



# Regional Roadmap for Cash & Voucher Assistance 2025 - 2027

Regional Office for Europe and Central Asia

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# ACRONYMS AND ABBREVIATIONS

**CEA** - Community Engagement and Accountability

**COP** - Community of Practice

**CVA** - Cash and Voucher Assistance

**DRR** - Disaster Risk Resilience

**FSP** - Financial Service Provider

**IFRC** - International Federation of Red Cross and Red Crescent Societies

**IM** - Information Management

**MoU** - Memorandum of Understanding

**NGOs** - Non-Governmental Organisations

**NSs** - National Societies

**PECT** - Practical Emergency Cash Transfer

**PDM** - Post Distribution Monitoring

**PNSs** - Partner National Societies

**PSEA** - Prevention of Sexual Exploitation and Abuse

**RCRC** - Red Cross and Red Crescent

**RRMS** - Rapid Response Management System

**SADDD** - Sex, Age, and Disability Disaggregated Data

**SOPs** - Standard Operating Procedures

**WASH** - Water, Sanitation, and Hygiene



## A. INTRODUCTION

### PURPOSE

The Cash and Voucher Assistance (CVA) Roadmap is a key tool for RCRC National Societies (NSs) and IFRC in the Europe and Central Asia region to better frame the objectives, milestones and action points for CVA localisation and mainstreaming during 2025-2027. It can also guide on the key initiatives that NSs and IFRC can undertake and collaborate on to further become a recognised leader in the CVA space and to deliver CVA in a timely, scalable and accountable manner.

### ALIGNMENT

This Roadmap aligns with IFRC's commitment to provide 50% of its humanitarian assistance through CVA by 2025 and with the [Movement 2030 CVA Strategic Framework](#), which states our ambition that CVA becomes a default response option across all sectors and programmes. This requires building on the ability of the NSs to deliver cash locally, and in coordination with governments and other cash actors. The roadmap is also in congruence with the objectives and priorities of the IFRC Global CVA Roadmap, along with the CVA Roadmaps implemented in other IFRC regions. It was developed in close consultation with NSs in the region who comprise the CVA Community of Practice, regional IFRC colleagues across all technical areas and with the IFRC Global Cash Team.



## B. STATUS OF CVA

### CONTEXT

This is the second iteration of a CVA Roadmap for the IFRC Europe region, with a previous version developed in 2018-19 with inputs from National Societies. With the [Ukraine and Impacted Countries Appeal response](#), there was a [regional CVA operational strategy](#), which focused on the implementation of multipurpose cash, followed by more targeted sectoral cash, then CVA institutional strengthening for NSs to improve their ability to deliver cash.

The institutional strengthening component of this strategy, along with pre-existing NS preparedness initiatives throughout the region, has led to twenty-one NSs engaging in and progressing upon their [CVA Preparedness journey](#) to become Cash Ready NSs.

In parallel, a CVA Regional Community of Practice (COP) has been active since October 2023 with representatives from thirty-six National Societies, along with the initiation of sub-regional COPs in both Central Asia and in Central & South-Eastern Europe. To further our readiness for response, as of the beginning of 2025 there are a total of forty-four PECT trained staff from the region that are deployable through the IFRC Rapid Response Management System (RRMS).



## C. VISION

### **NATIONAL SOCIETIES ARE PREPARED AND ABLE TO INDEPENDENTLY DELIVER CVA TO DISASTER AND CRISIS AFFECTED INDIVIDUALS IN A TIMELY, SCALABLE AND ACCOUNTABLE MANNER.**

To achieve this vision, CVA coordination and implementation is led in a sustainable manner by NSs through institutionalisation of CVA procedures, systems and tools, staff capacity building, and appropriate resourcing across the following three focus areas:

1. Cash Preparedness
2. Cash in Emergencies
3. Cash Innovation

In the section that follows, the Strategic Objectives, Outcomes, Milestones and Action Points that NSs, with IFRC and other Movement partners' support, can undertake to become cash ready or enhance and sustain their cash readiness are defined. Based on their context, capacity and current state of CVA readiness, NSs can then assess, prioritise and commit resources to those Action Points that will further enable them to meet our collective CVA Vision. In turn, this can then provide a foundation for developing their individual NS cash action plans and furthering their engagement with and support from Movement and external partners.





## D. STRATEGIC OBJECTIVES, OUTCOMES, MILESTONES, AND ACTION POINTS

Objective 1: Localisation of CVA based programming and mainstreaming by National Societies	
Outcome: National Societies are “Cash Ready” and thus able to implement CVA independently	
Milestones	Action Points
1) NSs have undertaken and/or completed a CVA Preparedness Plan of Action	a) CVA Preparedness is prioritised by NS leadership and mainstreamed as part of the NS Disaster Management strategy. Internal advocacy and technical guidance for realisation of this action point is provided by relevant stakeholders.
	b) Linkages between CVA Preparedness, NS Strengthening and the NSs overall strategic and operational plans, and Preparedness for Effective Response are established, and complementary activities are identified and acted upon. These linkages are incorporated into the NSs Unified Plans to ensure that the priority actions are reported upon and resourced.
	c) NSs should conduct contingency planning related to the funding of their CVA Preparedness journey, which can be a 3–4-year process, to help ensure the ability to complete all planned CVAP activities and become Cash Ready.
	d) IFRC and PNSs provide coordinated and complementary support to NSs to plan and complete their respective CVA Preparedness Plans of Actions.
	e) NSs that have completed the CVA Preparedness journey ensure that their cash readiness is maintained and sustained through monitoring the need for adaptation of their CVA plans, systems and resourcing, by conducting pilots or simulations, updating framework agreements and identifying any additional investments needed.
2) NSs have a core of trained CVA staff to implement CVA and act as a Trainer of Trainers for branches and new staff	a) Staff CVA competencies mapping, Human Resources gap analysis and capacity building plans are developed by NSs, and appropriate resources are allocated.
	b) Training courses (remote and in-person) are identified, and key staff are enabled to build their capacity as well as serve as trainers.
	c) NSs designate CVA technical focal points with defined roles and responsibilities and establish a CVA multi-functional team (Programmes, Finance, IM, CEA, Logistics and other key stakeholders) with CVA roles integrated into core staff functions.

## Objective 1: Localisation of CVA based programming and mainstreaming by National Societies

### Outcome: National Societies are “Cash Ready” and thus able to implement CVA independently

Milestones	Action Points
<b>3) By having undertaken preparedness actions, CVA is systematically considered by NSs as a viable modality/tool across sectors</b>	a) CVA is considered as a standard, cross-sectoral modality/tool within NSs contingency plans and response strategies.
	b) CVA technical leads are routinely part of disaster & crisis field assessment teams.
	c) SOPs for CVA are established and regularly updated to enable effective start-up and implementation of programmes.
	d) Advocacy efforts are undertaken to promote the benefits of CVA amongst key NS stakeholders and other partners, highlighting successful pilot initiatives and case studies to strengthen support for CVA as a core response modality.
<b>4) NSs have the institutional capacity to independently deliver CVA based programmes in a timely, scalable and effective way</b>	a) NSs continuously develop and test CVA related systems, tools and procedures and have the appropriate human resources in place to enact a CVA response independently or with pre-identified IFRC Surge support roles.
	b) Ensuring accountable and timely CVA responses requires strong investment in innovation, cash system development, and capacity building. As such, financial sustainability of the CVA investment should be a priority, with a focus on improving budgeting, securing long-term funding, and strengthening financial risk management.
	c) Key barriers and gaps for NSs to implement CVA, such as cross-functional coordination procedures, resourcing or staff training, are routinely identified, assessed and addressed at local and national levels.
	d) Through the procurement, contracting and testing of local financial service providers, NSs are readily able to deliver CVA at scale.
	e) NSs consider multisectoral needs and can use CVA across thematic and sectoral areas (e.g. WASH, health, migration, shelter, livelihoods, social protection, anticipatory action).



## Objective 1: Localisation of CVA based programming and mainstreaming by National Societies

**Outcome: National Societies are “Cash Ready” and thus able to implement CVA independently**

Milestones	Action Points
<b>5) NSs are seen as a leader of CVA based programming in their respective countries and become partners of choice for CVA delivery</b>	a) NSs become a recognised leader in CVA by demonstrating their ability (e.g. participation in joint learning events, development of case studies and impact reports) to deliver CVA in an effective, secure and accountable manner.
	b) CVA direct implementation by NS are presented as base services available to other humanitarian partners to deliver financial assistance. This is based on a binding MoU that protects the NS's mandate and Auxiliary role and potentially includes cost recovery.
	c) Auxiliary roles with the government are strengthened through formal agreements and active participation or leadership in cash coordination forums.



## Objective 2: Strengthened CVA Coordination, Partnerships and Networks

### Outcome: Partner synergies, complementary programming and local leadership

Milestones	Action Points
<b>1) NSs take an active role in any external coordination mechanisms, such as Cash Working Groups, as well as forming partnerships with government and the private sector</b>	a) Technical Cash Working Groups are well established with agreed upon Terms of Reference, defined strategic & operational coordination roles, completed market & FSP assessments, established transfer values and alignment with Social Protection systems.
	b) NSs, with IFRC and other Movement partners' technical support and guidance, train staff on coordination related issues and actively participate in any cash coordination mechanisms and potentially co-chair national or sub-national Cash Working Groups.
	c) NSs advocate for and support inclusion of local governments and NGOs in cash coordination forums.
<b>2) Movement Cash Coordination roles, responsibilities and mechanisms are clearly defined</b>	a) IFRC develops and tests pre-agreements and/or mechanisms for complementary CVA response collaboration with NSs, involving PNS, IFRC and ICRC.
	b) IFRC considers deploying additional human resources for CVA coordination support (internal and external), potentially including a dedicated role for Movement CVA coordination.
	c) IFRC develops a clearly articulated CVA related coordination strategy and response plan at all levels (national, regional and global) to ensure more effective large-scale regional responses.
<b>3) CVA based programmes are aligned with and complementary to national Social Protection schemes</b>	a) NSs actively undertake an auxiliary role to government in nationally led responses linked to social protection and advocate directly to governments to address challenges such as CVA related taxation issues.
	b) Key learnings and new approaches to implementation collaboration with national Social Protection systems are analyzed and integrated into contingency plans and ongoing responses.
	c) Partnerships and Agreements are explored and formalised, to include aid complementarity, harmonisation of targeting criteria, data protection evaluations and data sharing agreements, establishing and coordinating referral systems.
	d) Ensure CVA exit strategies are linked to and align with social protection, livelihoods and other complementary programming.

## Objective 2: Strengthened CVA Coordination, Partnerships and Networks

### Outcome: Partner synergies, complementary programming and local leadership

Milestones	Action Points
<b>4) Strengthening of regional CVA surge in alignment with the Europe Surge Strategic Roadmap 2024-2025</b>	a) NSs train CVA staff to the highest levels (PECT) and enable their deployment as feasible for regional and global responses via the IFRC Surge System.
	b) Multi-functional (Programmes, IM, Finance, Logistics) regional CVA Surge teams are further trained by IFRC on the latest systems and tools for more effective, large-scale CVA responses.
<b>5) Active and collaborative Peer to Peer Networks and Community of Practice strengthen local and regional capacity</b>	a) NSs individually and collectively advocate for CVA Preparedness funding to donors using data backed evidence, previous achievements and case studies.
	b) IFRC develops and maintains a comparative overview of CVA programs implemented by different NSs to better identify opportunities for direct collaboration and support.
	c) IFRC and NSs dedicate resources for in-person meetings of regional Peer-to-Peer Networks and the COP to share information on key CVA initiatives and best practices.
	d) COP collaborative workstreams for strengthening CVA are identified and prioritised. Outputs and learnings are documented and disseminated across the region.





### Objective 3: Enhanced Innovation and Learning

**Outcome: CVA based programmes are innovative, effective and efficient, building on lessons learned and utilising new tools**

Milestones	Action Points
<b>1) Integration and use of new tools and systems for more efficient CVA based programming</b>	a) Prioritisation and utilisation of new technologies and tools when appropriate (e.g. AccessRC, RedRose data management, global Payment Service Providers, 121, EspoCRM) to more efficiently deliver CVA. This will be combined with user guides, trainings and SOPs, along with a regional/global support service to facilitate their wider adoption and ongoing use.
	b) NSs are prepared to use CVA for Anticipatory Action by having completed all necessary assessments and establishing triggers and pre-agreements for delivering CVA in a timely manner.

### Objective 3: Enhanced Innovation and Learning

**Outcome: CVA based programmes are innovative, effective and efficient, building on lessons learned and utilising new tools**

Milestones	Action Points
<b>2) Enhanced Information Management capabilities</b>	a) Commitment to building NS data management capability through CVA IM specific trainings and for NSs to dedicate a data protection focal point to ensure compliance with government regulations and FSP standards.
	b) NSs and IFRC establish and sign data sharing agreements and related MoUs with relevant partner organisations.
	c) IFRC develops a common platform, system or agreement for country and regional level data deduplication and NSs ensure that recipient deduplication exercises are conducted with other cash actors.
	d) Ensure sex, age and disability disaggregated data (SADDD) is reported and analysed to adequately capture who is being reached by CVA interventions.
<b>3) Empowering Voices</b>	a) NSs ensures that mechanisms (e.g. participatory planning approaches, such as community workshops and meetings, human-centred design, vulnerability capacity assessments or activities such as ranking, decision trees, mapping, etc.) are in place to ensure that a diverse and inclusive representation of affected community members actively participate in determining how CVA is designed and implemented.
	b) Contribute to the setup and management of community feedback mechanisms (e.g. PDM, Focus Group Discussions, Call Centers, and Case Management) to enhance effectiveness by utilizing relevant technology platforms and standardized protocols. Interlinkages are established between FSP call centers and NS helplines.
	c) Establish culturally appropriate and inclusive two-way communication channels to share program details and explain selection criteria with affected communities. Use trusted channels and community representatives to ensure transparency, reduce exclusion errors, and build trust.
	d) Ensure all CVA staff and volunteers are briefed on CEA and that CVA trainings incorporate CEA approaches.

<b>Objective 3: Enhanced Innovation and Learning</b>	
<b>Outcome: CVA based programmes are innovative, effective and efficient, building on lessons learned and utilising new tools</b>	
<b>Milestones</b>	<b>Action Points</b>
<b>3) Empowering Voices</b>	e) Ensure that Prevention of Sexual Exploitation and Abuse (PSEA) is a priority of the NS, through training of personnel and clear messaging to the communities we serve.
	f) Ensure NS staff receive training in gender-based violence awareness and prevention, including using a survivor-centered approach and making safe referrals.
<b>4) Learning and Development</b>	a) Movement partners further systematise opportunities for gaining CVA practical knowledge and experience through hosting or sponsoring of peer-to-peer exchanges, regular regional workshops, webinars and other collaboration forums.
	b) Surge deployed regional staff (NS & IFRC) routinely share their mission debriefs and best practices with the COP and with Peer-to-Peer Networks
	c) NSs evaluate and document the impact of their CVA based programmes. Learnings and innovation are shared amongst the regional and global CVA networks.
	d) Resources are allocated, and technical support is provided for the piloting and evaluation of innovative CVA sectoral and other interventions, such as Anticipatory Action, Migration, and Disaster Risk Resilience (DRR).

## E. IFRC COMMITMENTS AND ENABLERS

To support the pathways towards realising the Vision and Objectives, the IFRC at the country, cluster and/or regional level will:

- Provide CVA related technical support, guidance and quality assurance for disaster and crisis responses and for key steps in the CVA Preparedness journey (Planning Workshop, Capacity Building, FSP Procurement, SOP Workshop, Mid-term review, Final Review).



- Conducts advocacy support as needed with governments and other relevant stakeholders to enable the delivery of cash programming.
- Development of an operational model (registration tools and payment systems) and related SOPs for post-Ukraine and Impacted Countries Emergency Appeal IFRC supported direct CVA implementation.
- Support the maintenance and engagement of an active CVA Community of Practice and facilitate peer-to-peer exchanges.
- Identifies linkages and shares information on global initiatives, technology solutions and tools (e.g. AccessRC, RedRose/MoneyGram, 121, CVA related partnerships and framework agreements).
- Advises on the usage of global Payment Service Providers along with procurement related support for country-level contracting.
- Provision of templates and models of collaboration for data sharing and other types of agreements.
- Liaises with donors and PNS for funding and technical expertise in support of CVA initiatives, trainings and programmes.
- Liaises with the Movement Cash Peer Working Group and the IFRC Global CVA team to ensure that the latest best practices, resources and tools are contextualised and shared in the region.

## **F. KEY RESOURCES AVAILABLE**

**Movement CVA Strategic Framework 2030**

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**Movement Roadmap for CVA Preparedness**

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**Movement Guidance for Mainstreaming CVA -  
Cash Preparedness for Effective Response**

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**Investing in Cash and Voucher Assistance Preparedness /  
Investing in National Society Development**

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**CashHub - Cash in Emergencies Toolkit & Other CVA Guidance and Resources**

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**CVA and Social Protection - Movement experience and Models of Collaboration**

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**CEA in CVA Kit**

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## G. MONITORING, REVIEW, ACCOUNTABILITY

- Annual review of CVA institutionalisation and preparedness in the region by the IFRC and the CVA COP to identify achievements, challenges and resources required to meet the Strategic Objectives. This will include the establishment of key indicators (see page 17), a collaborative setting of targets where applicable, and an updating of the year-end values. The information will be tracked in a separate Key Indicator Table, which will be maintained as an online document by the IFRC Europe CVA focal point and shared with the regional CVA COP and other relevant stakeholders.
- CVA COP Technical Working Group established to provide any needed peer-to-peer guidance and support to NSs for implementation of the Action Points in the CVA Roadmap.
- Mid-term review and updating of this 2025-27 Roadmap by the IFRC Europe CVA focal point, in consultation with the COP, to reflect any key findings and/or inclusion of new initiatives.
- Determination on the need for, and potential collaborative development of, the next iteration of the Regional CVA Roadmap (2028-30) to take place in mid-2027.



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## KEY INDICATORS FOR CVA ROADMAP IMPLEMENTATION

Indicator	Result Measured by Indicator
1.1 - # of NSs that have completed a CVA Preparedness Plan of Action	Localisation of CVA based programming and mainstreaming by NSs
1.2 - # of NSs that are in the process of completing a CVA Preparedness Plan of Action	
1.3 - # of NSs that have received CVA related technical support, guidance and quality assurance from IFRC for disaster and crisis responses and for key steps in the CVA Preparedness journey	
1.4 - # of NSs that have designated a CVA technical focal point	
1.5 - # of NSs that have finalised and formally integrated SOPs for CVA into their Disaster Management plans	
1.6 - # of NSs that have procured, contracted and tested a local FSP	
2.1 - # of NSs that actively participate in Cash WGs or similar external coordination forums	Strengthened CVA Coordination, Partnership & Networks
2.2 - # of PECT trained staff/volunteers who can be deployed in the region via the IFRC Surge System	
2.3 - # of NSs that have established partnerships and/or agreements with national Social Protection systems for complementary CVA responses	
3.1 - # of NSs utilising new technologies and tools (e.g. AccessRC, RedRose, global Payment Service Providers, 121, EspoCRM) to effectively deliver CVA	Enhanced Innovation and Learning
3.2 - # of NSs that are prepared to use CVA for Anticipatory Action by having completed all the necessary assessments	
3.3 - # of regional CVA Peer to Peer Network and COP meetings, workshops or exchanges to share practical learnings and updates on CVA related initiatives	
3.4 % of CVA based programmes that have accessible tools/channels in place to collect feedback from the community about CVA delivery	



# **THE FUNDAMENTAL PRINCIPLES OF THE INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT**

## **Humanity**

The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

## **Impartiality**

It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

## **Neutrality**

In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

## **Independence**

The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

## **Voluntary service**

It is a voluntary relief movement not prompted in any manner by desire for gain.

## **Unity**

There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

## **Universality**

The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.

