

# CASH & MARKETS

## Learning Event

Berlin | 24-25 January 2018



## EVENT REPORT

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### 1. Event Background

The global humanitarian community increasingly views market-based programming (MBP) and cash-transfer programming (CTP) as an effective and scalable response to address humanitarian needs of affected people.<sup>1</sup> Commitments under the Grand Bargain of the World Humanitarian Summit 2016 (WHS) recommend that ‘cash should be considered equally and systematically alongside other forms of humanitarian assistance, and where cash is considered feasible, it should be the preferred and default modality’. While the assumption that ‘cash’ could have the greatest impact and the highest cost-effectiveness when delivered as multi-purpose or -sector transfers is widely acknowledged, it seems also obvious that ‘cash’ is not a silver bullet and cannot not solve all problems. In most cases, complementary humanitarian interventions are needed to support the capacity of local market systems to deliver critical goods and services or to strengthen the broader market services and infrastructure or relevant regulatory frameworks.

In 2015, the Global WASH Cluster (GWC) identified the need to facilitate a sector-wide dialogue aiming to strengthen the understanding of ‘markets & cash’ and to identify opportunities and the challenges of the modalities for the WASH sector. In 2016, a Technical Working Group ‘Cash & Markets’ (TWiG) was established

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<sup>1</sup> In 2016 an estimate of 10,3 % (2.8 billion USD) of humanitarian assistance globally (27.3 billion) was delivered in the form of cash, the share in the WASH sector is most likely far below that (Calp 2018: The State Of The World’s Cash Report, 2018 - <http://www.cashlearning.org/downloads/calp-sowc-report-web.pdf> )



and a [position paper](#) with six key-recommendations for the way forward in the WASH sector was published by the GWC. Because of a poor evidence base, the GWC felt not well prepared to influence the ‘cash agenda’ and to resist against the push for cash and recommended that the WASH sector should actively engage in the dialogue and ensure that WASH-stakeholders and expertise is adequately represented in relevant forums and coordination bodies on all levels.

The use of cash has undergone significant changes at the field level with the uptake of multi-purpose-cash grants (MPGs). In particular the formation of diverse technical cash working groups (CWGs) raises questions around how the clusters and its partners can provide technical and strategic support to the use of cash modalities in humanitarian response and what structures are needed to facilitate these outcomes. In early 2017, the TWiG convened a first inter-sectoral meeting in Geneva aiming at strengthening the dialogue around cash coordination, with participation of four other global clusters (health, nutrition, protection and shelter).

Because significant progress has been made through various initiatives since then, the GWC TWiG has decided to invite to this ‘Cash in Markets – Learning Event’, hosted by the German WASH Network in Berlin in January 2018 with the kind support of the German Federal Foreign Office. Participants included humanitarian cash and markets, WASH, as well as shelter experts from several INGOs, UN agencies, think tanks, global clusters as well as donor agencies. The objectives of the event were set as follows:

## 2. Event Objectives

- 1 To take stock on the the recommendations of the GWC ‘cash and markets’ position paper
- 2 To review actions and update on deliverables from the January TWiG 2017 meeting in Geneva
- 3 To share the lessons learnt, opportunities, challenges, and developments from ongoing initiatives in cash and markets across sectors
- 4 To address technical representation during coordination and design of multipurpose cash responses (inclusive of assessments, design, implementation, monitoring and evaluation, coordination etc.)
- 5 To reflect and agree on the priorities for 2018 TWiG work plan

## 3. Event Summary

### 3.1 Update: GWC Position Paper and Technical Working Group - [Link to Presentation \(pdf\)](#)

The first session started with an introduction to the event and the topic and was used to getting to know each other in an interactive way. Thereon the GWC deputy coordinator Franck Bouvet presented the [GWC position paper](#), to take stock on the recommendations and their progress to date. Although progress has been made, he pointed out that the six recommendations are very ambitious, that initial knowledge and capacities have been limited and the resources available have been scarce. For recommendation 1 “strengthening programme decision making through the collection and dissemination of sector evidence and learning” important foundations have been laid. Initiatives from partners have collected a significant number of materials and the TWiG put a repository in place. Still missing are agreed criteria, standardized procedures for the review and selection and an open online platform for the dissemination.



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The systematic promotion of market assessments and analysis (recommendation 2) remains a shortfall. Even though individual partners like Oxfam (s. below) and multi-stakeholder initiatives like the Basic Needs Analysis (s. below) have made notable progress, a systematic approach and a WASH specific methodology / guidance remains a demand.

Some progress has been made under recommendation 3 “Addressing the programme quality standards, monitoring and evaluation” through initiatives of partners (e.g. Oxfam’s M&E framework) and the ongoing TWiG initiative to develop a standardized set of minimum indicators for WASH outcomes in cash responses.

Significant progress has been made under recommendation 4 “Capacity Building” through the integration of the topic ‘cash and markets’ in the newly developed GWC learning and training strategy and a collaboration with CaLP for the development of an according ‘cash and markets for WASH training package’. Current demands are the mobilisation of financial resources and partners for the piloting and the roll out of the training package in 2018/19.

Under recommendation 5 ‘Working with others’ serious effort were undertaken to facilitate a multisector dialogue around the topic. As important follow-ups to the 2017 Geneva meeting a joined [advocacy paper](#) was released with the Global Shelter Cluster and the UNICEF-led clusters have initiated a closer dialogue with each other. The Global Cluster Coordinators Group (GCCG) has put cash coordination high on their agenda and in a first step carried out a study / mapping exercise about Cash Working Groups (CWGs), their TORs, structures and linkages to humanitarian response structures including the clusters.

Ethical issues are addressed as cross-cutting issue in most of the work pieces (recommendation 6). A critical gap remains in the systematization of post-distribution monitoring (PDM) to identify ethical issues of affected populations associated with MBP, CTP or MPG.



After that, Jenny Lamb (Oxfam), lead of the TWiG informed about the **TWiG priorities and the draft workplan** for 2018, thereby pointing out that the event represents the opportunity to refine further:

- 1 Complete capacity building materials in ‘cash and markets’
- 2 Knowledge management, with an online-platform for dissemination
- 3 Guidance for market based programming in WASH (i.e. key references, top guiding questions per project cycle, indicators, examples per sub sector in WASH, decision tree, risk and mitigation matrix)
- 4 WASH outcome indicators for cash (MPGs/MCA)
- 5 Evidence building (Inform about risks, limitations, opportunities, success. Increase capacity and motivate the understanding of MBP / CTP)
- 6 Coordination and practical work streams with other sectors, cash sectors and cash working groups

**Group discussions and workshop sessions** - Prior to the meeting, the TWiG highlighted five key areas in which humanitarians currently face major challenges in regard to the use of ‘cash and markets’ in humanitarian response. The event agenda was developed around these five areas.



- 1 Empirical evidence
- 2 Institutionalisation / integration of cash and markets into humanitarian response
- 3 Cash & inter-cluster coordination
- 4 Measurement of outcomes
- 5 Programme quality assurance

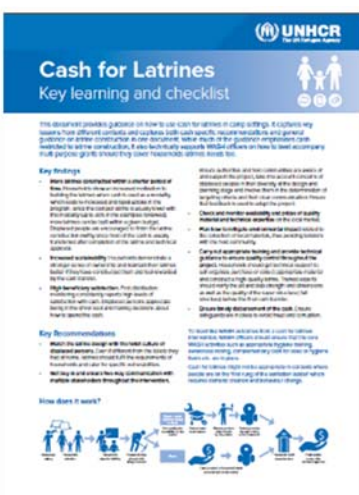
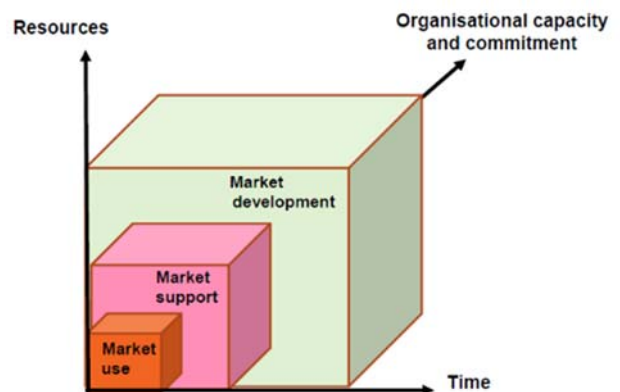
During the different sessions, all five areas were subject of input presentations as well as of workshop sessions, including group works and open plenary discussions. In the group works attendants were asked to collate current gaps and challenges as well as actionable recommendations that can be implemented by those present at this meeting.

### 3.2 Evidence to Support the Effectiveness of MBP / CTP

#### Oxfam's Learnings from OFDA Project - [Link to Presentation \(pdf\)](#)

In a first presentation Jonathan Parkinson and Tim Foster presented Oxfam's learning from a multiyear OFDA funded programme with interventions in five countries, with the aim of promoting the uptake of MBP through enabling agencies and governments to utilize market mapping and analysis.

The programme found that different approaches of MBP (use, support, development of markets) applied in different contexts and stages of the emergency response cycle require varying organisational considerations related to staffing, resources and strategic organisational commitment, including long-term funding, capacity development and coordination. Multi-disciplinary teams and inputs from other professions (e.g. finance, procurement, logistics) were needed. Market assessments in protracted crisis required more in-depth and analytical approach than a more rapid assessment in a response to acute crisis. Stronger demands for inter-agency coordination were observed, mainly resulting from the need to create buy-in, advocate for change processes, integrate market and local actors and allocate funding to them. [Link to Presentation \(pdf\)](#)



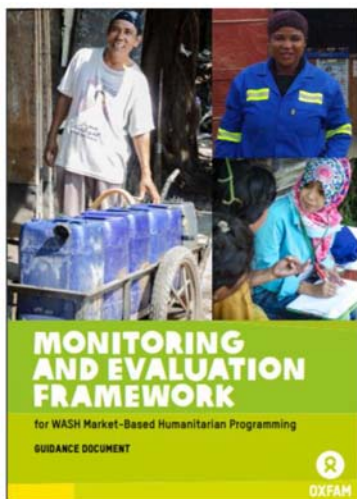
#### UNHCR Initiatives - [Link to Presentation \(pdf\)](#)

Franklin Goley provided an overview about UNHCR's ongoing initiatives around 'cash and markets' and WASH, which has two components: the first focus on the development of practitioner oriented guidance, based on collected case studies. The second is a research study about sectoral outputs of MPGs. Initial findings of the research show a lack of evidence on the effectiveness of MPGs in delivering WASH outcomes (e.g. amount spent on water or sanitation) and that cash cannot substitute the software side of WASH (e.g. behaviour change) and address all quality and protection issues. The scope for greater complementarity between cash and sector specific programming is high.



## Save the Children / ODI Study - [Link to Presentation \(pdf\)](#)

Katrice King presented an ongoing study designed by Save the Children and commissioned to ODI, aiming to generate new evidence from five WASH interventions that used aspects of MBP with a focus on CTP (vouchers for WASH, conditional transfers). As a result of the coordination with the TWiG, the study was focused on sanitation and hygiene, while the UNHCR study focus more on water supply. Indicative findings show successes (conditional cash transfers increased the buy in of recipients in latrine construction; vouchers improved regularity of desludging services; reduction of tension between beneficiary and host population through the stimulation of the local market), but also challenges (women preferred hygiene vouchers over cash, as men would spend cash on non-hygiene items; suppliers of hygiene items accused for cheating with sub-standard products). The organisational considerations were similar to Oxfam's above: while agency staff work load in total decreased in cash interventions, single aspects of the new modalities created high pressure on staff time and delays in implementation. The integration, roles and responsibilities of different teams is a common challenge, as most WASH implementers are relatively unexperienced with cash and vouchers.

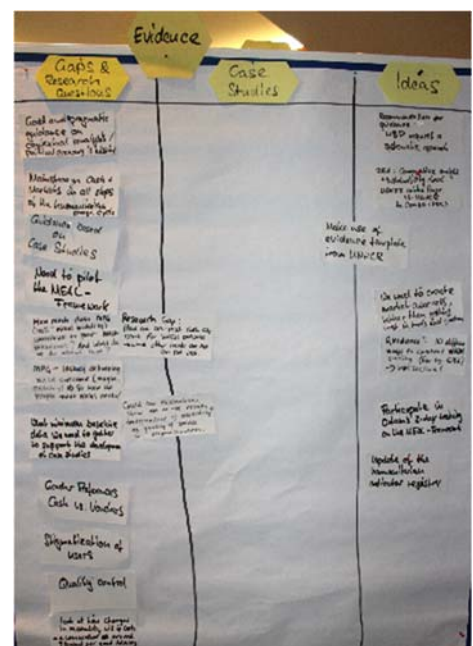


## 3.3 MEAL framework - [Link to Presentation \(pdf\)](#)

The evidence building and the need to demonstrate the benefits associated with MBP (better choice, dignity, efficiency, effectiveness, etc) requires a consistent approach for monitoring, evaluating market based programmes, and comparing with non-market based approaches. With this aim in mind, Oxfam set out to develop a robust M&E framework and associated ICT applications to support market-based programming and build the evidence-base for market-based approaches. The presentation focused on the framework, the indicators and the software to facilitate its application. Oxfam offered to make the draft MEAL framework available to the sector as a whole and to support agencies who are willing to pilot it. The agencies were invited to join in Oxfam's two-day training on the MEAL framework.

## Session 2/3 – Plenary Discussion

After each input facilitated plenary discussions were used to identify research gaps and questions, according case studies and new ideas. The effectiveness of cash modalities in delivering WASH outcomes remains the most important gap, but also the quality and sensitive issues like gender preferences (cash vs. vouchers) or the stigmatization of users in voucher programmes needs to be researched. The need for sector specific and very practical guidance based on case studies / evidence was expressed. For the collection of case studies a better-streamlined approach was demanded, such as through the provision of standardized templates (e.g. UNHCR evidence template), quality criteria and indicators for minimum baseline data by the clusters. CaLP is working on sector-specific evidence maps, which also provide an interesting format for the dissemination of evidence. The piloting, revision and the subsequent mainstreaming of the MEAL framework was considered a critical step forward for the building of robust evidence and quality control in the future. Apart from these demands,





it has been widely acknowledged that we need to create market awareness among people rather than getting lost in the development of tools and guidance.

### 3.4 Inter-sectoral Discussion

In order to facilitate an inter-sectoral /-cluster discussion has invited several Global clusters as well as UN OCHA to the event. As it became clear in advance that only the Global Shelter Cluster (GSC) and UN-OCHA will be represented at the event the TWiG decided that the exchange around cash coordination with other clusters remains critical and needs to be continued. Hence Stefan Bumbacher from CaLP has contacted nine other Global clusters prior to the meeting and introduced the current status of cash in other sectors. CaLP and CashCap are currently developing cash coordination guidance for cluster coordinators in close collaboration with OCHA and the GCCG. This provides an opportunity for the streamlining of different initiatives of different clusters.

The priorities and work pieces of the shelter, protection, education and nutrition are very similar to those of the GWC. The direct exchange with the GSC helped to identify a serious of opportunities. The GSC secured ECHO funding via consortium to improve their surge capacity with a strong cash and markets component (ECHO cash champions). To increase the capacity and buy in of the agencies in the consortium the GSC sent out an EOI to all members to gauge their interest in specific work streams. The GWC and the GSC agreed to follow up on the joint advocacy paper (dissemination, discussion with donors) and to explore further synergies, like a potential collaboration in the development of guidance and trainings. Meanwhile the Global Health Clusters seems to pull back: Many health experts have strong doubts that any response in the health sector can or should be based on market programming principles. Nonetheless, the Global Health Cluster is very much interested to be connected with coordination around 'cash and markets'. Andre Griekspoor (WHO) shared the view that most cash in health will be sector specific rather than part of a MPGs (targeted service/commodity vouchers or targeted UCT with a recommitment to seek a specific service), but that there are important connections and overlaps, where health can benefit from cash transfer platforms (e.g. inclusion of health in HH surveys that look at expenditures, both in assessments and PDM).

#### **UNICEF's Approach to Cash - [Link to Presentation \(pdf\)](#)**

The first day ended with presentation of Laure Anquez on UNICEF's approach to cash as a multi-sector & multi-mandate agency. UNICEF supports the use of cash in humanitarian assistance, but with a flexible approach in regard to the modalities (restricted / unrestricted / child grants) and the services provided alongside. Where feasible UNICEF's aims to use existing national protection systems, rather than creating new cash delivery systems.

### 3.5 Challenges: Institutionalisation & Inter-Cluster coordination - [Link to Presentation \(pdf\)](#)

The first session of the second day was introduced with a presentation of Thomas Byrnes, co-lead of the CWG Yemen, about the challenges of cash coordination in Yemen. Cash is small compared to in-kind and voucher programming in Yemen but rapidly scaled up. Yemen has no dedicated cash coordination structure. The CWG sits under the Inter Cluster Coordination Mechanism (ICCM) and has a mandate to undertake technical work and provide guidance and advocacy. All coordination is cluster led, an approach which works well as long as cash is delivered in sectors and not in multi-sector grants. Currently it is not possible to understand easily the total amount of cash transfers being undertaken as no systematic mechanism for the reporting of MPGs is in place and the reporting of the 4Ws by the clusters is not disaggregated by modality. In Yemen needs assessments are not undertaken in a multi-sectoral manner. OCHA is working with the clusters and the ICCM to support them,

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but clear mandates and guidance are still missing due to ongoing discussions on the cash architecture at the global level.

The current humanitarian architecture seems not fit for purpose and it is difficult to facilitate change as most actors want to protect existing structures. So questions persist: Who owns cash, who implements MPGs and who leads cash coordination? Participants expressed that more courage and 'blue sky thinking' are needed in the adjustment of the humanitarian architecture. Also the clusters need to rethink coordination: which capacity and skillsets are needed and how can we create the flexibility to adapt to changing conditions (e.g. training of cluster coordinators). For agencies joint multisector needs assessments are an entry point for a more coordinated approach during the response, but this requires a commitment to interagency and multisector response analysis and choice of modality. The avoidance of duplication and multiple assessments could be promoted as an incentive to agencies to participate.



## 3.6 Challenges: Programme Quality & Measurement of Outcomes - [Link to Presentation \(pdf\)](#)

The second session of day 2 was inspired by an input of Francesca Battistin (Save the Children) on two new guides developed under the ERC consortium funded by ECHO: the Basic Needs Assessment (BNA) and the Response Option Analysis and Planning (ROAP). The consortium aims to fill two major gaps: First, there is no agreed-upon methodology for clusters 7 sectors to jointly and impartially assess, compare and analyse response options and select the best ones from people's need and perspective. Second, there is no methodology to inform mixed-modality responses. The piloting in Bornio, Nigeria and Ethiopia show that the BNA and ROAP are process heavy, time and staff intensive methodologies, which require commitment of high number of actors from different sectors. The late or incomplete formation of the task teams, composed by two sector experts plus two information manager per sector as well as cash and protection experts and the continue participation its members have been an issue. It was stressed that clusters need to engaged for the start (e.g. to recommend experts and coordinators) and that the process has to be facilitated by a neutral, external professional who is proficient in 'cash and markets'. To inform the humanitarian response as direct as possible the implementation should be done before the humanitarian response plan (HRP).

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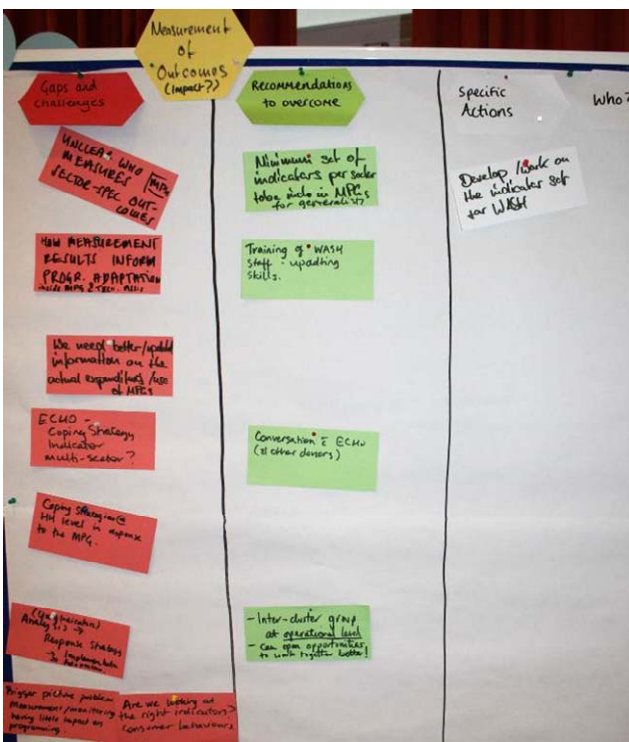
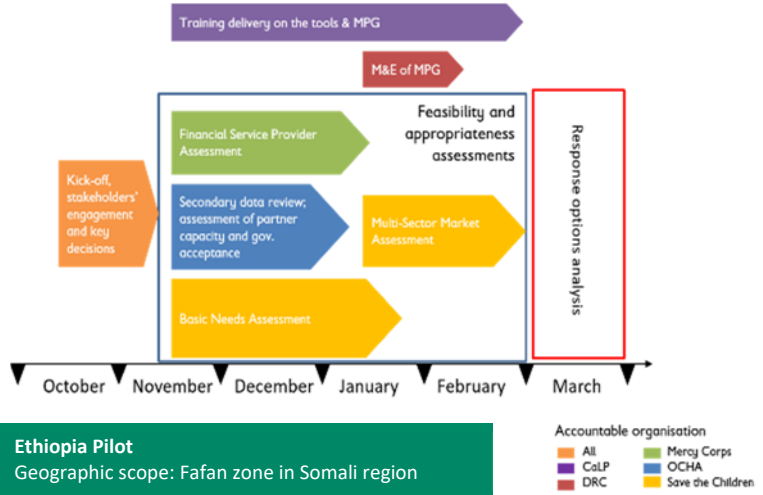
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It was recommended to make use of the lessons from the BNA to also adapt the Multi-Cluster/Sector Initial Rapid Assessment (MIRA) for rapid onset scenarios and to develop an outcome focused decision tree allowing for mixed modalities and phasing.

The strengthening of market assessments and response analysis have been key recommendations in the group discussions on how to improve / assure a) the quality of response and b) the measurement of outcomes. Herein the clusters have an

important to play as they are the natural links between agencies and potentially to other sectors, even if there is room for improvements in the inter-cluster/-sector coordination. They provide the forum to develop and/or agree on the assessment and response analysis tools, the indicator sets and MEAL frameworks to be used in 'cash and markets' and should lead on the mainstreaming these. They can insist that WASH indicators are used in MPGs and included in the market and price monitoring. This role also applies to the definition of 'quality' as the interpretation varies between agencies. On the activity level an increase of efforts in the capacity development were recommended by both groups. Cross-sectoral initiatives, such as a combined training programs for cluster coordinators and field staff between WASH & Shelter, can help to reduce efforts and costs, while at the same time helping to increase staff knowledge beyond the own sector. To make WASH and other sectors ready for 'cash and markets' funding for capacity building should be included in all relevant proposals and donors should be willing to fund it. The recruitment of new profiles and cross-team learning and working can speed up the process.







## 3.7 Opportunities to Collaborate & Priority Workstreams

The last workshop session was used to prioritize recommendations and tangible actions from the prior sessions. The table below lists all recommendations, which were prioritized by the four groups:

No°	Recommendations	Actions	Tally
1	Develop and agree on indicator sets per sector to be used in 'cash and markets'	<ul style="list-style-type: none"> <li>- To be developed by each cluster, potentially with support from CaLP</li> <li>- Coordinated via the GCCG Cash Task Force</li> <li>- Mainstreaming of indicators via the clusters</li> </ul>	4
2	Increase capacity building within and across sectors	<ul style="list-style-type: none"> <li>- Combined (multi-sector) training program for cluster coordinators and field staff (e.g. for WASH &amp; Shelter)</li> <li>- Plan a meeting between Global Clusters to coordinate and streamline capacity building efforts (incl. coordinators / TWiG members)</li> </ul>	3
3	Improve and mainstream multi-sector and inter-agency assessments and response analysis	<ul style="list-style-type: none"> <li>- Design an outcome focused decision tree allowing for mixed modalities and phasing</li> <li>- Ingerate 'cash and markets' into the Multi-Cluster/Sector Initial Rapid Assessment (MIRA) methodolgy</li> <li>- Agree in the clusters which tools should be used</li> </ul>	3
4	Provide effective advocacy around programme quality and the use of mixed modalities	<ul style="list-style-type: none"> <li>- Design advocacy messages which insist on the integration of sectoral expertise in the design of all programming</li> <li>- Provide justification of your choice of modality and make the case of when cash and cash++ is needed</li> </ul>	1
5	Build a strong evidence base and make use of it in the development of practical guidance	<ul style="list-style-type: none"> <li>- Develop and implement an evidence building plan</li> <li>- Clusters should agree on a streamlined approach and provide standardised templates for the collection of evidence</li> <li>- Provide an online platform for the dissemination of evidence and guidance in WASH (create new vs. make use of existing knowledge hubs like SuSanA)</li> <li>- Pilot the Oxfam MEAL framework and provide feedback for the revision</li> </ul>	1



## 4. Event Agenda

### Day 1 - Wednesday 24.02.

Welcome Coffee

Session 1	<b>1 Welcome and Introduction</b>	
	<ul style="list-style-type: none"> <li>Welcome Remarks</li> </ul>	Thilo Panzerbieter, German WASH Network Demjan Vinko, German Federal Foreign Office
	<ul style="list-style-type: none"> <li>GWC Position Paper "Cash and Markets In The WASH Sector" - taking stock of the recommendations</li> </ul>	Frank Bouvet, Global WASH Cluster
	<ul style="list-style-type: none"> <li>GWC Technical Working Group Cash &amp; Markets – Initiatives, Progress and Outlook</li> </ul>	Jenny Lamb, Oxfam GHT / Lead of TWiG

Coffee/Tea Break

Session 2	<b>2 Evidence to Support the Effectiveness of Market-Based-Programming I</b>	
	<ul style="list-style-type: none"> <li>Oxfam's experiences from OFDA funded programme</li> </ul>	Jonathan Parkinson, IMC Worldwide Tim Foster, Oxfam GHT
	<ul style="list-style-type: none"> <li>UNHCR Study</li> </ul>	Franklin Golay, UNHCR

Lunch

Session 3	<b>3 Evidence to Support the Effectiveness of Market-Based-Programming II</b>	
	<ul style="list-style-type: none"> <li>ODI / Save the Children Study</li> </ul>	Katrice King, Save the Children
	<ul style="list-style-type: none"> <li>Oxfam's M+E framework for collecting evidence on Market-Based-Programming</li> </ul>	Jonathan Parkinson, IMC Worldwide

Coffee/Tea Break

Session 4	<b>4 Inter-Sectoral Discussion</b>	
	<ul style="list-style-type: none"> <li>Status of Cash &amp; Markets in different sectors and multi-sectoral initiatives</li> </ul>	Stefan Bumbacher, CaLP
	<ul style="list-style-type: none"> <li>UNICEF's approach to cash as a multi-sector &amp; multi-mandate agency</li> </ul>	Laure Anquez, UNICEF
	<ul style="list-style-type: none"> <li>Identifying common issues, demands and potential synergies</li> </ul>	

End of Day 1



## Day 2 - Thursday 25.01.

Welcome Coffee

Session 1

<b>5 Challenge: Institutionalisation &amp; Inter-Cluster coordination</b>	
<ul style="list-style-type: none"> <li>Case Study: Cash Coordination in the Yemen Response</li> </ul>	Thomas Byrnes, Cash & Market WG Yemen
<ul style="list-style-type: none"> <li>Group discussions</li> </ul>	

Coffee/Tea Break

Session 2

<b>6 Challenge: Programme Quality &amp; Measurement of Outcomes</b>	
<ul style="list-style-type: none"> <li>Case Study: Basic Needs Assessments in Nigeria and Ethiopia</li> </ul>	Francesca Battistin, Save the Children
<ul style="list-style-type: none"> <li>Group discussions</li> </ul>	

Lunch

Session 3

<b>7 Opportunities to Collaborate &amp; Priority Workstreams</b>	
<ul style="list-style-type: none"> <li>Reporting back from groups discussions</li> </ul>	
<ul style="list-style-type: none"> <li>Prioritization of identified recommendations and specific actions</li> </ul>	

End of Event

## 5. Group Picture





## 6. Participant List

Name		Organisation
Anquez	Laure	UNICEF (WASH)
Bastable	Andy	Oxfam
Bauer	Rick	Norwegian Refugee Council
Bouvet	Franck	Global WASH Cluster
Bumbacher	Stefan	CaLP
Clemens	Juergen	Malteser International
Dyer	Kit	NCA
Fechner	Rene	ADRA Germany
Forster	Tim	Oxfam
Gensch	Robert	German Toilet Organization
Golay	Franklin	UNHCR (WASH)
Gonzalez Otalora	Celia	ACF
Harvey	Peter	UNICEF
Heyer	Antje	BORDA
Kennedy	Jim	Consultant
King	Katrice	Save the Children
Krewenka	Nikolai	Malteser International
Loh	Julian	Help - Hilfe zur Selbsthilfe
Machel	Saskia	German Toilet Organization
Michot	Aysa	ECHO
Mika	Jürgen	Welthungerhilfe
Morgenstern-Kennedy	Bettina	UNHCR (Shelter)
Nicolini	Davide	UNHCR (Shelter)
Lamb	Jenny	Oxfam
Lang	Juliet	OCHA
O'Reilly	Marion	Oxfam
Panzerbieter	Thilo	German WASH Network / German Toilet Organization
Parkinson	Jonathan	IMC
Porteaud	Dom	Global WASH Cluster
Roberson	Stephanie	Oxfam
Rueck	Johannes	German WASH Network
Saul Wallusche	Rolando	CRS
Shaylor	Esther	Oxfam
Sophonpanich	Wan	International Organisation of Migration (IOM)
Stahl	Franziska	Sign of Hope
Stoffel	Eveline	Plan Germany
Ulbrich	Tobias	BORDA
Vinko	Damjan	German Federal Foreign Office
Weatherall	Jennifer	CRS
White	Tom	DfID
Zarins	Jake	Habitat for Humanity

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