collins (2012) who asserted that research and advocacy are critical in CTP by way of

advocacy purpose, justification for adoption of CTP, feeding lessons and good practices into current and future CTP programming.

The key stakeholders involved in the cash transfer programs indicated that they conducted proper research before deciding on the process of rolling out these cash transfer programs. In an interview with an official from Oxfam Kenya it was reported that;

We do not just go offering aid in form of CT to anybody without first conducting proper research to find out who is needy and who is not. This is because we know that there are people who may attempt to take advantage of the situation and benefit from these programs even though they may not be deserving. Therefore, research and advocacy are a key aspect of our activities especially in the first stages of our operations in various places (Oxfam Official, 20<sup>th</sup> March, 2018).

In further support of the findings, another official from World Vision Kenya revealed that;

Research and advocacy are a key component of our cash transfer programs based on the fact that, it only through research that we can find vital information relating to the needs of the community and give them proper support. It would not be prudent for us as humanitarian agencies to pretend that we know all the needs of our target communities without actually going to the communities and conducting needs assessment to help us in decision making (World Vision official, 25<sup>th</sup> March 2018).

In broader perspective, advocacy is an effort to encourage other actors to consider cash transfer programming as a response option alongside other forms of responses depending on context (Amleset, 2013). Further support of advocacy is provided by CaLP (2012) which argued that cash transfer is a new way of delivering aid and there is need for practitioners to make a case for CTP as well as address fears across different audiences.

## **4.7 Chapter Summary**

The chapter discussed the strategies that have been employed to institutionalize cash and voucher initiatives in humanitarian response frameworks within Turkana County. The discussions in this chapter revolved around the established legal and regulatory framework for CTP in Turkana County. It emerged from the study that there exists no legal and policy framework for Cash Transfer Programmes but there are a number of social protection policies by the National Government that guide social protection programs within the country including in Turkana County. From the study it also emerged that the role of Cash Learning Partnership (CaLP) and Cash Working Groups were well understood by the residents of Turkana County. Research and advocacy for Cash Transfer Programs was a strategy supported by many respondents. The next Chapter (Chapter Five) presents findings and discussions on challenges and opportunities for CTP coordination Turkana County.

## **CHAPTER FIVE**

### **OPPORTUNITIES AND CHALLENGES FOR CASH TRANSFER**

#### **COORDINATION IN TURKANA COUNTY**

##### **5.1 Introduction**

This chapter presents the findings of objective two(ii). It describes the opportunities and challenges for CTP coordination. Section one attempts to explore the future opportunities for CTP coordination such as enhancing coordination across sectors, joint monitoring responses, increasing involvement of private sector and considering social safety nets. Sections two discusses about challenges in order of severity: insecurity in Arid and semi-Arid lands (ASALs), lack of infrastructure networks, lack of harmonisation of CTP and processes, low human resource technical knowledge on cash transfers, Lack of memorandum of understanding among key stakeholders, pastoral nature of populations, inadequate funding for cash coordination and nature of current changes in global humanitarian response landscape.

##### **5.2 Future Opportunities for Cash Transfer Programs in Turkana County**

The respondents were asked about the level of their knowledge on future opportunities for CTP in Turkana County. The total respondents interviewed were 382. Their responses were as indicated in Table 5.1.

**Table 5. 1: Future Opportunities for Cash Transfer Programme in Turkana County**

<b>Opportunities</b>	<b>Agree</b>	<b>Disagree</b>	<b>Undecided</b>
Enhanced Coordination across Sectors	76.3%	13.7%	10%
Joint Monitoring Responses	56.9%	11.7%	32.4%
Increased involvement of the Private Sector	68.1%	31.9%	0%
Risk, Social Safety Nets and Humanitarian Response	94.6%	4%	1.4%

**Source: Researcher (Field, 2018)**

### **5.2.1 Enhanced Coordination across Sectors**

From the table 5.1, it can be observed that 292 (76.3%) of household heads agreed that enhancing coordination across sectors was an opportunity for CTP in Turkana county, 52 (13.7%) disagreed whereas 38 (10%) undecided. It is evident that undecided household heads and those that disagreed have no adequate information about CTP particularly coordination across sectors. This is possibly a section of non-cash recipients who did not bother about acquiring information about cash transfer coordination. Note that coordination is a strategic and technical function being handled by state and key non-state actors at higher profile forums where community members are not involved. Therefore, households have little information or may not be aware at all of its existence and importance. This view is consistent with Nicola *et al.* (2013) who reported some tension at community level that is linked to lack of information and transparency about the CTP. The tension is mostly due to

resentments from non-beneficiaries or those that are in waiting lists. Nevertheless, most 293 (76.3%) of the household heads strongly believe that enhancing coordination across sectors is an opportunity to deal with expanding cash transfer at scale.

It was evident that expanding a range of humanitarian actors will bring about significant challenges of coordination and collaboration between traditional and new humanitarian actors. Indeed, it is inevitable that CTP will increase as experience and acceptance grows. This growth will encourage new types of working arrangements and partnerships to deliver cash transfers as donors and others look for ways to provide cash transfers efficiently and across sectors. Rather than humanitarian aid agencies providing cash for food, cash for rent, etc., humanitarian actors could implement large-scale responses providing cash transfers to cover the basic needs of crisis-affected populations. If tracking purchases is a priority for donors and aid agencies, flexible vouchers, which could be used by recipients to purchase such a wide range of goods and services that they are similar to cash, could be provided (Baily, 2014).

Cash Transfers could be complemented with other forms of support that are needed, such as training, advocacy, protection and support to basic services, as humanitarian assistance is about more than giving things. Thus, so far, only governments have provided cash transfers for multiple basic needs at scale for disaster responses. Providing households with a sizeable cash transfer to meet multiple needs would eliminate many of the specific coordination issues raised about multiple actors providing transfers for different needs (inter-sector

coordination). Otherwise coordination will always be about linking together smaller interventions in various sectors providing cash for narrow objectives (Lotte and Julia, 2017)

### **5.2.2 Joint Monitoring Responses**

It is also observed from Table 5.1 that 214 (55.9%) of household heads agreed that joint monitoring responses were future opportunities for CTP expansion in Turkana County, 45 (11.7%) disagreed while 123 (32.2%) were undecided. These findings were interpreted to mean that though most respondents consider joint monitoring responses as future prospect for CTP in Turkana County, 169 (44%) of household heads who either disagreed or were undecided on this view had limited information or believe in single agency monitoring approaches. This contrary opinion was consistent with current approaches of monitoring of individual cash transfers interventions and their efforts towards achieving a single objective. However, majority of the household heads strongly believe in a trend towards undertaking cash transfer responses on a larger scale which will provide opportunities for joint monitoring of multiple objectives and indicators spanning different sectors. This view is in assonance with Burke (2014) who argued that joint monitoring response approach to monitoring would encourage more holistic analysis on the impact of humanitarian aid and how it supports people's own strategies as they deal with the negative impacts of crisis and disaster.

### **5.2.3 Increased Involvement of the Private Sector in Cash Transfer Programmes**

It has been shown from Table 5.1 on page 63 too that 262 (68.1%) of respondents (household heads) agreed that increased involvement of the Private Sector was an opportunity for CTP while 122 (31.9%) disagreed. The study found that majority of

household heads acknowledged increased involvement of the private sector was a critical future opportunity for CTP to grow in Turkana County. This was interpreted to mean that the importance of financial service providers and other businesses in CTP will increase in the future offering interesting opportunities to reach populations efficiently and at scale.

The potential for more frequent, larger scale natural disasters will result in an increased humanitarian caseload; bulk payment platforms like mobile money that hold enormous potential to reach significant numbers of people with relative ease, if aid agencies and businesses can establish effective working arrangements. If humanitarian actors demonstrate that they are major market players, they can negotiate with financial service providers and businesses to expand services to certain areas and modify their systems to provide relevant data for monitoring and accountability purposes (Candice and Sandra, 2019).

There was a risk that aid agencies would not take advantage of emerging services, opting to remain in their comfort zones, creating their own systems rather than using existing services that might reach larger numbers of people efficiently and increase the access of populations to communication, mobile money and financial services over the longer term. Benefits will only be realised if aid agencies come together, as multiple agencies with multiple demands are unlikely to influence how private sector providers invest in their services. Efforts to increase the cost-efficiency of cash transfer responses through common distribution platforms are underway and will offer insights upon which to build (Save the Children, 2018)

#### **5.2.4 Risk, Social Safety Nets and Humanitarian Response**

Table 5.1 indicated that 361 (94.6%) of respondents (household heads) agreed, 15 (4%) disagreed while 6 (1.4%) undecided had a chance for advancing CTP in Turkana County. These findings comprehensively showed that most household heads have high understanding of inter-linkage between risk, social safety nets and humanitarian response as another opening to enhance CTP in Turkana County. Donors and other aid actors are paying greater attention to addressing risk through measures to address resilience, disaster prevention and social protection.

The findings are in agreement Oxfam (2009) which reported that Hunger Safety Net Programme (HSNP) in Turkana was based on acknowledged needs to provide regular and predictable assistance in form of CT to the poorest people and those most vulnerable to disasters. The programme was design to move away from reliance on implementing unreliable, unpredictable and emergency focused-food-based interventions. Furthermore, this view was supported by Amina and Abdala (2015) who also stated that Hunger Safety Net Programme (HSNP) in Kenya and the Productive Safety Net Programme (PSNP) in Ethiopia are among safety nets Programmes that help bridge the persistent divide between short-term humanitarian approaches and longer-term actions to reduce poverty and address risk.

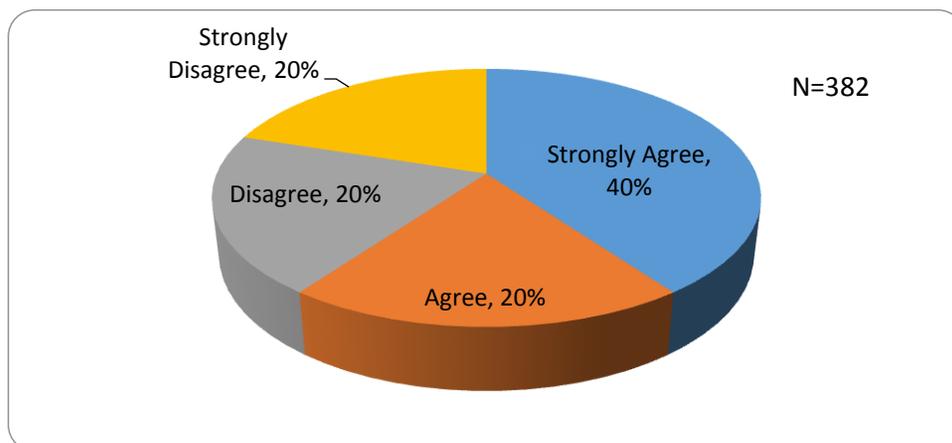
The report concluded that several factors impact the extent to which safety nets might be used to support humanitarian responses – including the type and location of shocks, the coverage of safety nets, and differences in the objectives and principles governing

humanitarian response as compared to social protection. Similarly, Bailey (2014) who reported that the global increase in social safety nets providing cash transfers, including in contexts vulnerable to disaster creates possibilities to use safety nets to substitute for more traditional humanitarian responses. Omar (2015) reported hunger safety as a major problem in Wajir county and recommended that pay points should be sufficiently accessible to recipients particularly those with difficulty in traveling and that their payment mechanisms should be linked to saving accounts for recipients.

All FGDs agreed that HSNP in Kenya provides predictable cash transfers to poor and most vulnerable people in Turkana so that they are able to cope during drought. Further, key informants' interviews also confirmed that attention to risk also underscores the importance of including the potential for cash responses within disaster preparedness plans, including the financial services or other systems that could be used to deliver cash.

### **5.3.1 Insecurity in the Arid and Semi-Arid Lands (ASALs)**

The respondents were asked to indicate their knowledge on insecurity in the ASALs as a challenge to the coordination of Cash Transfers Programmes. Their responses are as indicated in Figure 5.1



**Figure 5. 1: Security in the Arid and Semi-Arid Lands (ASALs)**

Source: Field data, (2018)

The findings in Figure 5.1 indicated that the majority 229 (60%) of the respondents (household heads) agreed that insecurity was hindrances to CTP coordination. On contrary, around 153 (40%) of the household heads did not agree with this view. This contrary view is derived from the fact that digital technologies have offered CTP various delivering modalities of which most of them can work appropriately in insecure context. For instance, mobile money can be used to transfer cash to recipients living in conflict environment. This understanding concurs with Hugo *et al.* (2018) who reported that electronic transfers are used to provide assistance to populations in highly insecure areas where humanitarian agencies have limited access.

Despite above observations, the study generally found that security is an important factor in Arid and semi-arid lands such as Turkana. These are regions characterised by episodes of

insecurity which rock the development progress. Kenya is a criminal nation where everybody including police officer continue to steal. The difference between other criminals from police is that police have arms (Midiyo, 2019). One of the key characteristics of Turkana that makes security a major concern to many people is the fact that Turkana has a number of illicit fire arms in the study area. So many people own guns without licences which majorly threatens public security. Turkana is also known to have areas where bandits roam freely and thereby making security a major concern not only to the local people but also to the people visiting the area as well (Oba,1992).

The results were in agreement with Kennedy (2015) who reported that Turkana pastoralists are heavily armed owing to thriving arms trade in the county across the international borders from countries with past or present civil wars. The report noted that Turkana has a long history of fragile security situation with frequent and lethal inter-communal conflict with high number of arms in the community.

In relation to Cash Transfer coordination, stakeholders who were interviewed during the study revealed that the availability of arms and the presence of bandits in the area was a major concern owing to the fact that various groups of people involved in the distribution or transportation of cash could easily be attacked and cash deviated. Other risks that were connected to these security threats included probability that people could be killed, injured or maimed as a result of these major security incidences. The findings were in assonance with Laura (2015) who argued that providing any sort of resources to conflict environment

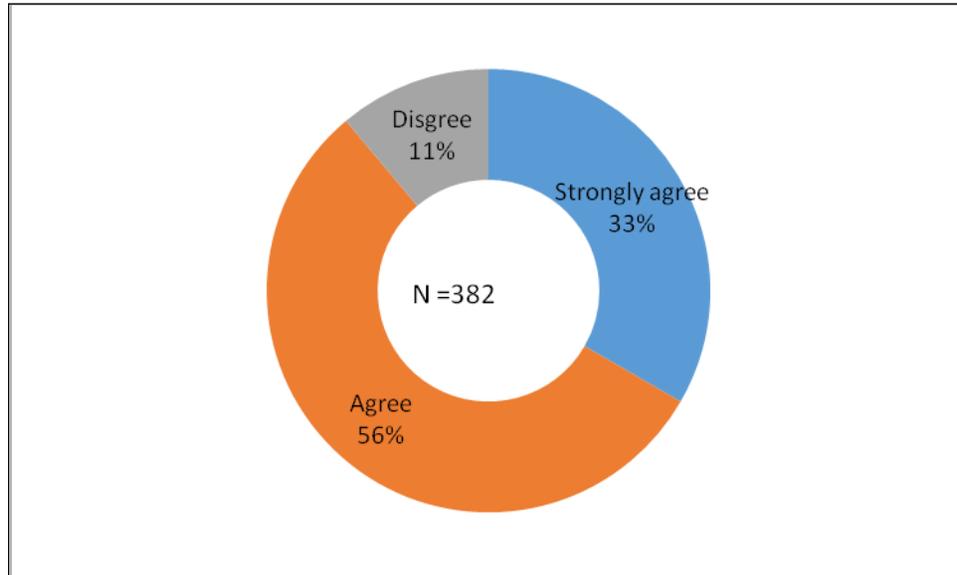
is risky and one of the risks is that parties to the conflict may divert resources intended for humanitarian purposes and use them to fuel the conflict.

It further emerged from the study that the close proximity of Turkana County to the war zone South Sudan and Ethiopia made illicit fire arms available in the area thereby making security a major threat (Mc Evoy, 2008). Furthermore, Security Research information Centre (2016) reported that the neighbouring Pokot County was having similar characteristics of such as presence of both bandits and arms hence making Pokot area another threat to anything being transported to Turkana County.

In a nutshell, insecurity was major challenge that threaten CTP coordination in Turkana County hence making it rather difficult for various stakeholders involved in CTP to deliver cash transfers interventions effectively and efficiently.

### **5.3.2 Infrastructure Networks**

The study sought to establish whether infrastructural networks were a challenge to CTP coordination in the area of study. The respondents were asked about their knowledge on nature of infrastructure network in relation to CTP operations. Their responses are as indicated in Figure 5.2.



**Figure 5. 2: Infrastructure Networks**

**Source:** Field Data, (2018)

The findings in Figure 5.2 revealed that 126 (33%) of respondents (household heads) strongly agree, 214 (56%) agree while 42 (11%) disagree. Most 342 (89%) of the household heads opined that infrastructure network was a key challenge to CTP. It emerged from the study that road network from other parts of Kenya to Turkana county was extremely poor and thus making it difficult to transport a number of things to the county. It further emerged that electricity connection was still a major issue in the area with a number of areas lacking this vital resource. In the era of technology, it was good to note that in almost every household people had mobile phones that could be used even for money related transactions. This view was in agreement with Mbugua (2015) who asserted that the success of social protection program depend on general infrastructure and other economic indicators without which the delivery of cash transfers and other forms of social protections will be difficult.

The state of infrastructural facilities in Turkana county is described in the first generation CIDP as poor and inadequate with good part of it concentrated in urban centres. Infrastructure networks such as electricity, roads networks, airport and mobile telephone companies and financial institutions have very low coverage consequently affecting access and business. For instance, though mobile telephone such as Safaricom, Airtel and Orange are installed in the county, their coverage is only limited to major urban centres greatly affecting communications, investment and security. Additionally, electricity is only connected to Lodwar leaving other sub county headquarters without power line connections. Roads networks are in deplorable conditions and undeveloped airstrips (TCG, 2013). These findings are also in agreement with Amina and Abdala (2015) who stated that though infrastructure in ASALs counties of Kenya have been developed over years, there are still locations that are not covered by roads network, network connectivity, banking and financial service infrastructure. As regards infrastructure networks in Africa, Vivien and Cecilia (2008) who reported that African infrastructure networks increasingly lags behind those of other developing countries and are characterized by high costs, power shortages, missing regional links and stagnant household access.

Key stakeholders and FGDs reported that infrastructure networks in Turkana county is poor and limited coverage as one official from TUPADO commented:

The condition of most roads in Turkana County is bad. The main road from Kainuk – Lodwar is in bad state coupled with poor feeder roads. The movement of people and goods usually interrupted during rains and or insecurity incidences (TUPADO official, 25<sup>th</sup> March 2018).

It is clear that infrastructure networks are critical to coordination of not only CTP but also other development initiatives as a whole. The development infrastructural facilities are determinants when it comes to facilitation of development initiatives such as coordination of CTP. One member from Turkana central FGD also lamented as indicated:

The mobile network and electricity coverage is a challenge in Turkana. Imagine these services are only available around big towns while rural areas people walk all the way to these areas to communicate. This has affected communication and even business (FGD participants, 25<sup>th</sup> march 2018).

### 5.3.3 Lack of harmonization in Cash Transfer Programs and Processes

The study sought to establish whether lack of harmony in CTPs and processes posed a challenge to coordination of CTP. The respondents were asked to indicate their knowledge regarding lack of harmony in CTP and findings were as indicated in Figure 5.3

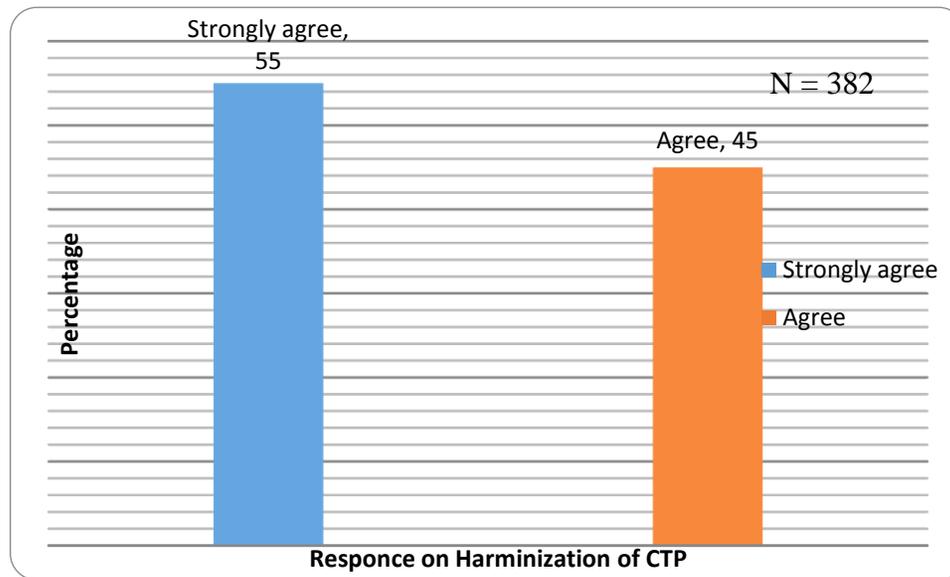


Figure 5. 3: Lack of harmonization in Cash Transfer Programs and Processes

Source: Field Data, (2018)

The results of the study revealed that 211(55%) of the household heads strongly agreed while 172(45%) agreed that Lack of harmonization in Cash Transfer Programs and Processes was a Challenge to cash transfer Programmes. This was interpreted to mean that harmonisation of different components and processes of CTP required to be implemented in a common and logical manner towards some common results. For instance, the use of common tools, guidelines and procedures in implementing CT interventions would result in concrete actions, results, outcomes and impact.

From FGDs, KIIs and the literature reviewed, the study revealed that there was a lot of disconnection in the way various organizations were involved in the implementation of the CTP hence creating a situation that each individual organization was doing things differently from the other. There were no clear objectives that provided a clear guide to all stakeholders involved in these processes hence each organization involved would just do their work based on their individual objective and not the greater good for a greater achievement of all beneficiaries.

Kenya has had a long history of social protection, particularly CTP through both government and non-governmental organizations. This raises the challenges of cash coordination of actors and harmonisations of different processes of CTP (Amina and Abdala, 2015). These findings agreed with Gabrielle (2015) who observed that there was notable lack of harmonisation of delivery mechanism, cash transfer values and frequency of

payments and an absence of guidelines on national and county governments to harmonise CTP.

The participants of FGDs in Turkana North anonymously agreed that there were greater disparities in the manner the Cash transfer programmes were implemented by different agencies in the same community. This had created conflict and animosity in the community as indicated by this voice from one of the participants;

I know a case where Save the Children and Kenya Red Cross Society (KRCs) implemented cash transfer projects both in Kibish and Lapur wards. Save the children targeted malnourished children while KRCs served households affected by drought through targeting. Save the children provided sh. 2500(25 USD) per beneficiary per month while KRCS distributed Ksh.3000(30 USD) per household after every two months. The community raised complaints against the two agencies citing disparity in amount, duplication, and exclusion in targeting (participant, 25<sup>th</sup> March 2018).

This is in assonance with Laura (2015) who reported that differences in cash transfer value, frequency of payment and targeting criteria used by various agencies had raised conflict within the communities.

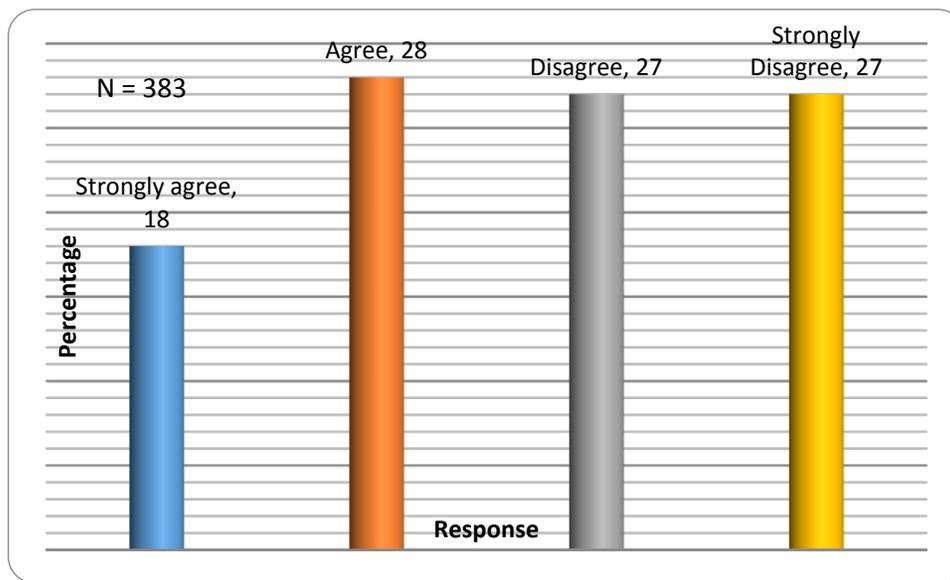
From a key informant interview (KII) conducted, it was confirmed that the HSNP, WFP and Turkana county Government (TCG) had each adopted different method of selecting beneficiaries posing difficulty at beneficiary level for organizations as indicated by the voice;

I remember in 2017 when WFP provided 660 metric tons of assorted food to support farmers to prepare firms, TCG was distributing drought emergency food to populace affected by drought while HSNP activated second group of beneficiaries to be given cash transfers as response to drought. As you can see, this is clearly lack of coordination of interventions (APAD official, 28<sup>th</sup> March 2018)

This view was consistent with Nicola *et al.* (2013) who confirmed that there were considerably variations in peoples’ knowledge on key issues such as eligibility criteria, targeting process, transfer value, payment time, and transfer delivery mechanisms. For instance, in Mozambique households and local leaders were not clear about eligibility criteria and selection processes while in Kenya and Uganda these issues were well understood.

### 5.3.4 Low Human Resources Technical Capacity on Cash Transfer

The respondents were asked about their knowledge on the issue of low human resources technical capacity on cash transfer. The respondents did indicate their responses as revealed in Figure 5.4:



**Figure 5. 4: Low Human Resources Technical Capacity on Cash Transfer**

**Source:** Field Data, (2018)

The findings of the study showed that 69 (18%) and 108 (28%) is strongly agreed and agreed respectively. On the other hand, the study indicated that 104 (27%) of the household heads strongly disagree while 104 (27%) disagreed that low human resources technical capacity on cash transfer was not a major challenge to CT. This means that most 207 (53.9%) of the (household heads did not believe that limited technical capacity of human resources regarding CT can be a challenge. In most of government programmes, there is no dedicated staff for CTP but instead staff from various sectors are seconded to work temporarily in CTP. In this regard the respondents were in agreement that there were not enough human resources to deal with the issues of CT in the area of study and that the case of lack of enough personnel with adequate technical capacity should be viewed as a challenge since qualified people who could handle CT issues within the larger Turkana county were inadequate. These findings are in conformity with Amina (2015) who indicated that the numbers and technical capacity of staff involved in CTP are not sufficient to adequately undertake all programme functions. Similarly, the same view was confirmed by Mbugua (2015) who reported that factors of limited staff capacity on cash transfers include staff competency, administrative to carry out targeting and payment, training and communication strategies affect management of older people in Kenya for greater extend. Nevertheless, about 46.1% of the respondents still agree that inadequate technical capacity of staff is an impediment to CTP.

Participants in FGD from Turkana East resolved that indeed there was limited technical skills on operation of CTP in Turkana county citing inadequate capacity building in the county. But key informants from Kenya Red Cross disagreed with this view;

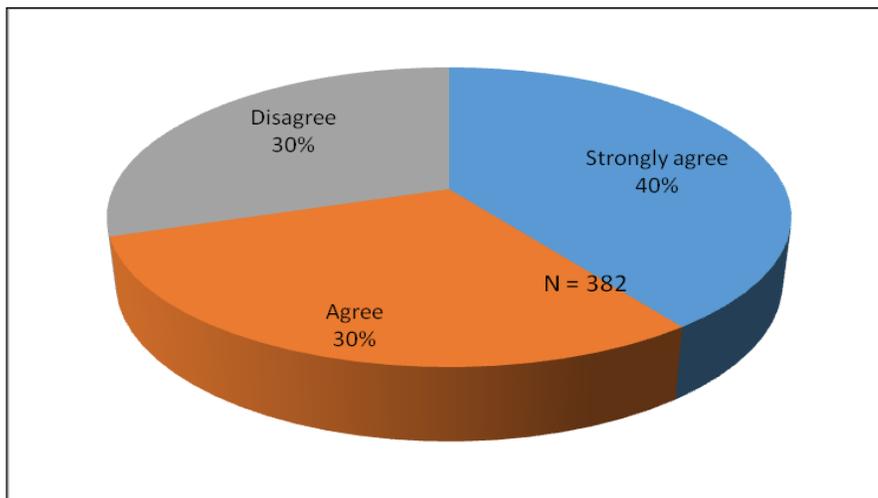
I remember well that Kenya Red Cross Society (KRCS) and Save the Children have been conducting several technical Cash transfers trainings across the Turkana County. The participants were invited from both government and non-governmental organizations. Furthermore, CaLP has also been conducting similar trainings in ASALs counties including Turkana (KRCS official, 27<sup>th</sup> March 2018)

In a nutshell, the study found that though some level of capacity building was done in the county, inadequacy of technical capacity of staff on CTP has implications on cash-based interventions.

### 5.3.5 Lack of Memorandum of Understanding among Key Stakeholders

The respondents were asked about their opinions on whether lack of memorandum of understanding among key stakeholders was a major challenge for CTP in Turkana County.

Their responses were as revealed in Figure 5.5.



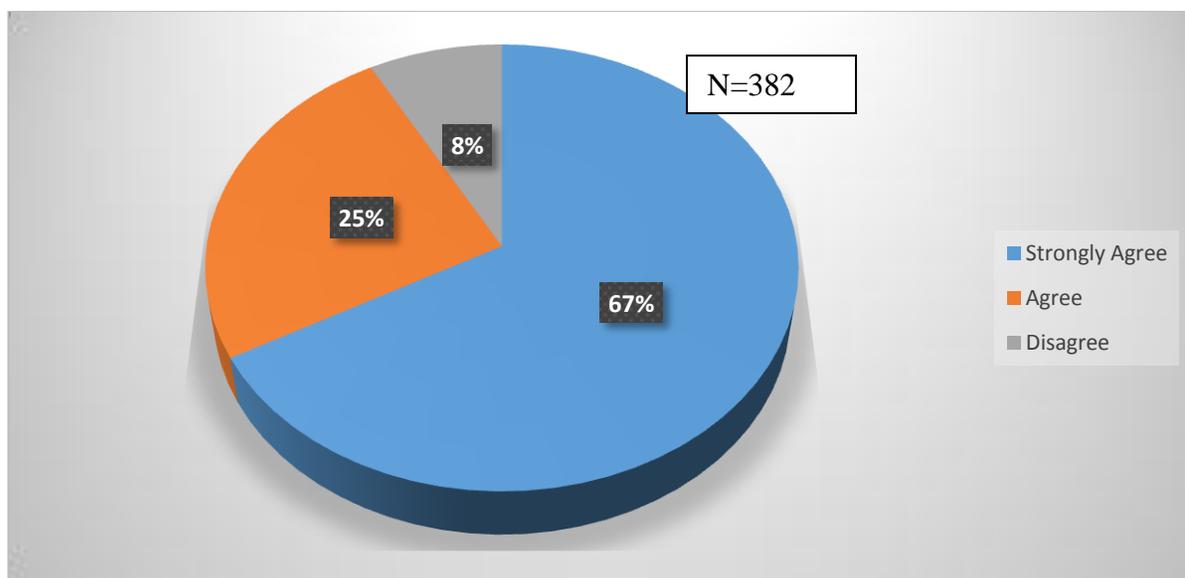
**Figure 5.5: Whether Lack of Memorandum of Understanding among Key Stakeholders is Challenge of CTP in Turkana County.**

**Source: Field Data, (2018)**

The study showed that out of 382 household heads interviewed on lack of memorandum of understanding (MOU) among CTP key stakeholders, 153 (40%) strongly agreed as 115 (30%) agreed while 115 (30%) disagreed. The findings apparently showed that most 269 (70%) household heads agreed that lack of MOU had in one way or another had negative implications on coordination of CTP in Turkana County. However, 115 (30%) of household heads interviewed differed with these findings. These were attributed to the fact that many organizations had designed their programs and were keen on implementing their respective programs without any alteration. It is more important to note that implementing agencies ought to reach various MOUs with service providers during preparedness phase so that little time is spent on responding to emergencies. However, as indicated by the study, this was rarely done in the area of study because of the existence of reactive nature of social perception towards preparedness for disasters and emergencies. For instance, Tracaire which implemented drought response project made MOU with Equity bank towards the end of drought in 2016. This is supported by CaLP (2014) which reported during that training on cash programmes in contingency planning and preparedness held in ASAL counties where issues regarding challenges encountered in procuring key stakeholders for framework agreement necessary for partnership were explored.

### **5.3.6 Mobility of Populations**

The study sought to reveal whether mobility of populations caused major challenges to CTP. The respondents were asked about their knowledge on pastoral nature of cash recipient communities as a challenge to CTP coordination. Their responses were captured as indicated in Figure 5.6.



**Figure 5.6: Mobility of Populations caused major challenges to CTP**

**Source:** Field Data, (2018)

The findings shown in Figure 5.6 revealed that 256 (67%) of the household heads strongly agreed as 96 (25%) agreed while 30(8%) disagreed. Most 351 (92%) of respondents considered that the pastoralist nature of Turkana people as supposed sedentry has negative implications to delivery of development interventions such as cash based intervenntions. For instance many people missed payments as a result of migration from one point to another searching for rangeland resources. This is clearly shown by Bakari (2019) who reported that the cash plan suggested by the national government in which a shift from relief food to cash transfers was anounced met sharp resistnsnce from Turkana County leaders who preferred food over cash transfers citing mobility of communities. One major aspect of CT is that people from various lacialities are registered by various organizations and as such these people are known to be beneficiaries within certain geographical areas. It is however,

interesting to note that some people may try to get the support in the areas where they were not registered and as such end up missing payment. Some others whereabouts can not be traced by cash distributing agencies and hence their cash remained uncollected for quite sometime.

The study further revealed through questionnaires that there are 20% of the populations that do not have identity cards, these people who lack identity cards cannot be registered for CTP and as such many deserving people have missed out on various programs due to lack of these official documents. From literature review, beneficiaries who are affected by mobility of populations missed payments, lack ID cards and sharing of the benefits hence reducing its impact (Amina and Abdala, 2015). Participants of FGD from Turkana central and Turkana North anonymously reached consensus that pastoralism characterized by migrations in and out has affected delivery of cash-based interventions in Turkana County as illustrated by this voice from one participant;

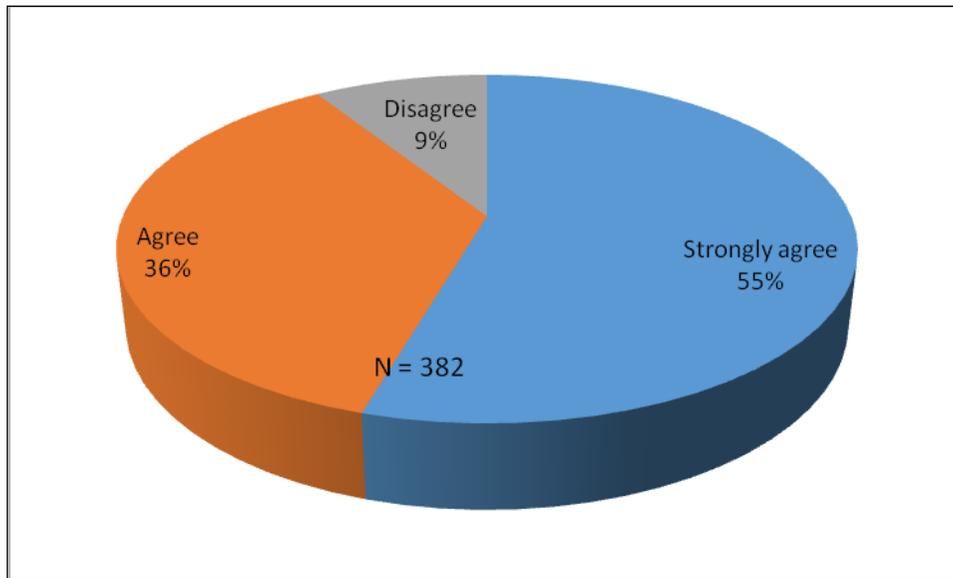
HSNP officials from NDMA are regularly visiting Loarengak village asking for whereabouts of some beneficiaries complaining that a lot of cash is pending in the bank yet project closure was approaching. They fear that such money will be returned to the donor indicating failure of project (FGD participants, 25<sup>th</sup> March 2018).

Similarly, key informants also agreed that Payments of some beneficiaries remained pending following failure to collect their cash and effort to trace them for payment turned futile.

### **5.3.7 Inadequate Funding to Support Coordination of CTP**

The study sought to establish the respondents' opinion with regards to inadequacy of funding to support coordination of Cash Transfer Programmes in Turkana County. The

respondents were asked about the measure of their knowledge on lack of funding to support coordination of CTP in Turkana County. Their responses were as shown in Figure 5.7.



**Figure 5. 7: Inadequacy of funding affects the coordination of Cash Transfer Programmes in Turkana County**

Source: Researcher (Field Data, 2018)

Out of 382 households' heads interviewed on inadequate funding as a challenge to coordination of CTP in Turkana county, 210 (55%) of the household heads strongly agreed and 138 (36%) agreed. On other hand, 34 (9%) disagreed with majority view that funding was a major challenge to coordination of CT in Turkana County. From these findings, it is deduced that majority 349 (90.9%) of the households' heads strongly believe that funding is critical in coordination of CTP and that lack of financial resources to support coordination would have far reaching effects on efforts to oversee synchronization of CTP interventions. The various organizations that were involved in CTP were operating in specific areas and

there was no cooperation between various organizations to address a number of specific issues.

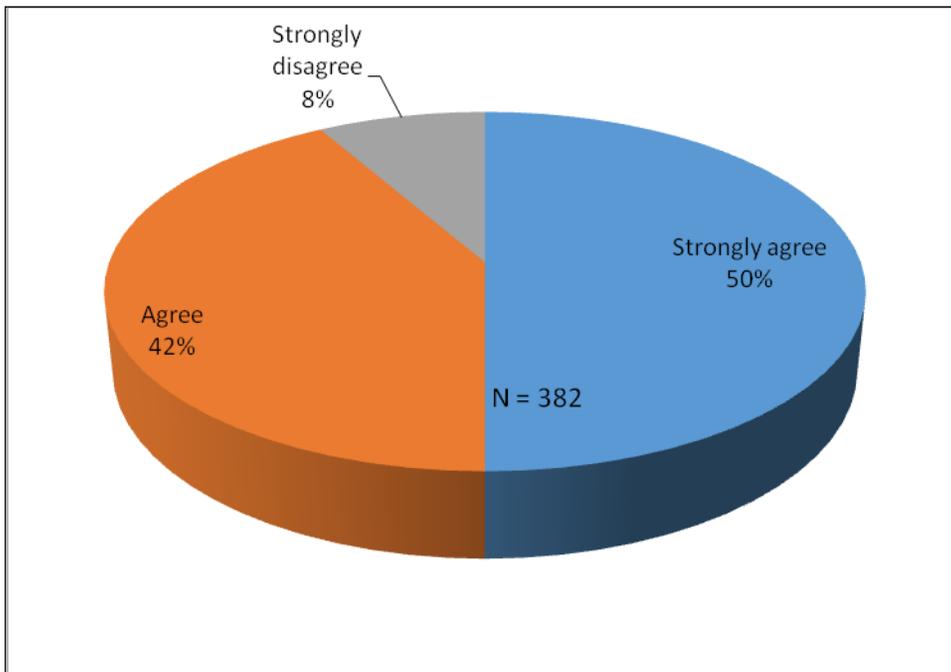
As indicated in literature review, funding of coordination forums and mechanisms in Kenya and by extension in Turkana County remained poor as various agencies and government do not factor the cost of coordination in their budgets. It was also observed that there was no project specifically developed to fund coordination function of CTP activities in Turkana County (NDMA, 2018). This viewpoint did agree with Breanna (2012) who reported that most respondents to a survey on funding of Sanitary Phyto-sanitary coordination mechanism in Africa indicated that coordination mechanisms did not receive any funding from government, donors or other sources and that this has constraint establishment and operations of the committees in Africa. Similarly, Irene (2015) recommended that the department of children should build capacity of staff, collaborate with more stakeholders and increase finances for program coordination. One key informant from Turkana central indicated that:

If these organizations and government could include the cost of coordination in their project budgets, work together to address a number of specific issues that affect coordination structures in terms of funding support, it can be nice. In many cases you find the partners volunteer to support the cost of organizing coordination meetings consequently affecting their project budgets. I wish we could have organizations and government factoring the cost of coordination in project budgetary plans to ease this challenge (Mercy Corpse Official, 25<sup>th</sup> March 2018).

### **5.3.8 Current Changes in Global Humanitarian Response Landscape**

The respondents were asked about their knowledge on current changes in global humanitarian response landscape as one of negative implication to coordination of CTP.

Their responses were as indicated in Figure 4.5.



**Figure 5. 8: Current Changes in Global Humanitarian Response Landscape**

**Source:** Field Data: 2018

Of 382 household heads interviewed, 191 (50%) strongly agreed and 160 (42%) agreed that that the current changes in global humanitarian response landscape has corresponding negative impact to coordination of CTP. On the contrary, 31 (8%) strongly disagreed with that standpoint. These findings signified that majority 351 (91.9%) of the household heads hold a strong view that with ongoing changes in global humanitarian response landscape is seen as a cause of challenges encountered by coordination of CTP. Bailey et al (2017) reported that humanitarian system is at crossroads citing that cash transfer will incrementally increase and replicate weaknesses in international humanitarian system. Similarly, Gelsdorf (2011) Strongly asserted that humanitarian stakeholders are increasingly concerned about impact of emerging global challenges such as climate change, food and financial crisis, extreme poverty, urbanization, water scarcity, energy security, migration and population

growth. It emerged from the study that global humanitarian landscape experiences many challenges and thus undergoes transformation to remain relevant. Humanitarian sector no longer took the traditional form of in-kind in which food stuffs, clothing and other physical material were provided to people regardless of whether they needed these materials or not. The household heads revealed that in the modern world humanitarian agencies work closely with financial institutions to provide them with money that they can use to meet their pressing needs and as such they feel that Cash transfer is a much more effective way of providing humanitarian relief than the way it was done in the past.

Literature review concurred with the position that global landscape and that of humanitarian actions has changed considerably. The changes that are experienced in humanitarian action regarding CTP in context of global drivers includes globalization, technological innovations, increasing inequality, environmental development, social trends and geo-political changes. The literature continued to indicate that CTP continued to operate in this complex humanitarian landscape which is interlinked with trends in CTP: nature of humanitarian crisis, growing centrality of humanitarian crisis, going beyond relief and response, expanding range of humanitarian actors and financing and resource (Swiss Dev't Cooperation, 2014)

The findings also agreed with Bailey (2014) who warned that despite humanitarian sector dominated by western focus, it will in future (2025) be challenged by non-western governments, regional organizations and national civil societies and that cash transfer response will rise as more actors become involved raising coordination challenges. This

view is also emphasized by Humanitarian Policy Group (2013) which observed that humanitarian system is confronted with new wars and complex political emergencies, rise in new actors and emergence of new forms and modalities of assistance.

In support of the study findings, an official from World relief opined in an interview that;

The era of globalization has created a world where humanitarian relief is delivered on the basis of the needs of the people and this is why we have embraced cash transfer as a major component of humanitarian assistance. We as humanitarian organizations cannot do things the way they were done in the past where humanitarian agencies were the ones to determine the kind of help that had to be provided to people. We now give people more freedom to acquire what they need without necessarily imposing things in them (Official from World relief, 10<sup>th</sup> April, 2018).

In this regards, key informant interviewed asserted that it is important to note that various international and local organizations involved in humanitarian practices in the area of study had been in touch with realities on the ground in as far as provision of humanitarian assistance was concerned and as such embraced cash transfer as part of the paradigm shift from the traditional way of providing humanitarian aid to a modern way of doing things which was proving to be more effective.

#### **5.4 Chapter Summary**

This chapter discussed the challenges and opportunities for CTP coordination in Turkana County. The challenges that emanated from the findings of this study have been ranked in order of severity. Firstly, insecurity in Arid and semi-Arid Lands (ASALs), which was one of the biggest concerns. Insecurity threatened CTP programs as there were risks of robbery with violence considering the volatile Turkana County and its proximity to war tone South Sudan. Secondly, lack of infrastructure networks also hampered accessibility of the areas

hence complicating matters. Thirdly, lack of harmonisation of CTP and processes. Fourthly, low human resource technical knowledge on cash transfers. Fifthly, lack of memorandum of understanding among key stakeholders. Sixthly, pastoral nature of populations. Seventhly, lack of funding for coordination and nature of current changes in global humanitarian response landscape also emerged as serious concerns in the study area. Despite the challenges the study identified a number of future opportunities for CTP coordination such as enhancing coordination across sectors, joint monitoring responses, increasing involvement of private sector and considering social safety nets. The Next Chapter (Chapter Six) discusses mechanisms employed for coordination of cash transfer programmes in Turkana County.

## **CHAPTER SIX**

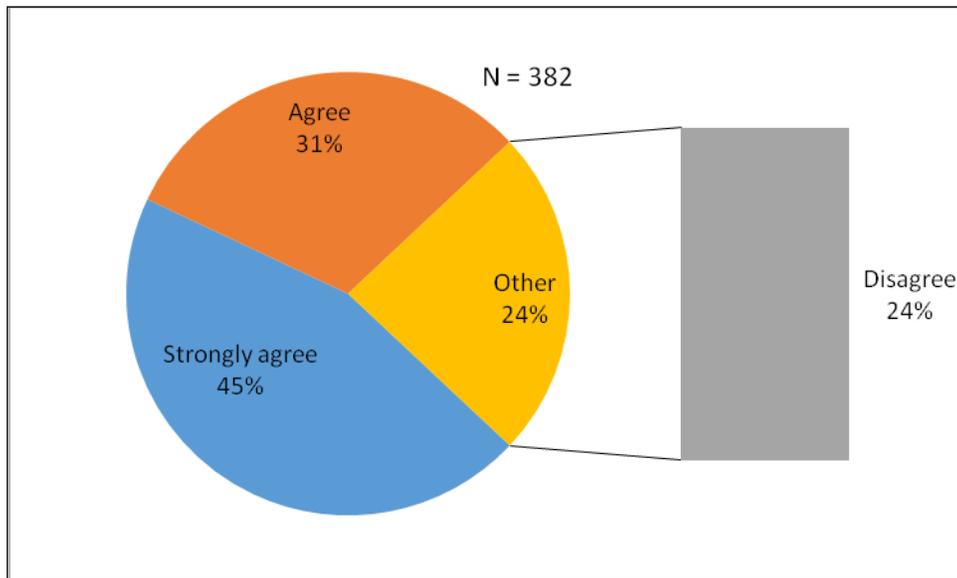
### **EVALUATION OF CONTRIBUTION OF CASH TRANSFER COORDINATION ON CASH TRANSFER PROGRAMMES IN TURKANA COUNTY, KENYA**

#### **6.1 Introduction**

The third objective of this study was to evaluate the contribution of cash transfer coordination on cash Transfer Programmes in Turkana County. It describes cash coordination mechanisms used in Turkana county: Turkana disaster risk reduction platform, East and South Africa regional cash and voucher working group, Hunger and Safety nets programme, Turkana County steering group, Cash working group, Kenya Food Security Steering Group and Cash and Voucher Working group.

#### **6.2 Turkana County Disaster Risk Reduction Platform**

The study sought to obtain the opinion of the respondents on whether Turkana county Disaster Risk Reduction (DRR) platform engages efficiently in coordination of cash transfer programming in Turkana County. The results are as shown in Figure 6.1.



**Figure 6. 1: Turkana County DRR Platform**

**Source:** Field data, (2018)

As indicated in Figure 6.1, out of 382 of household heads sampled 172 (45%) strongly agreed that Turkana county DRR forum play functional role in cash transfer coordination, 118 (31%) agreed while 92 (24%) disagreed. This divergent view is based on the fact that DRR forum in Turkana at the time of the study was on early stages of establishment and thus it was not visible in most community members’ attention. Nevertheless, the majority 290 (76%) of the people interviewed believed that Turkana county DRR platform plays a crucial role in coordination of cash transfer programmes. DRR forum in Turkana County is one of the cash coordination mechanisms that engaged in CTP. In light of this, CTP is considered as part of DRR interventions in most vulnerable regions to drought such as Arid and semi-Arid lands (ASALs) including Turkana County. The findings were in agreement with Wabora (2017) who stated that the mandate of Disaster Risk Reduction and Climate

Change Adaptation (DRR/CCA) forum is to engage the county government and stakeholders to establish a multi sectoral county level DRR/CCA Coordination mechanisms at the county level and to provide technical assistance to Turkana County government to integrate DRR/CCA into their County Integrated Development Plans (CIDP).

The concept of DRR platform is grounded on Sendai framework for DRR 2015-2030 that aims at preventing new and reducing existing risks and managing residuals risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development. The framework emphasizes a shift from disaster management to disaster risk reduction focusing on people centered preventive approach to DRR (UN, 2015). According to UNISDR (2016) use of DRR platforms is one of the strategies for achieving Sendai framework and that such platforms have been formed across the world in a structured manner: global, regional and national. Pelling (2007) concluded that to make DRR forums work, such forms need to consider critical issues inter alia moving from analysis to action, risk transfer & risk reduction, local knowledge and coping strategies, governance & DRR and moving from research and learning to training and action. Kenya is expected to establish these platforms from national, county, sub county and ward.

Participants from FGDs agreed that DRR forum is very important in mainstreaming DRR issues into plans, policies and legislations frameworks so that they are risk informed. One FGD from Turkana East brought up an issue over improvement of infrastructure networks as a way of disaster risk reduction as indicated by this voice;

Turkana County suffers from poor infrastructure networks. The Kitale – Lodwar road is in pathetic conditions resulting in many roads accidents and

usually interrupts traffic leading to shortage of supplies. We have few air stripes that are also in bad conditions besides limited coverage of mobile network. Power is run by generators that frequently experience breakdowns affecting business. Financial services providing infrastructure are few and crowded. All are risks that lead to economic losses, loss of lives, injuries or even severe crisis.

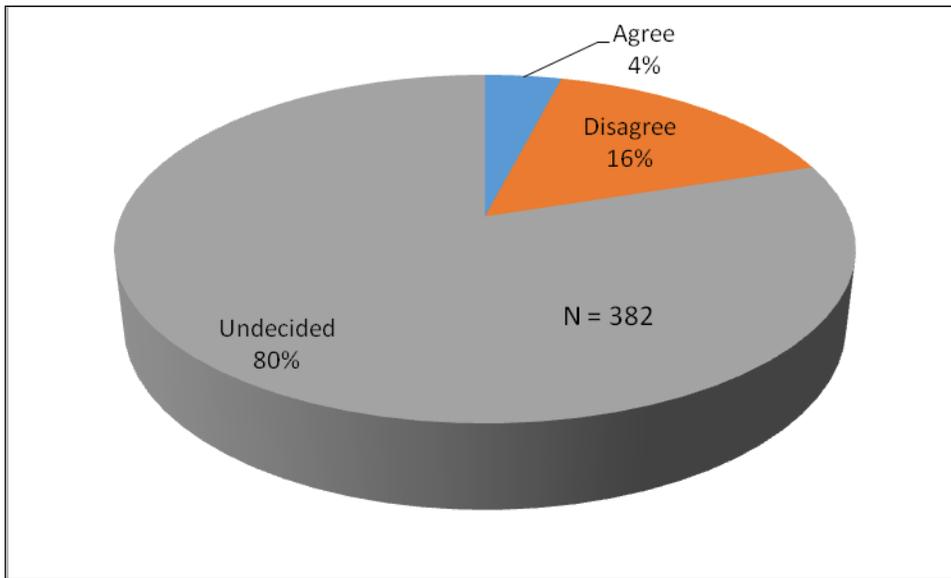
But key informants had reservations as indicated by official from NDMA;

Despite DRR platform being important, stakeholders in Turkana County are unwilling to establish it. I remember one meeting in Lokichoggio that was supported by UNDP in collaboration with NDMA where key stakeholders were taken through how to establish DRR forum and even plan of action was drawn but not implemented (NDMA official, 20<sup>th</sup> March 2018).

Various mechanisms continue to be used in coordination of humanitarian assistance. For instance, UN agencies use cluster system, inter-agency Standing Committee (IASC) and office of coordination of humanitarian Affairs (OCHA). Kenya coordination structures comprised of key forums: Kenya Food Security Meeting (KFSM), Kenya Food Security Steering Group (KFSSG), National Platform for Disaster risk reduction, National Disaster Management Unit (NDMU), Joint operation Centre (JOC) and roles and responsibilities of ministries and departments.

#### **6.4 East and South African Regional Cash and Voucher Working Group**

The study sought to obtain the opinion of the respondents on whether East and South African Regional Cash and Voucher Working Group was involved in coordination of cash transfer programming in Turkana county. The respondents were asked to indicate their knowledge on East and South African Regional Cash and Voucher Working Group involvement in coordination of CTP. Their responses are as shown in the Figure 6.2.



**Figure 6. 2: East and South African Regional Cash and Voucher Working Group**

**Source:** Field Data, (2018)

It was observed (Figure 6.2) that only 15(4%) of the household heads agreed of involvement of East and South African regional cash and voucher working group in cash coordination in Turkana county, 61(16%) disagreed whereas as 306(80%) undecided. It was therefore evident from the findings that people did not know much about the East and South African regional cash and voucher working group and as such could not tell whether or not they were involved in the coordination of Cash Transfer Programmes in Turkana. This was evident when one of the respondents asked a question that clearly indicated that he did not know about this.

The respondent stated;

*“Hiyo ndio gani?”*

Regional cash working groups were established by CaLP as a platform for managers, regional advisors and technical professionals/experts. Its overarching aim is to improve the quality and coordination, increasing the scale and broadening the scope of and use of cash and voucher Assistance (CVA) through shared learning across the region, leveraging common approaches that are regionally relevant and build on best practices (CaLP, 2012).

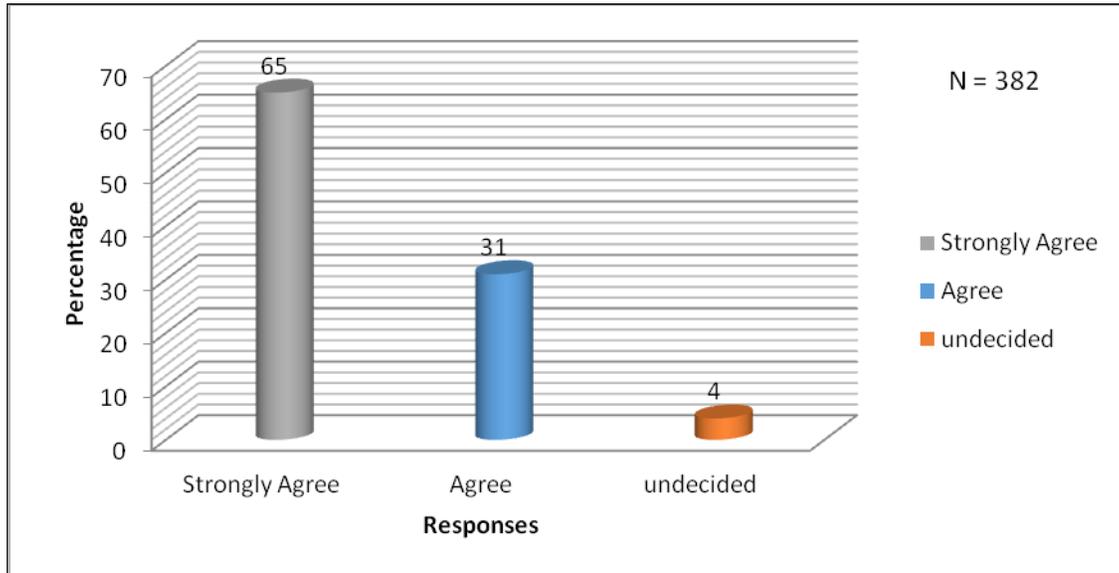
All focus groups discussions agreed that they were not aware of this regional group that is engaged in cash coordination in Turkana County. But a section of key informants enlisted divergent view that they had heard of regional group but not clear of its involvement in cash coordination. Key informant interview raised an issue about importance of coordination in general as in indicated by voice from WFP official;

Well, may it be cash or any other initiative, coordination is very important. Imagine of a county like Turkana where many agencies are implementing various interventions with no effective coordination mechanisms. It is likely we will experience various shortcomings: duplication of services, service delivery gaps, and fragmentation of services, malpractices, and mismanagement of resources, confusion of roles and responsibilities and no teamwork. All these weaknesses will be addressed by existence of effective coordination mechanisms (From WFP official, 25<sup>th</sup> March 2018).

In a nutshell, the study found out that the majority of the people did not know about East and South African regional cash and voucher working group. As mentioned earlier, this is a high-profile coordination platform that is attended by country leads and that respondents in Turkana County may not be aware of its existence and role it plays in cash coordination.

## **6.5 Hunger and Safety Net Programme in Turkana County**

The respondents were asked to indicate their knowledge on hunger and Safety net programme (HSNP) regarding its engagement in coordination of cash transfer programming in Turkana County. Their responses are as shown in the Figure 6.3.



**Figure 6. 3: Hunger and Safety Net Programme in Turkana County**

Source: Field Data, (2018)

As indicated in Figure 6.3, out of 383 household heads, 248 (65%) strongly agreed that HSNP was key stakeholders in the coordination of CTP in Turkana County, 119 (31%) agreed while only 15 (4%) undecided. The findings indicated that majority 367 (96%) of household heads strongly indicated that HSNP is involved in cash coordination in Turkana county. This is interpreted to mean that most people in Turkana County actually recognize that HSNP provides regular unconditional cash transfer to poor households besides overseeing cash coordination programming and thus, HSNP is one of the essential cash coordination mechanism used in Turkana County. This view is consistent with Amleset (2013) who reported that HSNP is a social protection project being conducted in Arid and

Semi-Arid Lands of Northern Kenya purposely to reduce dependency on emergency food aid by sustainably strengthening livelihoods through cash transfers. Similarly, Oxfam (2009) reported that HSNP is one of four CT programmes in Kenya which together form the National Safety Net Programme (NSNP) that harmonises these programmes within an integrated system of national social protection. Similarly, Laura *et al.* (2014) reported that HSNP is part of the GOK's broader strategy for social assistance, the National Safety Net Programme (NSNP), which brings together all four CT Programmes under one umbrella. Critical to this effort is creating a single registry and improving the current institutional framework for social assistance in order to effectively provide universal access to the vulnerable throughout their lifecycle. Karen (2017) reported that the Kenya National Safety Nets Programme (NSNP) is Government Social Protection programmes which was established to provide a common operating framework for Government Cash Transfer Programmes.

Key informant interview agreed that HSNP is weak in performing cash coordination and recommended some improvement measures as indicated by the voice by an official from APAD;

To coordinate Cash transfers programmes activities; HSNP needs to be strengthened through enhancing Funding support. This meets the cost of Members travels to meetings, conferences and refreshments. Otherwise HSNP will continue being ineffective leading to failure of coordination of Cash Transfers Programmes (by official from APAD, 19<sup>th</sup> March 2018).

Key informant interviews reported that HSNP is domesticated in National Drought Management Authority (NDMA) which exercises overall coordination of all matters relating to risk management and to establish mechanism either on its own or with stakeholders that

will end drought emergencies in Kenya. Furthermore, FGD from Turkana North and Central revealed that HSNP is a member of recently formed Cash Working Group (CWG) and a custodian of single registry that is usually shared with other new stakeholders. The group cited lack of funding of CWG meetings as greater challenge affecting HSNP in cash coordination role.

### 6.6 Turkana County Steering Group

The study sought to obtain the opinion of the respondents on whether Turkana County Steering Group (CSG) involvement in coordination of cash transfer programming in Turkana County. The responses of the respondents were captured in the Figure 6.4

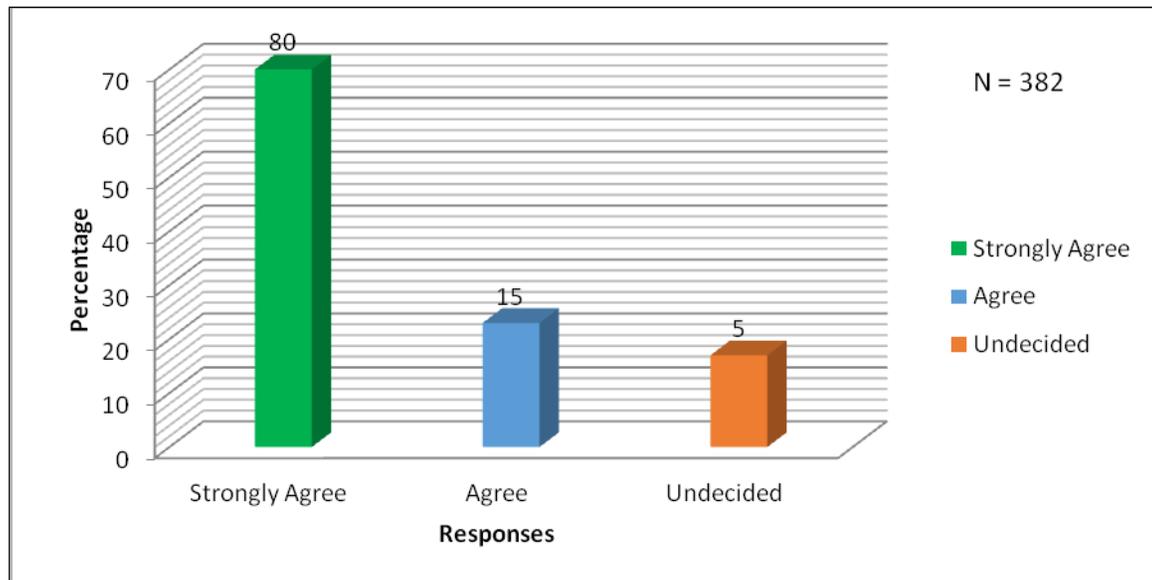


Figure 6. 4: Turkana County Steering Group

Source: Researcher (Field Data, 2018)

It is being observed from Figure 6.4 that 306 (80%) of the household heads opined that CSG play greater role in coordination of Cash Transfers Programmes in Turkana County, 57 (15%) agreed and only 19 (5%) undecided. The findings showed that most 363 (95%) of the household heads recognise that CSG has greater involvement in coordination of CTP in Turkana county. This is construed to mean that CSG did not only coordinate cash-based initiatives (CBI) in Turkana County but also long-term development initiatives. This further means that, CSG platform is one of the functional cash coordination mechanisms visible in Turkana County. This is in agreement with TCG (2018) which stated in its DRM policy 2018 draft that there will be a County Steering Group to support the coordination of both development and emergency operations in the County. The point of Coordination of Cash was emphasized by Karen (2017) who reported that the investment should be made towards disaster Management coordination structures and share information regarding the nature and scope of interventions. This view was also consistent with GOK (2019) that gazette multi-agency task force on establishment of digital platform for provision of relief assistance in which one of mandate was to review existing structures for coordination of relief programmes at county level and link with national government structures.

The three Focus Group Discussions from Turkana North, Turkana Central and Turkana East also revealed that CSG was one of the high-profile forums in the county that was involved in coordination of long-term development initiatives and humanitarian assistance including cash coordination. But one of the FGD member from Turkana central expressed satisfaction on performance of the platform citing challenges and solutions as indicated;

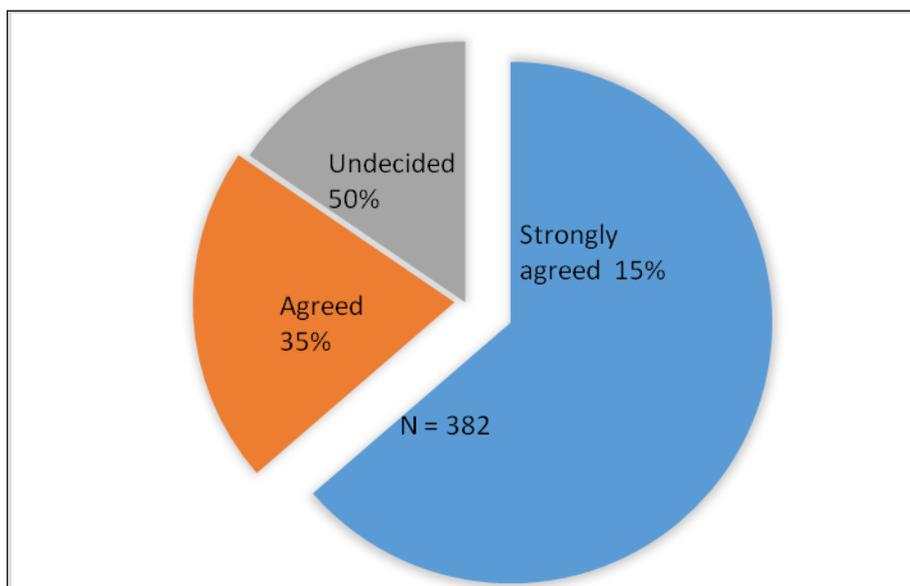
There are no specific regular officers in-charge of CSG business. Monitoring, enforcement of rules and making follow up of resolutions of CSG ought to be properly managed. From FGD, it was being suggested that a secretariat to be created to conduct the business of coordination forum. Additionally, CSG should address strategic aspects of Cash Transfer Programmes at CSG meetings and ensure coordination among CTP, integrate humanitarian response with safety nets programmes as well aids interventions. This according to this study, will improve CSG role in coordination of Cash transfer programmes and other long-term development initiatives.

Likewise, key informants interview held similar view as indicated by official from World Food Program (WFP);

World Food Program is a member of CSG which is a high-profile coordination body in ASAL counties in Kenya including Turkana County. It is being Co-chaired by county and national government. CSG either or not ratifies new projects, new actors, reports of surveys etc. It works through sectors/clusters: Cash working group, livestock, water, public health and nutrition, Education, food and safety nets. Turkana County government has begun enshrining CSG into its policy and legal frameworks (WFP official, 25<sup>th</sup> March 2018)

## **6.7 Cash Working Group**

The respondents were asked to indicate their knowledge on whether Cash Working Group involved in cash transfer coordination. Their responses were captured in Figure 6.5.



**Figure 6. 5: Cash Working Group**

Source: -Field Data, (2018)

As it is shown from the Figure 6.5, out of 382 household heads targeted, 57 (15%) of the household heads strongly agreed that cash working group (CWG) is one of the cash coordination mechanisms in Turkana county, 134 (35%) agreed and 191 (50%) undecided. The findings revealed that half of the household heads believe that CWG has greater commitment in coordination of CTP in Turkana county while next half of the respondents held contrary standpoint. This therefore, meant that half of the people appreciated CWG as one of the forums specifically committed to cash coordination whereas the other half was not aware of CWG existence and its role in cash coordination in Turkana county. This divergent view was based on the fact that CWG was at the time of this research, in the process of formation and that many people may not be aware of its presence in Turkana county. This is in accordance with Schimmel(2015) who asserted that the so called Cash Working Groups was one of the first coordination groups to be created in 2012 in order to

harmonise refugee responses in Jordan. Similarly, GOK (2017) also reported that CWG in Turkana county was in earlier stages of formation and still struggling with aspects of establishment for instance terms of reference (ToR).

The immediate motivation for the CWG that is also its primary focus is to improve the coordination of cash transfers in humanitarian situations (GOK, 2017). This is also concurs with George (2019) who reported about the state launching task force that will establish criteria for provision of cash transfers in lieu of food to drought affected communities. Cash Working Group is usually formed to strengthen collaboration on CTP both for disaster preparedness and response in a better coordinated way across the country. The vision of the CWG is a humanitarian preparedness and response in a more effective way meeting the diverse needs of affected people and promoting recovery. The basic objective of the CWG is to offer a technical platform for collaboration, harmonization for appropriate and efficient cash and voucher programming and dissemination of learning related to multiple sectors' CTP in emergency preparedness and response activities (Bangladesh, 2014).

Focus Group discussions had mixed reactions which enlisted differing responses as indicated the one of the participants;

I have no idea what Cash working group mean  
I heard from one of the meetings I attend that that it is a group that  
engages in cash support. However, it unclear to me what this group for  
(FGD participants, 25<sup>th</sup> March 2018)

Key informant interviews revealed that CWG was a new cash coordination arrangement in Turkana county and also recommended some mandate as indicated in voice from save the children official;

I am a member of CWG in Turkana County. I remember we had our first CWG meeting on 6<sup>th</sup> September, 2017 where partners presented about implementation of cash transfers in Turkana County, main challenges affecting cash transfers in Turkana County and way forward on Cash Transfers Implementation. In my view, this group should mainstream cash transfer programmes in all sectors to enhance resilience and sustainable development (Save the children official, 26<sup>th</sup> march 2018)

### 6.8 Kenya Food Security Steering Group (KFSSG)

The study sought to obtain the opinion of the respondents on whether or not Kenya Food Security Steering Group (KFSSG) is one of the cash coordination mechanisms in Turkana County. The respondents were asked to indicate their knowledge about Kenya Food Security Steering Group. Their responses were captured as shown in Figure 6.6.

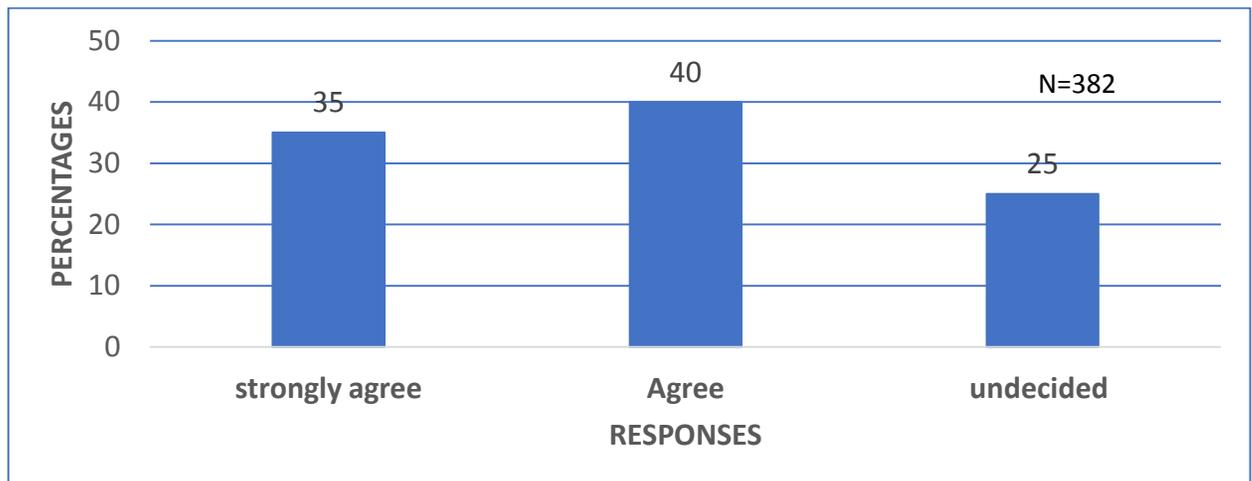


Figure 6. 6: Kenya Food Security Steering Group

Source: Field Data, (2018)

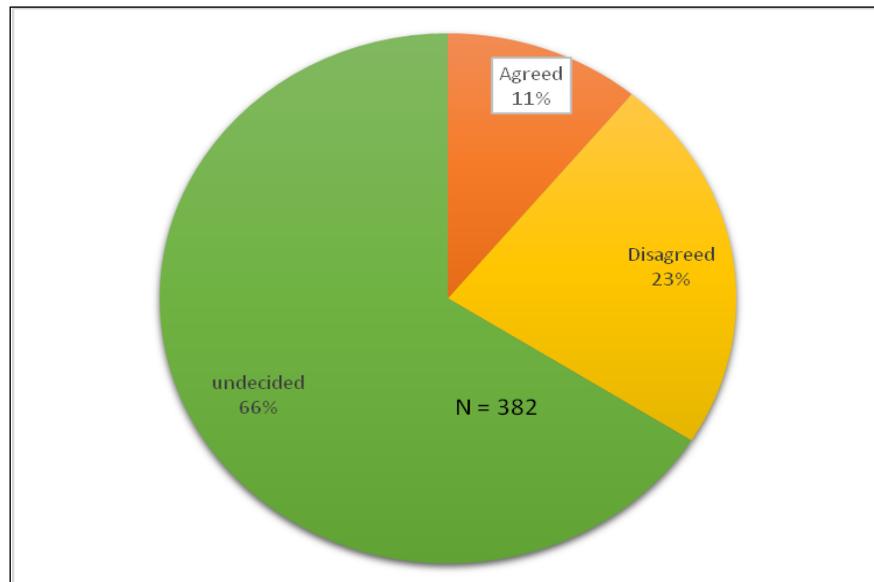
According to Figure 6.6, 134 (35%) of the household heads strongly agreed that KFSSG is one of the coordination mechanisms involved in cash coordination in Turkana county, 153 (40%) agree and 95(25%) undecided. This findings denoted that majority 287 (75%) of people sampled recognised KFSSG being engaged in cash coordination. On other hand, 96 (25%) of the population was uncertain about KFSSG role in coordination of CTP in Turkana County. This is because of the fact that the primary role of KFSSG is to handle drought management and food security issues at national level while working together with County Steering Group at County level. This is consistent with GOK (2014) which stated in its national emergency response plan and standard operation procedures (SOPs) that KFSSG shall promote, strengthen and support the multi-agency approach to drought management and food security in Kenya. Similarly, Hickey et al., (2012) revealed that achieving sustainable food security in Sub Saharan Africa is one of the main challenges facing African governments and international community. These findings are interpreted to mean that KFSSG was one of the institutional coordination mechanisms employed in coordination of CTP in Turkana County through response to effects of drought such as food security. In others words the cash transfer was one of transfer modalities of humanitarian assistance used to response to population affected by drought and food security.

A larger section of the three FGD agreed that KFSSG was responsible for drought management in which cash transfer is appropriate and preferred response option. Furthermore, Key stakeholders confirmed that KFSSG was a coordination body that supports monitoring of drought situation through conducting Short Rain Assessment (SRA) and Long Rain Assessment (LRA) in view to prepare for response.

The assessments use a common analytical framework to consolidate data from a wide range of sources, including satellite imagery, drought monitoring information, nutrition surveillance data, price data, and food security outcome indicators from 90 sentinel sites. The process is coordinated by the KFSSG with participation from all relevant government ministries, UN agencies, donors, and NGOs (TCG, 2016).

### 6.9 Cash and Voucher Working Group

The respondents were asked to indicate their knowledge on whether or not cash and voucher group plays a role in coordination of CTP in Turkana County. Their responses were indicated in figure 6.7.



**Figure 6. 7: Cash and Voucher Working Group**

Source: Field Data, (2018)

As it is shown from Figure 6.7, 42 (11%) of the household heads sampled by the study agreed that Cash and Voucher working Group was one of the arrangements in place to coordinate CTP in Turkana county, 88 (23%) disagreed and 252 (66%) undecided. The findings indicated that though more than 60% of the household heads were uncertain and unaware of cash and voucher working group (CVWG) as the coordination mechanism involved in cash coordination in Turkana County, minority (34%) had contrary view. This was therefore interpreted to mean that with exception of a few key stakeholders, most of the people in Turkana in county were ignorant of Cash and Voucher working Group as one of the arrangements put in place to coordination CTP in Turkana County. Cash and voucher working group (CVWG) is inter-cluster technical working group set up to ensure cash-based interventions (CBIs) are coordinated, follow common rationale, are context specific and are taken in a manner that does not inflict harm or exacerbate vulnerability of the affected people (Burke, 2014).

All the three FGDs from Turkana North, Turkana Central and Turkana East expressed their opinions that cash and voucher working group seemed similar to Cash working group as indicated by one of the participants in the discussion in Turkana Central;

In my view, cash and voucher working group is almost the same to Cash working group. I think the difference is voucher. I think the Cash and voucher is focused on both cash and voucher while Cash Working group looks at the aspects of cash only. I hope we agree that they are similar but cash and voucher working group advocates and coordinates issues of cash and voucher whereas cash working group does the same to cash only (FGD participants, 26<sup>th</sup> March 2018).

Key informant interviews particularly from Turkana Central held similar views arguing that the purpose of cash and voucher working group is to develop network and knowledge sharing platform on cash and voucher assistance as well as strengthen and broaden the community of practice. On the other hand, cash working group aims at supporting the response by using cash-based interventions and streamline design, development and implementation of cash-based interventions focusing on improving operational efficiency and effectiveness through collaboration planning and coordination of disasters and emergencies.

In a nutshell, the study noted that though cash and voucher working group does not exist in Turkana County, it is apparently one of the cash coordination mechanisms used elsewhere to coordinate CTP that involved cash and voucher initiatives.

## **6.8 Chapter Summary**

The chapter discussed cash coordination mechanisms present in Turkana and categorized them into three: fully functioning, in the process of establishment and those that were national or regional in nature. Cash coordination mechanisms that were found fully functional in Turkana County were hunger and safety net programmes (HSNP), Turkana County Steering Group (CSG) and Kenya Food Security Steering Group (KFSSG). The study revealed that KFSSG worked closely with CSG and was mandated to monitor drought through assessment of short and long rains (SRA/LRA) purposively to determine food security situation in which cash transfer coordination became an important intervention. With regards HSNP, the organization continued to provide unconditional CT to poor

households as well as remained the custodian of single registry system that was being shared with other actors.

Those coordination mechanisms under establishment included Turkana county DRR platform and Cash Working Group. The establishment of Turkana county DRR platform got stalled at some point in its formation process while Cash Working Group was struggling to formalize. Those mechanisms that were national or regional in nature included East and South Africa Regional Cash and Voucher Working Group, Kenya Food Security Steering Group, Cash and Voucher working group and regional Cash Working Groups. The study further found that cash coordination mechanisms at different levels had linkage and were working together to ensure that cash transfers and voucher initiatives become preferred and default option in responding to humanitarian assistance.

## **CHAPTER SEVEN**

### **SUMMARY, CONCLUSIONS AND RECOMMENDATIONS**

#### **7.1 Introduction**

The purpose of the study was to understand and provide an insight the role of Coordination in strengthening efficiency of Cash Transfer Programmes in Turkana County. The overall objective of the study was to examine the influence of cash coordination on efficacy of Cash Transfer Programming in Turkana County, Kenya. The study used evaluation design and data collected through the use of both qualitative and quantitative research approaches through the use of questionnaires, interviews schedules, Focus Group Discussions, Key informant interviews, secondary data and descriptive statistics as depicted in chapter three. The quantitative data was sorted, coded and keyed into SPSS version 23. The output from SPSS was presented descriptively and qualitatively in tables, graphs and pie charts. Data from FGD and KII was analysed through thematic techniques and presented in form of narrative and respondents' voices. This chapter therefore presents summary of the findings, conclusions, recommendations and suggestions for further research.

#### **7.2 Summary of Findings**

In line with the first objective, the study sought to determine strategies for institutionalizing cash and voucher initiatives in humanitarian actions in Turkana County. Foremost 86% of the respondents were in agreement that legal and regulatory frameworks have huge bearing on the institutionalization of cash and voucher transfer programmes. This means that establishment of CTP in any institution depends on whether or not it is enshrined in policy

and legislative framework. If it is backed by the framework, then it gets funded and other support for operationalization. International Humanitarian law, international refugee law and other humanitarian conventions continue to guide CTP as the best modality for humanitarian response. Neither Kenya nor Turkana County has CTP policy and legal framework guiding CTP interventions. It is indicated that total of 99% of the respondents were aware of existence of CaLP and confirmed its role in strengthening capacity of cash transfer programmes. CaLP is a global focal point that aims at research; practice and policy for CTP scale up as the best modality for humanitarian response. Research gathers data and analysis in order to make decisions about CTP situations. Furthermore, Cash Working Groups (CWG) which began being established globally as from 2014 have been used in CTP programmes in Kenya, where CWG was formed in 2017 when agencies working on CTP identified lack of coordination as a major concern and agreed to establish a coordination forum. Turkana County started the processes of creating CWG as earlier as 2018. Research and advocacy had played a key role in Cash Transfer programs in Turkana country. Research emerged as one of the areas that had helped in supporting the cash transfer programs based on the fact that a lot of information that was arrived at to help in facilitating the programs were acquired through research. Huge amount of funds needs to be invested in research in order to generate new knowledge; best practices and lessons learnt which injects fresh thinking into coordination of cash transfers Programmes.

Based on the second objective, the study sought to examine challenges and opportunities available for future cash transfer coordination to vulnerable groups within Turkana County, Kenya. The study established that Security was a key concern in the in Arid and semi-arid

lands such as Turkana as indicated by 60% of the respondents. These are regions characterised by episodes of insecurity which rock the development progress. One of the key characteristics of Turkana that makes security a major concern to many people is the fact that in Turkana there are a number of illicit fire arms in the study area. So, many people own guns without licences which majorly threaten public security.

It also emerged from the study that infrastructure network was another major challenge in the study area as supported by 89% of the household heads. Road networks from other parts of Kenya to Turkana county was extremely poor and thus making it difficult to transport a number of things to the county. The results indicated that the poor nature of electricity connection, airport, mobile telephone networks and financial institutions reduces access to services and negatively affects the business performance. In the era of technology, it was good to note that in almost every household had mobile phones that could be used even for money related transactions.

Lack of harmonization in Cash Transfer Programs and Processes was a Challenge as concurs with 100% of the people sampled by the study. The study showed that there was a lot of disconnection and that various actors implementing CTP operated in silos consequently creating service gaps, service duplication (double dipping) animosity and conflict at community level. There was no use of common tools, guidelines, processes and procedures in implementing CT interventions. Furthermore, it emerged that 70% of the respondents agreed that lack of memorandum of understanding (MOU) among CTP key stakeholders had in one way or any had negative implications on CTP in the county. The study indicated that

CTP key stakeholders did not reach necessary partnership agreements during preparedness and contingency planning phases in order to respond timely and effectively during disasters and emergencies. Moreover, Funding was seen as a major challenge to coordination of CT in Turkana County. In stating so, the respondents opined that CTP coordination forums were not well funded either by government or development partners. The cost of holding coordination meetings was not factored in either government's or partners' budgets. At times, partners or government voluntarily offered to support coordination forums.

Finally, the study found out that ongoing changes in global humanitarian response landscape have generated challenges that influence cash coordination. The changes that are experienced in humanitarian action regarding CTP in context of global drivers include globalization, technological innovations, increasing inequality, environmental development, social trends and geo-political changes. The study showed that humanitarian assistance continues to operate in this complex humanitarian landscape which is interlinked with CTP trends such as nature of humanitarian crisis, growing centrality of humanitarian crisis, going beyond relief and response, expanding range of humanitarian actors and financing and resource mobilization. The study therefore, revealed that humanitarian system has increasingly turned to the use of CT as preferred response modality which has been seen as sustainable way to respond to its growing needs. The challenge of coordination of cash transfers programming comes into play as many actors and sectors get involved in CTP. This was an indication of how the humanitarian landscape has changed over the years. The study further identified key opportunities for improvement of CTP in Turkana County.

These included enhanced coordination across Sectors, joint monitoring responses, increased involvement of the Private Sector and Social Safety Net.

Based on the third objective, the study sought to evaluate mechanisms employed in coordination of CTP in Turkana County. The study identified and evaluated seven (7) coordination mechanisms: Disaster Risk Reduction platform, East and South Africa regional Cash and Voucher Working Group, Hunger and Safety Nets Programme (HSNP), Turkana County Steering Group (CSG), Cash Working Group (CWG), Kenya Food Security Steering Group (KFSSG) and Cash and voucher working Group. The study revealed that the public did not know much about East and South Africa regional Cash and Voucher Working Group as well as Cash and Voucher Working Group. As such they could not tell whether or not they were involved in the coordination of Cash Transfer Programmes. The study further showed that Turkana county DRR platform plays functional role in cash transfer coordination and this was supported 76% of respondents. This means that cash transfer is part of disaster risk reductions interventions in most vulnerable regions to drought such as Arid and semi-Arid land including Turkana county.

As indicated by 96% of the respondents, the study established that HSNP is one of the active structures that is involved in Cash coordination in Turkana county. HSNP sits in CSG and key member (secretary) of Turkana County CWG. Additionally, HSNP is a custodian of single registry system which keeps and updates beneficiaries' data base that usually shared with actors who intend to implement CTPs. It provides regular, unconditional cash transfers (CTs) to households in four counties of northern Kenya including Turkana County. These

'routine' transfers are supplemented by emergency payments to the rest of the population in times of severe or extreme drought. Furthermore, the study revealed that CSG in Turkana County is high profile platform that coordinates both humanitarian and long-term development initiatives implemented across the county as supported by 95% of the respondents. It works through sectors and that CWG is one of the sectors specifically coordinates technical and strategic issues of CTP and reports to CSG. Additionally, KFSSG is another national platform that mandated to monitor drought and food security and that it has a working linkage with CSG in all ASAL counties in Kenya. The study found that 75% of the people sampled acknowledged KFSSG and role it plays in ending drought emergencies in ASAL counties by way of instituting CTP as a strategy in alleviating food insecurity.

### **7.3 Conclusions of the Study**

1) The first objective was to determine strategies for institutionalizing cash and voucher initiatives in humanitarian actions in Turkana County. The study concluded that though various strategies for institutionalizing cash and voucher initiatives were available, Turkana County has not institutionalized its cash and voucher initiatives owing to absence of policy and legal framework as well as low weight put on prioritising such programmes. As such Turkana county government has not established legal and regulatory frameworks that facilitate the institutionalization of CTP.

2) The second objective was to determine opportunities and challenges available for future cash transfer coordination to vulnerable groups within Turkana County, Kenya. The study concluded that cash coordination encounter numerous challenges which have individually or in combination hampered effectiveness and efficiency of coordination of cash transfer

programmes. Nonetheless, there were various opportunities for future expansion of CTP that ought to be exploited in order to offset the negative impact of these challenges. It is important to understand the nature of the environment and specific context in terms of challenges and opportunities that will influence the future and the quality of cash transfer programmes.

3) The third objective was to evaluate the contribution of cash transfer coordination on cash transfer programmes in Turkana county. The study concluded that there were various regional, national and county coordination mechanism operating in Turkana county regarding coordination of CTP. Generally, the study has shown that these platforms and groups were ineffective and inefficient in coordination of Cash transfers programming in Turkana County. Regional groups such as East and South Africa cash and voucher working group and cash and voucher working group were not known in Turkana and that their role in cash coordination remained unclear. Other national and county mechanisms such as KFSSG, Turkana DRR forum, Turkana CSG, Turkana CWG, HSNP have not been enshrine in legal and regulatory frameworks and thus do not have funds, power and authority to effectively enforce coordination role of CTP in the county.

Overall, the study concluded that besides encountering many challenges, cash transfer programming in Turkana County has not been institutionalized and thus cash coordination has less influence on efficacy of cash transfer programming in Turkana County, Kenya

#### **7.4 Recommendations of the study**

Based on the results, findings and conclusions, the study makes the following recommendations;

Firstly, the study recommends that the Turkana county government should formulate a social protection policy, bill and regulations in order to establish regulatory frameworks within which CTP may be instituted and coordinated. Currently coordination of CTP seemed to be based on ad hoc and not enshrine in any policy and legislation frameworks. It is therefore, very important to institutionalize such programmes because they should be well regulated and coordinated resulting in greater quality, effectiveness and efficiency in service delivery.

Secondly, the study recommends consideration to be made by Turkana County Government in the use of technological creativity and innovations provided by private sector financial service providers in humanitarian assistance particularly cash-based interventions. Most challenges encountered in Turkana County may be resolved from increased involvement of private sector and other businesses in CTP activities.

Finally, the study recommends that the role of key regional organizations and other platforms such as East Africa cash and voucher regional group, Kenya Food Security Steering Group (KFSSG), County Steering Group (CSG) and Cash Working Group (CWG) should be well stipulated in Turkana County legal and regulatory frameworks so that they gain credibility and authenticity in implementing effectively Cash coordination function.

## **7.5 Suggestions for Further Research**

The following suggestions were made after the research findings and discussions for they were not adequately underscored;

1. Conduct action focused research on link between social protection systems and emergency cash transfers
2. Conduct studies on understanding the role of private sector financial service providers in offsetting challenges faced by Cash Transfer Programmes in pastoral communities of ASAL counties in Kenya.
3. A study must be carried out to establish why Kenya by extension Turkana County coordination mechanisms are inefficient and ineffective.

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**APPENDICES**

**APPENDIX 1: QUESTIONNAIRE FOR KEY INFORMANTS INTERVIEWS**

Good morning / Afternoon. My name is Moses Edapal Nawoton, a student of Masters of Science in Disaster Management and Humanitarian Assistance (Emergency Management Studies Department) of Masinde Muliro University of Science and Technology (MMUST). As part of the study program, students are required to engage in a field research and produce a thesis covering their areas of interest. I am, therefore conducting a study on influence of cash coordination on efficacy of cash transfer programming in Turkana County, Kenya. I guarantee that the information gathered in this exercise will be strictly used for academic purposes while the respondents’ confidentiality, informed consent, safety and rights for withdrawal will be respected. I would like to request for your participation in this exercise.

Name and contact of interviewer .....

Name and contact of organization.....

Date and time of Interview .....

To what extend do you agree or disagree based on statement below about CTP coordination in Turkana County?

Rank (by ticking) all responses in each question

Section	Interview Questions	Responses	Rate the responses				
			Strongly agree	Agree	Disagree	Strongly disagree	Undecided
Q 1	What do you think are some of the key strategies that support institutionalization of cash and voucher initiatives in humanitarian responses in Turkana County?	Policies and Acts of parliament					
		The Cash Learning Partnership (CaLP) trainings and awareness on strengthening CTP in Turkana					
		Cash Transfer Working Group (CWG)					
		Research and advocacy for CTP					
		Others specify					
Q2	Why do you think coordination of cash transfer initiatives important?	Avoids duplication, gaps and Fragmentation in service delivery					
		avoid malpractices and mismanagement of resources					
		Encourages working together towards a common goal					
		Clarifies roles and responsibilities of various stakeholders					

		Other (specify)					
Q 3	How can cash transfer initiatives coordination be improved in Turkana county	Provide leadership and establish secretariat					
		Enhance funding to support coordination					
		Use of common tools, standards and procedures					
		Share information					
Q 4 What do you think are current and challenges facing cash transfer coordination in Turkana County?		security in ASAL areas					
		infrastructure networks					
		No harmonization of programmes and processes					
		Low human resources technical capacity on CT					
		a single registry across CT programmes					
		Lack of Memorandum of Understanding among key stakeholders					
		Mobility of populations (Missed payments, lack of ID cards)					
		sharing of the benefit reducing its impact					
		Lack of funding to support					

		coordination					
		Management of complaint referral system					
		Lack of coordination between CTP and other aid interventions					
		Current changes in global humanitarian response landscape					
Q5	What do you think are some of future opportunities available for growth of CTP?	Enhanced Coordination cross sector as multisector tool					
		Joint monitoring of responses					
		Increased involvement of private sector					
		Social safety net and humanitarian responses					
Q 6	Propose some of the major solutions to the challenges in Q4 above?	Strengthen Funding to support coordination					
		Improve infrastructure networks					
		Mainstreaming CTP in all technical working groups					
		Strengthening coordination through the HSNP					

		Creating a Secretariat to work closely with NDMA				
		Addressing strategic aspects of CTP at the County Steering Group				
		Build Technical capacity of key stakeholders on CTP coordination				
		Improve coordination between CTP and other aid interventions				
		Policies at county level with guidelines for CTP				
		Integrate humanitarian response within long-term safety net programs				
	What do you think are the key mechanisms being used in cash transfer coordination in Turkana County?	Turkana County DRR Platform				
		East Africa Regional Cash and Voucher Working group				
		Hunger and safety net programme (HSNP) in Kenya				

		NDMA					
		Turkana County Steering Group					
		Food Security Working Group					
		Kenya food security steering group					
		Cash and Voucher Regional Working Group					
		Others (specify)					

## **APPENDIX 2: INTERVIEW GUIDE FOR THE LOCAL ADMINISTRATION**

1. What do you think are some of the key strategies or plans that support establishment of cash and voucher projects in humanitarian responses in Turkana County?
2. Why do you think coordination of cash transfer initiatives is important?
3. Give some suggestions on how better can coordination of cash transfer initiatives be improved in Turkana county
4. What do you think are the current challenges facing cash transfer coordination in Turkana County?

Propose some of the major solutions to these challenges

5. What do you think are some of future opportunities available for growth of CTP?
6. How effective do you think are key mechanisms or structures being used in cash transfer coordination in Turkana County, Kenya?

How will they be made efficient and effective?

### **APPENDIX 3: INTERVIEW GUIDE FOR THE CASH TRANSFER BENEFICIARIES**

1. What do you think are some of the key strategies or plans that support establishment of cash and voucher projects in humanitarian responses in Turkana County?
2. Why do you think coordination of cash transfer initiatives is important?
3. Give some suggestions on how better can coordination of cash transfer initiatives be improved in Turkana county
4. (i) What do you think are the current challenges facing cash transfer coordination in Turkana County?  
  
(ii) Propose some of the major solutions to these challenges
5. What do you think are some of future opportunities available for growth of CTP?
6. (i) How effective do you think are key mechanisms or structures being used in cash transfer coordination in Turkana County, Kenya?  
  
(ii) How will they be made efficient and effective

## **APPENDIX 4: INTERVIEW GUIDE FOR THE NON CASH TRANSFER BENEFICIARIES**

1. What do you think are some of the key strategies or plans that support establishment of cash and voucher projects in humanitarian responses in Turkana County?
  
2. (i) Why do you think coordination of cash transfer initiatives is important?  
  
(ii) Give some suggestions on how better can coordination of cash transfer initiatives be improved in Turkana county
  
3. (i) What do you think are the current challenges facing cash transfer coordination in Turkana County?  
  
(ii) Propose some of the major solutions to these challenges
  
4. What do you think are some of future opportunities available for growth of CTP in Turkana County?
  
5. (i) How effective do you think are key mechanisms or structures being used in cash transfer coordination in Turkana County, Kenya?  
  
(ii) How will these coordination structures be made efficient and effective?

## APPENDIX 5: FOCUS GROUP DISCUSSION GUIDE

1. (i) How does Cash Transfer coordination influences effectiveness or success of Cash Transfer Programming?  
  
(ii) What do you think are some of the key strategies or arrangements that support establishment of cash and voucher projects in humanitarian responses in Turkana County?
  
2. (i) Why do you think coordination of cash transfer initiatives is important? Is coordination an issue in development projects other than CTP? Are there coordination gaps in Turkana county?  
  
(ii) Give some suggestions on how better can coordination of cash transfer initiatives be improved in Turkana county
  
3. (i) What do you think are the current challenges facing cash transfer coordination in Turkana County?  
  
(ii) Propose some of the major solutions to these challenges
  
4. What do you think are some of future opportunities available for growth of CTP in Turkana County?
  
5. (i) How effective do you think are key coordination structures being used in cash transfer coordination in Turkana County?  
  
(ii) How will these coordination structures be made efficient and effective

## APPENDIX 6: RESEARCH AUTHORIZATION



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NAIROBI-KENYA

Ref: No **NACOSTI/P/17/65782/20111**

Date: **22<sup>nd</sup> November, 2017**

Moses Edapal Nawoton  
Masinde Muliro University of Science  
And Technology  
P.O. Box 190-50100  
**KAKAMEGA.**

#### **RE: RESEARCH AUTHORIZATION**

Following your application for authority to carry out research on *“Assessment of cash coordination on efficacy of cash transfer programming in Turkana County, Kenya,”* I am pleased to inform you that you have been authorized to undertake research in **Turkana County** for the period ending **20<sup>th</sup> November, 2018.**

You are advised to report to **the County Commissioner and the County Director of Education, Turkana County** before embarking on the research project.

Kindly note that, as an applicant who has been licensed under the Science, Technology and Innovation Act, 2013 to conduct research in Kenya, you shall deposit **a copy** of the final research report to the Commission within **one year** of completion. The soft copy of the same should be submitted through the Online Research Information System.

*J.P. Kalerwa*

**GODFREY P. KALERWA MSc., MBA, MKIM**  
**FOR: DIRECTOR-GENERAL/CEO**

Copy to:

The County Commissioner  
Turkana County.

The County Director of Education  
Turkana County.

## APPENDIX 7: RESEARCH PERMIT

**CONDITIONS**

1. The License is valid for the proposed research, research site specified period.
2. Both the Licence and any rights thereunder are non-transferable.
3. Upon request of the Commission, the Licensee shall submit a progress report.
4. The Licensee shall report to the County Director of Education and County Governor in the area of research before commencement of the research.
5. Excavation, filming and collection of specimens are subject to further permissions from relevant Government agencies.
6. This Licence does not give authority to transfer research materials.
7. The Licensee shall submit two (2) hard copies and upload a soft copy of their final report.
8. The Commission reserves the right to modify the conditions of this Licence including its cancellation without prior notice.



**REPUBLIC OF KENYA**



**National Commission for Science, Technology and Innovation**

**RESEARCH CLEARANCE PERMIT**

**Serial No.A 16599**

**CONDITIONS: see back page**

**ORIGINAL**

**AC: 21341**

**OFFICIAL RECEIPT**

Station: Nairobi Date: 14/1/2017

RECEIVED FROM: Moses Ndapal Natoron

Shillings: One thousand Kshs Only

on account of: Research Permit fee

Head: R-43



Item: A.T.A

Cash: Direct Deposit J.W.W

Signature of Officer receiving remittance

USD: \_\_\_\_\_  
Kshs: 1000/-

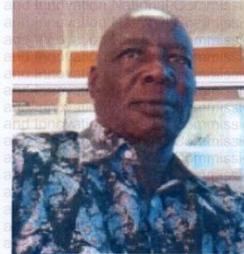
AC: \_\_\_\_\_  
No: \_\_\_\_\_

**THIS IS TO CERTIFY THAT:**  
**MR. MOSES EDAPAL NAWOTON**  
of MMUST, 0-30500 Lodwar, has been  
permitted to conduct research in  
**Turkana County**

**Permit No : NACOSTI/P/17/65782/20111**  
**Date Of Issue : 22nd November,2017**  
**Fee Received :Ksh 1000**

**on the topic: ASSESSMENT OF CASH**  
**COORDINATION ON EFFICACY OF CASH**  
**TRANSFER PROGRAMMING IN TURKANA**  
**COUNTY, KENYA**

**for the period ending:**  
**20th November,2018**



**J.P. Kalerwa**

**Director General**  
**National Commission for Science,**  
**Technology & Innovation**

**Applicant's**  
**Signature**

**ORIGINAL**

**OFFICIAL RECEIPT** **21341**

Station: **Nairobi** Date: **14/11/2017**

RECEIVED from: **Moses Edapal Nawoton**

Shillings: **One thousand Kshs Only**

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Note: **R-43**

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Check No: **J.W.W**

Signature of Officer receiving remittance

USD: \_\_\_\_\_  
Kshs: **1000/=**

AC: \_\_\_\_\_  
No: \_\_\_\_\_

**APPENDIX 8: INITIATIVES PERFORMING COORDINATION FUNCTIONS AT GLOBAL AND REGIONAL LEVEL**

<b>Initiative</b>	<b>Description</b>	<b>Main Coordination Functions</b>
inter-Agency Standing Committee(IASC) Working group,	In December 2015, the IASC Principals created a temporary working group with UN and NGO representatives in order to inform future strategic discussions and decisions on cash transfer programming in humanitarian contexts. The group was led by the World Bank, which produced a Strategic Note reviewing the key issues and options for significantly scaling up the use of cash transfer programming. IASC Principals discussed the note, including its suggestions for cash coordination, in May and June 2016	Producing research and evaluations; Defining roles and responsibilities of stakeholders; Advocating for the appropriate use of cash transfer programming at the global level

Grand Bargain Work Stream on cash	A working group dedicated to follow up on the Grand Bargain commitments on cash made by humanitarian agencies and donors. WFP and UK DFID led the group in 2016 as co-champions	Defining roles and responsibilities of stakeholders Advocating for the appropriate use of cash transfer programming at the global level
Geneva-based Cash Working Group	An inclusive, informal platform established in 2014 to enable inter-agency information sharing and to promote collaboration, also with global clusters. The group meets quarterly and is currently co-chaired by OCHA and CaLP	Defining roles and responsibilities of stakeholders; Advocating for the appropriate use of cash transfer programming at global level; Facilitating learning across emergency contexts
Cash Working Groups of Different global clusters	A number of global clusters have created fora to coordinate the use of cash transfer programs within their respective sectors; Global Food security shelter, health and WASH	Developing technical guidance and tools; Producing research and evaluations; Offering capacity building and trainings; Facilitating

clusters.

learning across emergency contexts

Initiative	Description	Main coordination functions
Cash Learning Partnership (CaLP)	<p>Established in 2005, CaLP is a global network for stakeholders involved in cash transfer programming, including UN agencies, NGOs, national governments and the private sector. It currently has 47 members. CaLP also has offices in Asia, East Africa, West Africa and North America to provide technical support and to convene regional cash working groups.</p>	<p>Building technical capacity on cash transfer programs; Developing technical guidance and tools; Producing research and evaluations; Providing surge capacity and support; Offering capacity building and Trainings; Facilitating learning across emergency contexts; Advocating for the appropriate use of cash transfer programming at global level; Offering regional coordination fora</p>

Electronic Cash A network that aims to improve and Engaging and negotiating  
 Transfer Learning scale up electronic cash transfer with major private sector  
 Network (ELAN) programs by bringing humanitarian actors; Offering technical  
 and private sector actors together in support and resources  
 partnerships.

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NGO Cash An initial discussion between a group Enhancing operational  
 Platform of NGOs aiming to strengthen collaboration; Facilitating  
 operational collaboration to deliver learning across emergency  
 cash transfer programs at scale contexts

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CashCap A roster of senior cash transfer Providing surge capacity,  
 program and market analysis experts including for cash  
 who can be deployed on short notice coordination; Building  
 to support aid agencies and to build capacity on cash transfer  
 their capacity. The Norwegian programs  
 Refugee Council (NRC) manages  
 CashCap with funding from ECHO  
 and DFID.

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High-Level Panel Ahead of the 2015 World Advocating for the  
on Cash Transfers Humanitarian Summit, UK DFID appropriate use of cash  
convened a panel comprised of transfer programming at  
global cash experts who made the global level  
recommendations on how to scale up  
cash transfer programs in  
emergencies. This initiative is no  
longer active.

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**APPENDIX 9: KREJCIE AND MORGAN TABLE**

**TABLE FOR DETERMINING SAMPLE SIZE FOR A FINITE POPULATION**

<i>N</i>	<i>S</i>	<i>N</i>	<i>S</i>	<i>N</i>	<i>S</i>
10	10	220	140	1200	291
15	14	230	144	1300	297
20	19	240	148	1400	302
25	24	250	152	1500	306
30	28	260	155	1600	310
35	32	270	159	1700	313
40	36	280	162	1800	317
45	40	290	165	1900	320
50	44	300	169	2000	322
55	48	320	175	2200	327
60	52	340	181	2400	331
65	56	360	186	2600	335
70	59	380	191	2800	338
75	63	400	196	3000	341
80	66	420	201	3500	346
85	70	440	205	4000	351
90	73	460	210	4500	354
95	76	480	214	5000	357
100	80	500	217	6000	361
110	86	550	226	7000	364
120	92	600	234	8000	367
130	97	650	242	9000	368
140	103	700	248	10000	370
150	108	750	254	15000	375
160	113	800	260	20000	377
170	118	850	265	30000	379
180	123	900	269	40000	380
190	127	950	274	50000	381
200	132	1000	278	75000	382
210	136	1100	285	100000	384

Note.—*N* is population size. *S* is sample size.

Source: Krejcie & Morgan, 1970

**APPENDIX 10: CASH BASED INTERVENTION/CASH TRANSFER PROGRAMME**

