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Disaster and cash preparedness programme in Tanzania (DP11)

Case Study

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Objective: This case study supplements the overarching evaluation report on both the general *Capacity Building for response preparedness* & the *Capacity building for enhanced response preparedness using MPC within the Great Lakes Region* projects implemented by the Belgian Red Cross-Flanders between September 2017 and February 2020 in Burundi, Tanzania and Rwanda.

This case study gathers specific lessons learned for the Tanzania Red Cross Society (TRCS) to inform future uses of CVA by the TRCS and share knowledge throughout their branch offices.

I. History of cash and voucher assistance (CVA) in Tanzania

Even though there is a 20-year long experience using CVA at scale for social protection purposes in Tanzania, the use of CVA to respond to crisis has been limited.

Since 2000, the Tanzanian government has implemented the Tanzania Social Action Fund III (TASAF III), an initiative to “increase income and consumption, improve the ability to cope with shocks, and enhance and protect the human capital of children among extremely poor populations.”¹ The programme has four components: community savings, investments and livelihood enhancing grants to increase incomes, targeted infrastructure development, capacity building to ensure adequate programme implementation and the Productive Social Safety Net (PSSN), under which the government delivers assistance in the form of conditional and unconditional cash transfers.

The PSSN reached 1.2 million poor and vulnerable households throughout Tanzania in 2017 alone. Cash is delivered in hand, at the village level under the supervision of a Community Cash Transfer Manager.²

In addition, WFP also started a cash for work programme in Dodoma.³

Prior to 2017, the TRCS had no experience with delivering cash assistance.

¹ Evans, D.K. et al. 2013. Community Based Conditional Cash Transfers in Tanzania - Results from a Randomized Trial. Washington, DC: World Bank. Accessed 11 November 2015. <<http://www.tasaf.org/index.php/media1/all-downloads/studies/236-tanzania-cct-ie-final-report/file>>.

² Tanzania Social Action Fund. 2013. Productive Social Safety Net (PSSN) Operational Manual. Dar es Salaam; TASAF. Accessed 11 November 2015. <<http://www.tasaf.org/index.php/reports/tasafdocument- archive/publications/158-tasaf-iii-pssn-operational-manual/file>>.

³ Mentioned in the proposal, but no more information available.

II. Activities implemented through the DP programme

To contribute building TRCS's capacity to respond to emergencies and more specifically to consider CVA as a default modality to deliver humanitarian assistance, the BRC-FI ran two multi-years programmes: the DPI and the DPII programmes. The primary recipients of the DPI and DPII programmes in Tanzania is the TRCS itself from HQ staff to branch staff and volunteers. Disaster affected households also benefited from the programme via pilot cash distributions and an increased preparedness at community level.

Figure 1: DP end users

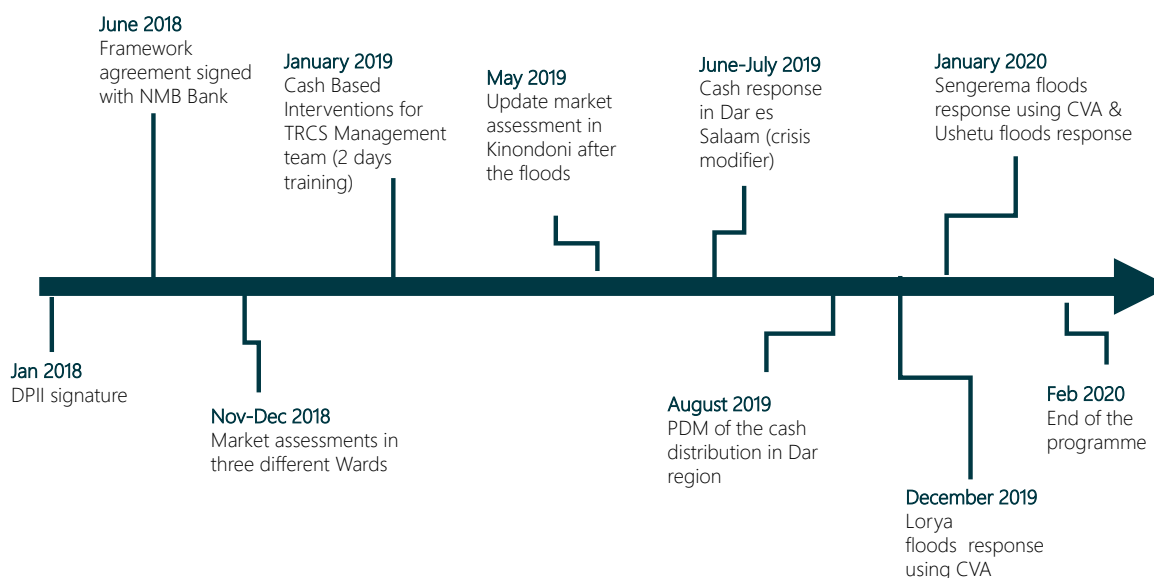


The programme considered that the local economy would be an indirect beneficiary of the programme. Each programme had its own objectives and defined action plan to achieve the desired results, each of which has indicators to measure the effectiveness of every action.

The main objective of the DPI programme, implemented in Tanzania was to **enhance the disaster preparedness capacity of the TRCS** at headquarters, regional levels and within selected communities in the districts to effectively provide humanitarian assistance.

The DPII programme, implemented in Tanzania, Burundi and Rwanda sought to build **capacity for enhanced response preparedness using multi-purpose cash transfers (MPCT)**. Its purpose was for the TRCS to reach disaster affected households using quick, well-targeted and effective MPCT to increase communities' capacity to cope with a variety of crisis situations, whether slow-onset or sudden, man-made or natural. The regions of intervention were Mwanza, Morogoro and Dar es Salaam. In Tanzania, the DPII project timeline was as follows:

Figure 2: DPII project timeline



II.1. Activities implemented under the DP General

Result 1: National Society and Disaster Management department have increased preparedness for response capacity

- To strengthen **support capacity at the HQ level**, an additional truck was procured, and a new warehouse constructed in Dodoma.
- Establishment of a proper internet network at HQ and use of smart phones.
- Purchase NFIs to renew central stock, support of operational costs related to transport insurance, fuel and any other running costs.
- A first aid training classroom was established.
- Disaster preparedness stocks were prepositioned (for about 1500 households).
- To **strengthen organizational capacity**, various trainings were planned across a variety of topics for staff and volunteers:
 - Disaster management, disaster response, information technology, first aid (FA).
- To **strengthen human resources**, 2 officers at the HQ level were trained in DM and mobile data collection, a driver was hired to manage the truck and an accountant was hired to assist in financial reporting.

Result 2: TRC branches in Dar Es Salaam, Morogoro and Mwanza have strengthened capacity to respond to disasters.

- Provision of equipment such as first aid materials and personal protective equipment.
- Trained teams: NDRT, 60 BDRT, 88 FA, CTP, KOBO Tool, CEA
 - The teams were deployed during different disaster situations for response including floods of May 2019 in Dar Es Salaam.
- The creation of a branch office in Shishani was also a big success

Result 3: Local communities have enhanced ability to effectively respond to disasters

- The project increased risk awareness among target communities.
- Mobile cinema was used as a tool for communication on disaster-related risks.

- Delivery of Information, Education and Communication (IEC) materials for disaster risk reduction sensitization sessions at the community levels were not delivered to the all the regions.
- However, no risk mappings nor contingency plans elaborated at community level were available.

Result 4: National Society engages actively with other key stakeholders in response preparedness

- Involvement of branches/volunteers in government programs and meetings.
- Volunteers' coordination meetings took place regularly.
- Exchange visits between the branches has increased experience sharing.
- In November 2018, Rwanda, Burundi and Uganda national societies visited Tanzania for an information management workshop. TRCS representatives did not traveled themselves within the region.

II.2. Activities implemented under the DPII

Activities implemented under each result are detailed below:

Result 1: the NS mapped and analysed the MPCT capacities and created an environment for integrating MPCT

- Market assessment were conducted in three region (Mwanza, Morogoro and Dar es Salaam).
- Vulnerability and capacity assessment were conducted in three regions.
- Two disaster scenarios were developed.
- A cash focal point was appointed.
- An internal cash working group was established, composed of 16 members, under the guide of Terms of Reference.
- MPCT was integrated into DM policy and strategy for the TRCS.

Result 2: The NS possesses the necessary tools, systems and resources to implement timely and large scale MPCT

- 16 staff from HQ were trained on the use of Cash and Voucher Assistance.
- 3 regional coordinators from Mwanza, Morogoro and Dar salaam and 3 Regional Committee members were trained on MPCT.
- 3 staff participated in a Red Cross Practical Emergency Cash Transfer training.
- A total of 60 volunteers were trained on CVA.
- SOPs developed: 2 different SOPs developed and tested (in urban & rural contexts).
- Feedback mechanisms, persons trained: 2 Community Engagement and Accountability (CEA) focal persons, trained staff and volunteers.
- Feedback mechanisms put in place: CEA box, CEA desk, toll free number.
- Contact signed with the Nation Micro finance Bank (NMB) & final stage of contract signature with Vodacom.
- 204 household assisted with small scale CVA pilot.

Result 3: The NS is fully engaged in communication and coordination on MPCT towards all stakeholders

- TRCS had one meeting with external partners.
- Regular meeting with the Government; Disaster Management - Prime minister Office
- TRCS had three meetings with the Tanzania Social Action Fund (TASAF).
- 3 Cash technical working group meeting were held.
- 2 lessons learnt workshops: in Zimbabwe and in Kenya, organised by IFRC in June 2018.
- CEA materials developed: 10 rectangular banners with CVA messages, 10 standing banners with CTP messages, 200 t-shirts, and one documentary.

Result 4: Crisis-modifier; pilot-test the preparedness mechanism with real-time emergency response

- Crisis modifier replaced by the real-time emergency.

III. Major changes triggered by the programme

The evaluation team conducted Focus Discussion Groups (FDGs) with Shishani and Mwaza volunteers to gather insights about how the projects affected their work as volunteers. FDGs were also held with disaster-affected beneficiaries to gather their perspectives on the programmes' effectiveness.

III.1. Programme's effect on the volunteers' professional life

III.1.1. Accountability toward beneficiaries and government officials

Overall, the implementation of the DPI and DPII programmes had a positive impact on the volunteers and their work, **improving visibility, trust, communication and accountability between the TRCS and the community, as well as within the TRCS itself.**

The use of cash increased visibility and improved the image of the TRCS. Before, volunteers received numerous complaints about the assistance received. Now, since cash proved to be more useful for the beneficiaries, they are more satisfied with the aid they receive, and cash was embraced by the community at large.

After the two programmes were implemented, the **TRCS's community acceptance increased at both the national and local levels**, to the point where community members were motivated to work with the Red Cross as volunteers and some approached volunteers inquiring about the Red Cross to learn more.

Volunteers expressed that communities had a better understanding of TRCS's: that the government relied on the TRCS to support evacuations and needs assessments in case of disaster.

III.1.2. The increased capacity of TRCS to prepare for and respond to disasters

During the implementation of the two programmes, staff and volunteers **actively collaborated with community leaders and local authorities**, which resulted in the **strengthening these relationships, better communication and more efficient collaboration between the TRCS and the local community**, as well as increased the TRCS's visibility.

Increased capacity of volunteers, soft skills

The programme also affected volunteers' attitude and work. Trainings in disaster management, first aid and CVA made them feel **more confident in their work** and increased accountability from the volunteers towards the Red Cross. Trained volunteers felt it was their responsibility to share their knowledge with the volunteers who had not been trained. Even though the programme increased the TRCS's impact within communities, volunteers expressed that further efforts need to be made to improve communication within the different TRCS departments and to train more volunteers.

The programme attracted new volunteers throughout the duration of implementation. The number of volunteers especially increased at ward level and volunteers even established sub-branches, such as in Tindiga and Mogole, in Morogoro Region. In Shishani, Mwanza region the volunteers also took the initiative to create an office for the sub-branch. As such, the programme provided a forum for volunteers to discuss and exchange ideas, experiences and challenges.

Increased equipment

One of the major achievements of the DP General was the construction of the warehouse in Dodoma. Going forward, the TRCS could store a lot more response stocks. In addition, a truck of 10mts capacity was procured, courtesy of the DP project, allowing for transportation of items to disaster-prone regions.

Many items were procured for staff and volunteers, including first aid materials and personal protective equipment. This equipment helps volunteers feel safe while responding to disasters but also more effective in providing first aid in emergencies.

III.2. Effects of the first cash distributions on the communities and the economy

Crisis affected households were satisfied with the delivery modality because **cash was more useful** than in-kind non-food items (NFIs).⁴ Cash assistance gave beneficiaries the **autonomy to decide what to prioritise** allowing them to better meet their needs and increasing their satisfaction with the assistance given by the TRCS. Participants believed that the selection process was fair and that the grant was distributed to those who were meant to receive it. They also shared that people who did not register decided not to do so because they had been disappointed with previous crisis responses and thought they would not be helped appropriately.

This programme's effectiveness and other future responses that include cash-assistance will contribute to build communities' trust in the TRCS ability to deliver. This, in turn may have positive effects on the TRCS's coverage of responses: if more people know and trust TRCS action, they are more likely to come forward for registration.

According to FGD participants in Tandale and Kigogo, CVA distribution timeliness scored higher compared to in-kind distribution. It took about one week after the crisis hit for household to receive cash assistance and two months for in-kind (e.g. uniforms, books) to be distributed. While, a one-week time span between the crisis and the distribution still does not quite meet the Red Cross goal of 72h, it is comparatively much more effective than in-kind.

Beneficiaries didn't have a clear understanding of the programme and suggested organising more information sessions. That being said, the information sessions that were held allowed community members to ask specific questions about the programme. Regarding disaster preparedness, participants mentioned that no emergency warning systems were in place, and they therefore relied completely on volunteers to alert and evacuate them.

A multiplier effect was not calculated in Tanzania. Global literature tends to show however that cash assistance may lead to positive effects on the local market. For example, a study conducted in 2007 in Malawi demonstrated that each USD injected into the economy generated a return of about 2 to 2.45 USD dollars of local economic activity.⁵

⁴ Source : FDG's with disaster affected households in Tendale, Kigogo and Shishani

⁵ Davies S. & Al (2007) A regional Multiplier Approach to Estimating the Impact of Cash Transfers on the Market: the Case of Cash Transfers in Rural Malawi: <http://onlinelibrary.wiley.com/doi/10.1111/j.1467-7679.2008.00400.x/abstract>, accessed April 18th, 2017

IV. Organisation's level of cash preparedness

IV.1. Cash preparedness within the TRCS

The level of cash preparedness was estimated based on the results from the TRCS self-assessment conducted early February 2020 and interviews with TRCS staff. Results are presented below using the IFRC cash transfer programming preparedness self-assessment tool template.⁶ Overall, TRCS team members assessed their level of preparedness as being "almost complete/consistent," meaning that almost everything is in place, with a few remaining gaps.

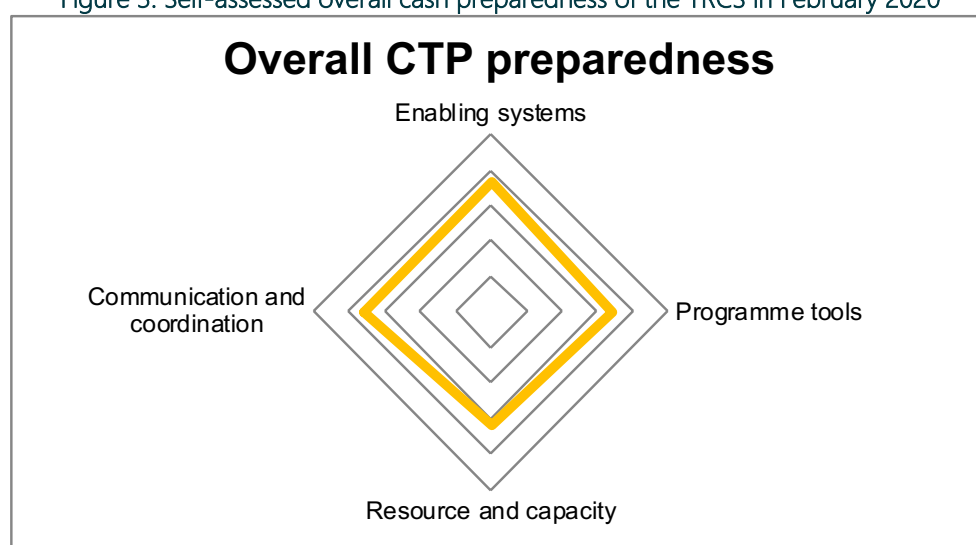
TRCS management is fully supportive of the use of CVA and within the TRCS the environment is conducive to CVA. CVA will soon be included in contingency planning, hence the **enabling systems** category had the highest score.

Programme tools have been developed and are mostly tailored to the context. A stronger information management system is needed along with wider access to technology.

Tanzania is a large big country, with different needs and regions affected by different kinds of disaster. Hence, there is still a gap in terms of **resources and capacity** to be fully prepared.

Communication and coordination have improved throughout the project lifespan and the TRCS is accountable towards its beneficiaries. The next step is to strengthen external coordination.

Figure 3: Self-assessed overall cash preparedness of the TRCS in February 2020



⁶ <http://rcmcash.org/toolkit/> - M1_1_6 Preparedness gap analysis and self-assessment

Level of preparedness

✓: Good progress

✓✓: Almost complete/consistent

✓✓✓: Standard practice/mainstreamed

Enabling systems			Programme tools		
● Vision and Strategy	● Managing Processes	● Organizational Structure	● CTP Specific Tools	● Infrastructure, Equipment and Technology	● Information Management
✓✓	✓✓	✓	✓✓	✓✓	✓
<p>Successes</p> <ul style="list-style-type: none"> Senior management buy-in regarding the use of CVA An internal cash technical working group was set up and meet regularly The TRCS is better equipped as a result of multidisciplinary teams <p>Challenges</p> <ul style="list-style-type: none"> To anchor CVA in contingency plans 			<p>Successes</p> <ul style="list-style-type: none"> Simulation exercise was great to realise conditions attached to each delivery mechanism SOP were adapted after the simulation exercise and are being finalised <p>Challenges</p> <ul style="list-style-type: none"> Volunteers lack a general understanding of market assessments tools It would be useful to have market data before response implementation Translation and dissemination of the SOP to branch offices To test SOP for vouchers Beneficiary registration while ensuring data protection measures is a challenge without a strong information management system Capacity building on information management needed to better track assistance delivered Capacity building on data analysis 		

Resources and Capacity			Communication and Coordination		
● Resource mobilization and funding	● Management and leadership	● Human resources	● Advocacy and communication	● Beneficiary communication	● Coordination and partnerships
✓	✓✓	✓✓	✓✓	✓✓	✓✓
<p>Successes</p> <ul style="list-style-type: none"> Large number of trainings delivered in the three regions High number of volunteers <p>Challenges</p> <ul style="list-style-type: none"> Lack of trained staff in the regions There was not a cash focal point per area of intervention 			<p>Successes</p> <ul style="list-style-type: none"> Tanzania Red Cross gained visibility and acceptance, the beneficiaries are satisfied with the quick service delivery and the chosen modality Participation of the PMO DM in the last cash coordination meeting, the Government expressed its willingness to move forward with formal cash coordination mechanisms 		

<ul style="list-style-type: none"> Capacity building on how to operate the technical system at the regional branches level 	<ul style="list-style-type: none"> The NMB Bank has the capacity and the sensitivity to expand its service <p>Challenges</p> <ul style="list-style-type: none"> Establish a National Cash Technical working group to define a minimum expenditure basket and align cash responses To coordinate with existing social safety net schemes (TASAF) No strong M&E system, nor people trained in M&E Complaints mechanism, Toll free number for receiving feedback to establish
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IV.2. Recommendations

Due to the diverse geographical coverage and difference in physical, social, weather and economic characteristics, different parts of the country are prone to and vulnerable to different disasters. This, in combination with differences in regional capacities before program implementation, further efforts need to be tailored to each context.

Programme tools

Encourage SOP dissemination and tailor data collection tools to the context. Now that they are approved, it is important to ensure that SOPs are translated into local languages and are understood at the districts/branch levels.

Enhance staff skills on the use of ICT and instant messaging system and provide more equipment to the NS (SIM card, tablets, computers). Branch offices should have pre-positioned relief items to improve timeliness. Beneficiary registration could be facilitated using technology which reduce the risks of duplication and strengthen the quality of data.

Capacity building

Enhance capacity building and implement learning by doing for NS staff and volunteers, especially at branch office level. Staff benefited from the DPI and DPII simulation exercises. Simulations and programme pilots are key to test the SOPs, financial systems, data collection tools, communication processes and coordination mechanisms. Thus, SIMEX and pilots are a good practice to replicate. When possible, it would be helpful to include a practical exercise as part of the trainings, as volunteers can benefit from this approach to retain knowledge. Follow-up training is also an alternative. Further, encouraging capacity building activities such as online training and peer support can assist from a financial approach, this can be done with few resources. Electing a number of volunteers as cash champions for the branches will allow the knowledge to remain in-house and encourage newcomers.

External coordination

Continue collaboration with local authorities and seek to involve them in early stages of the programme. Advocate for the establishment of a national cash working group and offer technical support. Support the definition of a national minimum expenditure basket (MEB).

Because there is no MEB for the country there were no backed up determinants to decide on an effective amount of cash to be given per household and another determinant has to be found.

Community engagement accountability

Establish strong complaints and response mechanisms (CRM) to ensure accountability towards affected communities. The NS should consider diversifying the complaint and feedback channels available, as well as ensuring that the mechanisms remain available even once the project is over. Ideally, NS should have pre-positioned CRMs ready (for instance: complaint boxes ready to be deployed and flyers explaining how they work; have a hotline number operating irrespective of the crisis stage, etc.).

Attract volunteers and retain new volunteers through the development of training centres and support volunteers in establishing alternative income-generating activities to fund the branch offices. Supporting development of the branch office may be a way to engage them further. Volunteers should also benefit from sufficient equipment and transportation to reach affected communities.

V. Annexes

V.1. Acronyms

BDRT	Branch Disaster Response Team
BRC-FI	Belgian Red Cross-Flanders
CaLP	Cash Learning Partnership
CVA	Cash and Voucher Assistance
DM	Disaster Management
DP (I, II)	Regional disaster and cash preparedness programme (I or II)
DRR	Disaster Risk Reduction
FGD	Focus group discussion
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
MEB	Minimum Expenditure Basket
MPC	Multipurpose cash transfers
NDRT	National Disaster Response Team
NS	National Society
PMO	Prime Minister Office
SOP	Standard Operating Procedures
TASAF	Tanzania Social Action Fund
TRCS	Tanzania Red Cross Society

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