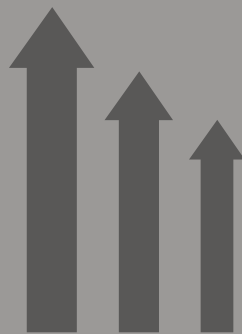




*Empowered lives.
Resilient nations.*

Localised resilience in action: RESPONDING TO THE REGIONAL SYRIA CRISIS



February 2019



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Acronyms

3RP	Regional Refugee and Resilience Plan in Response to the Syria Crisis
AFAD	Disaster and Emergency Management Authority, Government of Turkey
CBO	Community-based Organisation
CBPF	Country-based Pooled Fund
CFF	Global Concessional Financing Facility
CSO	Civil Society Organisation
DoH	Directorate of Health, KRG, Iraq
DRC	Danish Refugee Council
ECHO	European Civil Protection and Humanitarian Aid Operations
ESSN	Emergency Social Safety Net Programme
FTS	OCHA's Financial Tracking Service
HRCU	Humanitarian Relief Coordination Unit, MOPIC, Government of Jordan
IASC	Inter-Agency Standing Committee
ICVA	International Council of Voluntary Agencies
IDP	Internally displaced person
JIPS	Joint IDP Profiling Service
JORISS	Jordan Information System for the Syria Crisis
JRP	Jordan Response Plan for the Syria Crisis
JRPSC	Jordan Response Platform for the Syria Crisis
KR-I	Kurdistan Region of Iraq
KRG	Kurdistan Regional Government
LCRP	Lebanon Crisis Response Plan
MOFA	Ministry of Foreign Affairs, Government of Egypt
MoFSP	Ministry of Family and Social Policies, Government of Turkey
MOPIC	Ministry of Planning and International Cooperation, Government of Jordan
MOSA	Ministry of Social Affairs, Government of Lebanon
MOU	Memorandum of Understanding
MSME	Micro, Small and Medium Enterprises
NGO	Non-governmental Organisation
NEAR	Network for Empowered Aid Response
OCHA	UN Office for the Coordination of Humanitarian Affairs
PHCC	Primary Health Care Centre
R-UNDG	Regional United Nations Development Group
RONGOs	Royal NGOs (relevant only in Jordan)
SWG	Sector Working Group
TRC	Turkish Red Crescent
UNDP	UN Development Programme
UNHCR	UN High Commissioner for Refugees
WFP	UN World Food Programme
WHO	UN World Health Organisation
WHS	World Humanitarian Summit

Foreword

One of the most important themes that emerged at the World Humanitarian Summit (WHS) concerned the localisation of aid. National and local actors are typically the first to react to any emergency situation and often have significant capacities to respond. However, their contribution is often constrained by insufficient access to adequate international funding and scarce opportunities to lead and influence the response. In the end, this often lessens the efficiency and effectiveness of the humanitarian system to respond to an emergency.

The ‘Grand Bargain’ signatories recognized this challenge and committed to find ways to provide more support and funding for local and national responders. The Government of Switzerland, together with the International Federation of Red Cross and Red Crescent Societies, co-lead this work stream, which aims to make humanitarian action as local as possible, and reinforcing rather than replacing local and national capacities.

The vital role played by national and local authorities, civil society, the private sector and other actors through a ‘whole of society’ approach is also now reflected in the Global Compact on Refugees, adopted by the UN General Assembly in December 2018.

The UNHCR-UNDP Joint Secretariat for the 3RP initiated research on localisation and the response to the Syria crisis to assess the application of global commitments in a particular emergency setting. The Syria crisis is an important test case to assess localization: with millions of refugees across the region, the crisis has had a profound and long-lasting effect on communities and governments.

At the same time, the region is home to considerable national and local capacity and the Regional Refugee and Resilience Plan (3RP) coordination model has sought to concretely catalyze the contributions of existing national and local capacities within governments in the region, as well as in civil society and the private sector.

This review provides evidence of both the achievements and the challenges of 3RP partners in embedding localisation within the response across a number of different aspects, including funding, partnerships, capacity building, decision-making, gender and coordination. A set of recommendations emerge from the analysis that are designed to build on existing good practice, including several practical changes that can facilitate further localisation of the Syria response and build stronger local and national institutions and systems.

We are pleased to share this report with the wider humanitarian community. Combined with other resources and evidence, we are confident that its findings will help to improve the response to the Syria crisis, while simultaneously providing momentum for ongoing global discussions on localisation. Its conclusions are relevant for government donors, multilateral organisations, NGOs, and other stakeholders, both in the region and elsewhere.

Moving the localisation agenda forward will require all of us – international, regional, national and local – to redouble our efforts to harness the contributions of all partners to respond to immediate needs and simultaneously build the resilience of people, communities and national systems. In doing so, we will be able to build a more effective, efficient and equitable humanitarian system on behalf of the many millions of people affected by crises across the world.

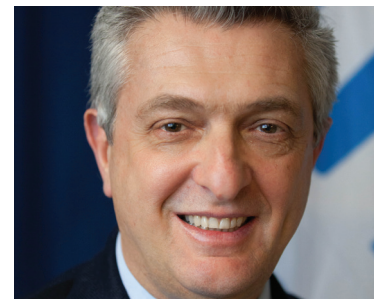
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The opinions reflected in this report are of the authors and do not necessarily represent the opinions of UNDP, UNHCR, or the Government of Switzerland.

Executive summary

Within the 3RP framework, the UNHCR-UNDP Joint Secretariat has a clear and focused mandate on knowledge collection and gap analysis. This research was commissioned by the Secretariat to define and assess the progress of 3RP partners since the World Humanitarian Summit (WHS) in implementing commitments on localisation. It also includes a gender dimension, analysing whether localisation has improved the response from a gender perspective.

The main target audiences for the report's findings are those planning and implementing the 3RP. Others working on related issues and programmes in the sub-region, as well as individuals operating at a global level on localisation, will also find aspects of the report relevant to their work.

Background

The Regional Refugee and Resilience Plan (3RP) in response to the Syria crisis provides a consolidated framework to address refugee protection needs, the humanitarian needs of the most vulnerable, and the longer-term socio-economic impacts of the Syria crisis on neighbouring countries, building the resilience of refugee and host communities. Considering strong existing national and local capacities in the region, the 3RP emphasises the importance of partnering with local respondents and using and reinforcing national and local systems.

Global commitments on localisation have gathered pace in the run-up to and since the WHS. New initiatives and networks have been established to bring about greater recognition and support for the role of national and local actors, including the 'Grand Bargain' and its work stream to provide more support and funding to local and national responders. Despite global initiatives, there is no single, globally-agreed definition of localisation. Different individuals, organisations and groups use the term interchangeably to refer to a variety of related objectives.

For the purposes of this research, a definition of localisation specific to the regional response to the Syria crisis has been developed. It covers four key areas of the response: 1) funding; 2) partnerships; 3) capacity; and 4) policy influence and coordination. This definition was used to structure the research during the consultation period and is referenced throughout the report. Different categories of local and national actors are also provided and referenced throughout so as to avoid referring to

local actors as a homogenous group.

Findings and recommendations

Despite the obstacles and challenges described in this report, 3RP partners have made good progress on localisation. While global actors have largely focused on processes and definitions, those charged with designing and implementing the 3RP have proceeded to put localisation into practice.

That said, there is of course room for improvement. The main conclusions and recommendations for how to further strengthen the leadership and participation of national and local actors within the response to the Syria crisis can be summarised as follows:

Funding

International organisations do dominate international humanitarian and development resources due to the nature of international financing, scale and credibility. National and local actors have less visibility, capacity to absorb, and have more difficulties establishing credibility and lack of knowledge to access funding from international donors, which may then limit their access to independent resources. Financial accountability is also an important aspect for many Donors. More could be done to ensure national and local actors are leading the response and fully participating in 3RP design and implementation. Available data in OCHA's Financial Tracking Service (FTS) indicates that just 1.4% of international humanitarian assistance to the Syria crisis went directly to national and local actors in 2016. However, much more funding is passed on to national and local actors; according to an online survey conducted as part of this research, international organisations have passed on between 22-37% of their funding so far in 2017 to local and national partners, though this calculation is based on only partial data.

Both the quantity and the quality of funding are critical. Quality funding refers to resources that are provided predictably and flexibly (including across multiple years where needed), transparently, and in support of institutional strengthening and capacity building. While multi-year funding to the crisis appears to be increasing, it is not yet the norm. Inflexible, conditional, short-term funding continues to hinder efforts to build resilience through partnerships with local respondents and reinforce local systems.

Recommendations

- Increase the amount of funding that reaches national and local actors. Direct funding in particular should be increased to allow national and local actors to exert greater influence over spending priorities, build their own institutional capacities, and receive credit for the results that they achieve.
- Provide more predictable and flexible, multi-year funding, covering the overheads of national and local institutions and organisations to allow them to invest in their own organisational development.
- Support pooled funding initiatives, such as the OCHA-managed Country-Based Pooled Funds and the EU-led Madad Fund that provide opportunities to channel more and better funding to national NGOs and National Societies of the Red Cross and Red Crescent. Ensure that these instruments are well-managed to ensure full accessibility to national and local responders.
- Invest in nationally-driven financial tracking systems that provide transparency for funding going directly and indirectly to national and local institutions and organisations, and ensure that they are compatible with global reporting platforms and publishing standards.
- Use existing donor coordination groups in countries in the region to discuss ways to provide more and better funding to national and local actors. This should include steps to mitigate the negative impact of counterterrorism legislation and other forms of risk aversion on national and local NGOs in particular.
- Invest in the capacity and financial accountability of national and local partners.

Partnerships

Equitable and collaborative partnerships are a critical component of a genuinely localised approach. There are some examples of good models of partnership within the Syria crisis response, well suited to building resilience and capacity development in a situation of protracted crisis. In particular, partnerships with national and local governments in the region demonstrate a strong commitment to support national systems and enabling greater government-led service delivery to refugee and host populations. Partnerships with local private sector actors are also beginning to make progress.

However, the overriding mode of partnership, particularly in relation to local and national NGOs, is one of international actors in the lead, with service provision by national and local responders. This is due to a number of factors, including competition for finances, short-term agreements, risk aversion, as well as outdated attitudes towards local actors – all contributing to sub-optimal ways of working between international, national and local actors in the sub-region.

Recommendations

- Agree on a policy of ‘capacity sharing’ amongst 3RP partners, recognising the valuable capacities of national and local actors, particularly in terms of knowledge of the working environment, local systems and ways of working.
- Provide funding for overheads and programme support costs, as well as well-targeted programmes of capacity building, to allow national and local responders to invest in their own organisational development and build the necessary capacity to deal with current and future shocks.
- Prioritise capacity building for women’s organisations to strengthen their ability to participate in the 3RP process and advocate for better mainstreaming of gender issues within the overall response.

Capacity

Strong capacity already exists among some national and local actors in the sub-region, particularly in contexts with a history of previous crises, and with strong government institutions and space for civil society organisations to operate. Capacity gaps do exist, however, within local, national and international levels. A lack of flexible funding for overheads and support costs is a key impediment to local and national capacity building. More targeted support for capacity building can build on an already strong foundations to allow national and local institutions/organisations to continue to grow and develop.

Recommendations

- Agree on a policy of ‘capacity sharing’ amongst 3RP partners, recognising the valuable capacities of national and local actors, particularly in terms of knowledge of the working environment, local systems and ways of working.
- Provide funding for overheads and programme support costs, as well as well-targeted programmes

- of capacity building, to allow national and local responders to invest in their own organisational development and build the necessary capacity to deal with current and future shocks.
- Prioritise capacity building for women's organisations to strengthen their ability to participate in the 3RP process and advocate for better mainstreaming of gender issues within the overall response.

Policy influence and coordination

National governments already play an essential role in terms of formulating policy priorities and coordinating the response to the Syria crisis in a number of country contexts. However, a greater level of devolved power would allow local governments, as well as local organisations and communities, to increasingly inform the underlying analysis and priorities of the 3RP. In some places, a disconnect between central coordination systems and local networks prevents the full and meaningful participation of national and local actors within the response. Moreover, with a few exceptions, national and local organisations are largely absent from global-level policy discussions.

Recommendations

- Support capacity building of existing national and local decision-making and coordination structures (including gender networks where they exist) with the aim to allow a transition from international-led coordination mechanisms. Key to this is ensure that refugee interests would be properly addressed and served by the national structures.
- Where possible, review existing coordination structures to ensure that international organizations would support national and local leadership.
- Make a set of immediate, practical improvements to current government and UN-led coordination structures to encourage more participation of national and local actors. This may include reducing the number and frequency of meetings, further decentralisation of coordination structures, strengthening links between national and sub-national coordination mechanisms, conducting meetings in local languages, and allowing national and local actors to influence the agendas of meetings.

- Support local networks, including gender networks, to strengthen their ability to participate in and influence the 3RP.
- Agree on quotas of reserved seats for representatives of national and local organisations at global policy forums related to the 3RP, giving visibility to national and local actors and providing them with the opportunity to influence global-level discussions.

Tracking and analysing progress on localisation of the Syria response

This research also includes a review of existing systems within the 3RP to track and measure localisation, including gender dimensions, and recommendations for how they can be improved. As well as a number of small, practical changes to the monitoring of resilience-building and localisation within the 3RP, this report recommends several more substantive alterations to the overall approach.

Recommendations

- Include qualitative as well as quantitative indicators for sector response plans, better suited to tracking change in partnerships, gender mainstreaming, and collaborative ways of working.
- Track volumes and proportions of funding going directly and indirectly to local and national actors as one key measure of progress on localisation within the response.
- Extend the timeframe for planning and reporting on progress against the 3RP.
- Disconnect the current Resilience Lens from the annual 3RP planning process, allowing more time for meaningful discussion and peer review during the scoring exercise.
- Link the various monitoring and scoring processes used within the 3RP with the Inter-Agency Standing Committee (IASC) Gender Marker to promote a more gender-sensitive approach to resilience-building.

Introduction

The Regional Refugee and Resilience Plan (3RP) in response to the Syria crisis combines a refugee protection needs and humanitarian needs of the most vulnerable, programme with longer-term socio-economic impacts that address the resilience and developmental needs of host governments and host communities. Planning is now entering its eighth year for the response to the crisis inside Syria and in neighboring countries. Given the protracted nature of the crisis, and taking into account strong existing national and local capacities, the 3RP emphasises the importance of partnering with local respondents and using and reinforcing national and local systems.

At a global level, the issue of ‘localisation’ – reinforcing local leadership and ownership – emerged as a strong theme in recent efforts to reform humanitarian action. While not a new concept, the World Humanitarian Summit (WHS) in 2016 included several commitments reinforcing the need to respect and support the role of national and local actors. The ‘Grand Bargain’, for example, includes a work stream to provide more support and funding to local and national responders; and new networks and alliances have been established, such as the Charter for Change initiative and the Network for Empowered Aid Response (NEAR). The WHS also included commitments to empower and protect women and girls, building on existing international frameworks and resolutions and citing the important role that women and women’s groups have played in localised responses to conflict and disaster (UN Secretary-General, 2016).

This report aims to analyse the application of global commitments on localisation in the context of the sub-regional response to the Syria crisis. It also includes a gender dimension - asking whether localisation has improved the gendered nature of the response. The research provides a definition of localisation that is specific to the regional response to the Syria crisis, and assesses its application in practice. It asks: what has worked, what are the challenges, what can be done differently to promote and support a more localised response, and how can a localised approach to the Syria crisis be measured and analysed to continue learning and improving?

This research has a broad scope, both geographically and conceptually. It mainly covers the 3RP countries; Republic of Turkey, the Lebanese Republic, the Hashemite Kingdom of Jordan, the Republic of Iraq and the Arab Republic of Egypt (hereafter referred to as Turkey, Lebanon, Jordan, Iraq and Egypt respectively).

Similarly, the concept of localisation is broadly interpreted within the report, covering all sectors and focusing on various aspects of the response. As such, the report is not intended to be an in-depth guide to localisation in the sub-region. Rather, it covers a range of issues and contexts, providing the basis and justification for further in-depth research on specific country contexts and the development of more precise and practical tools in the future.

The primary audience for this research is those directly involved with planning and implementing the 3RP. Others working on related issues and programmes in the sub-region may also find aspects of the report applicable to their work. Lastly, those working on similar issues in other parts of the world, as well as individuals operating at a global, policy level – particularly those involved in implementation of WHS-related commitments on localisation – are considered a relevant audience for the report’s findings and recommendations.

Global discussions on localisation

The origins of localisation within humanitarian action

Localisation – or the importance of ‘local ownership’ and ‘local participation’ – have long been central tenets of good development practice, as outlined, for example, in The Paris Declaration on Aid Effectiveness (OECD, 2005) and the subsequent Accra Agenda for Action (OECD, 2008).

The concept of ‘local ownership’ within humanitarian policy and practice, while slower to develop, has gained considerable traction in recent years. The Humanitarian Charter, which sets out the foundational principles for the Sphere Standards (first published in 1997), includes a commitment to support local efforts and reinforce the capacities of local actors at all levels; as does the Core Humanitarian Standard on Quality and Accountability, agreed in 2014. Following lessons learned from responses to multiple crises, the Principles of Partnership, endorsed by the Global Humanitarian Platform (2007), make a strong reference to local ownership within humanitarian action, stating that “Local capacity is one of the main assets to enhance and on which to build. Whenever possible, humanitarian organizations should strive to make it an integral part in emergency response”.

Benefits of a localised approach

The case for a localised approach to crisis prevention and response is well made. Among the perceived benefits of local leadership and full local participation are:

- Relevance and appropriateness - National and local actors are generally better placed to ensure that the response is relevant and appropriately designed to meet the needs of the affected population (Gingerick, T., Cohen, M., 2015; Ramalingam, B., Gray, B., Cerruti, G., 2013).
- Timeliness – Local actors are almost inevitably the first to respond to an emergency, including responses to crises that are under the threshold of international intervention (OECD, 2017).
- Sustainability – National and local actors will continue to help communities recover after international donors have stopped providing resources and international organisations have scaled down their operations. This can facilitate effective links between emergency and development approaches, making crisis-prone societies more socially cohesive and better able to manage future shocks (High-Level Panel on Humanitarian Financing, 2016).

- Access – In situations of active conflict, such as in Syria, local and national NGOs may be the only ones able to obtain and maintain access to affected people (Gingerick, T., Cohen, M., 2015; Barbelet, V., ODI, 2017).
- Accountability – Local actors, often well rooted in the societies in which they operate, generally have an increased sense of accountability to their beneficiaries. When the relationship between aid providers and recipients is direct, it is clear who is responsible and accountable (Patel, S., Van Brabant, K., 2016); and affected populations in turn can be more demanding when they know who to approach to ask for better quality goods and services (OECD, 2017).
- Cost efficiency – Providing resources directly to local actors – avoiding sometimes lengthy transaction chains with one or more intermediary between the donor and affected people – can reduce the cost of providing assistance and increase investments in direct programming (NEAR, 2016; Adeso, 2016; HAI, 2016; High-Level Panel on Humanitarian Financing, 2016).

Gender and localisation

It is widely recognised that national and local actors are more likely than international organisations to know how a particular crisis affects local communities. Using that same logic, local women are best placed to understand the specific impact on women compared with men; can interpret the underlying gender dynamics in a community; and know how to tailor the response accordingly (Gingerick, T., Cohen, M., 2015).

The participation of women and women’s groups has had a proven positive impact on broader outcomes for their communities (UN Secretary-General, 2016). Programmes that incorporate a gender-transformative approach and promote equitable relationships between men and women can be particularly effective in influencing positive behavior change (Barker, G., Ricardo, C., Nascimento, M., Olukoya, A. and Santos, C., 2010). Moreover, crises can change the gender balance within a society, with both negative and positive results. In some cases this has empowered women, and provided opportunities for them to directly influence decision-making processes (Harvey, C., Garwood, R., El Masri, R., Oxfam, 2013).

The concept of ‘gender mainstreaming’ can also be extended to include all groups (not only women), ensuring

that their specific needs are addressed within the humanitarian response. Within the localisation agenda, gender mainstreaming can therefore be understood as actions that promote the inclusion and participation of women and men in humanitarian response, as well as gender-focused programming that aims to positively change social norms towards gender equality.

Nevertheless, ‘gender mainstreaming’ remains a contested and blurry concept. No one agreed strategy on how to apply gender mainstreaming exists and its application is largely driven by the varied interpretations of different donors and institutions. Consequently, national civil society actors often have to navigate according to the views of their international partners instead of leading the implementation of gender mainstreaming according to their own understanding of the concept and how it should be applied (AbiYaghi M., Mitri D., deSiqueira M, Lons C., Brasseur R., Daou B., Saleh R., Yammine L., 2016).

Commitments on localisation at The World Humanitarian Summit (WHS)

Localisation emerged as perhaps the strongest theme to come out of the WHS. During the run-up to the Summit, the idea of putting local communities, civil society organisations and governments at the centre of humanitarian action was expressed by a range of actors in a number of different WHS-related consultation processes across all regions (World Humanitarian Summit, UN, 2015). Several initiatives related to the localisation theme were announced at the WHS, including:

- The Grand Bargain (Grand Bargain signatories, 2016) is an agreement between more than 50 of the biggest donors and aid providers to improve the effectiveness and efficiency of humanitarian action. ‘More support and funding to local responders’ is one of the ten work streams of the Grand Bargain and is led by the Government of Switzerland and the International Federation of the Red Cross and Red Crescent. See Annex 2 for the Grand Bargain commitments related to localisation.
- The Charter for Change was officially launched at the WHS. It is an initiative of predominantly international NGOs which aims to change the way in which the humanitarian system operates to enable more locally-led responses.
- The Network for Empowered Aid Response (NEAR) – the first southern-based NGO umbrella network –

was launched at the WHS. With a membership of local and national NGOs from Africa, Asia, Pacific, Middle East and Latin America, NEAR is working across a range of related work streams to advance locally-led humanitarian and development responses (Adeso, 2016).

Commitments at the WHS included a focus on women’s roles and responsibilities in the localisation process. The UN Secretary-General’s report for the WHS (UN Secretary-General, 2016) highlights the opportunity to include women’s groups in the humanitarian response. It states that “women’s groups and women’s participation have had and continue to have significant positive impacts on peace process, combating gender based violence and delivering services for the communities”. The report also outlines the need for additional support for such groups to facilitate and enhance their role.

Progress to date

Due to the number of active initiatives on the topic, and the dedicated work of vocal advocates, localisation remains high on the humanitarian policy agenda. Updates on the Grand Bargain (Derzsi-Horvath, A., Steets, J., Ruppert, L., 2016) and the Charter for Change initiative (C4C Coordination Group, 2017) indicate continued commitment to work better with and through local actors, and highlight specific areas where efforts have already resulted in positive change. Grand Bargain signatories have by November 2017 agreed on definitions of national and local responders and are in the process of establishing a baseline for tracking progress against their target of at least 25 per cent of humanitarian funding to local and national responders.

Real progress, however, will require changes to the way that the international humanitarian system is configured and funded; as well as shifts in the attitudes and behaviors of organisations. Change is likely to be an iterative process over an extended period of time, perhaps decades. That said, in the short- to medium-term, initiatives such as those listed above are useful for sustaining momentum and holding duty bearers to account.

The concept of localisation in the sub-region

The nature, scale and duration of the Syria crisis, and the contexts in which large numbers of Syrian refugees have fled – mainly to countries in the middle-income category – raises both challenges and opportunities. This includes the opportunity to introduce and apply the concept of resilience, and within that respect for the lead role of national and local actors, is broadly accepted by aid agencies and governments in the region. A number of donors and aid organisations have developed their own resilience strategies and policies, and even where overt policies are lacking, agencies are beginning to operationalise resilience within the sub-region (Bailey, S., Barbelet, V., 2014).

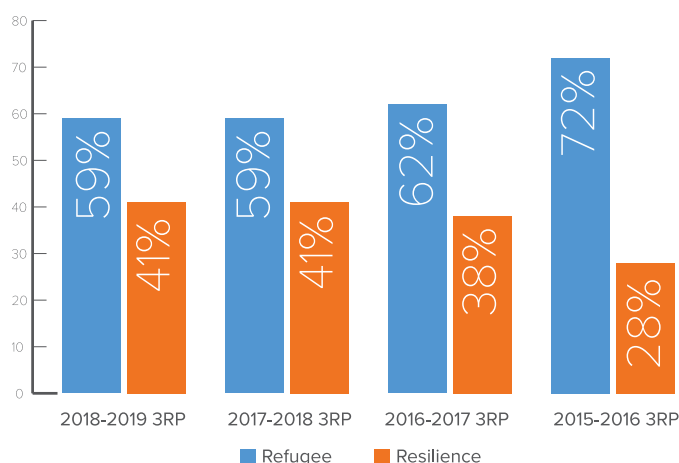
In 2014, the Regional United Nations Development Group (R-UNDG) for the Arab States presented its Position Paper on a ‘Resilience-Based Development Response to the Syria Crisis’ (R-UNDG, 2014), one of the founding principles of which is “local and national ownership”. This approach was reconfirmed at the Resilience Development Forum held in Jordan in November 2015, during which the Dead Sea Resilience Agenda (2015) was adopted.

Based on these principles and approaches, the first 3RP first launched in 2015, was organized around the two main pillars of ‘refugees’ and ‘resilience’. It built upon and expanded the previous annual Syria Regional Response Plans, coordinated by the UN High Commissioner for Refugees (UNHCR). Described as a “global first”, it combined activities to meet urgent needs and address immediate vulnerabilities with efforts to strengthen social cohesion and build the resilience of people, communities and national systems in countries hosting Syrian refugees (3RP Partners, 2017).

These shift in strategic focus for the region in 2015-2016 to the present day is reflected, in part, by the breakdown of required funding within the 3RP. The funding requirements for resilience have increased from 28% (in 2015-2016) to 41% (in 2018-2019).

The latest iteration of the 3RP for 2017-2018 continues to demonstrate an increasing focus on resilience and clearly articulates for the first time how localisation can serve “as a tool for implementing a resilience-based approach” (3RP 2017-2018 Regional Strategic Overview, p.16). It outlines two ways of working to improve resilience-based responses: 1) partnering with local respondents; and 2) reinforcing/using local systems. A ‘resilience lens’, including indicators on localisation, was introduced during the 2017-2018 planning cycle as a tool to help country and sector teams to “think about and maximize

Figure 1: Breakdown of funding requirements by category for regional responses to the Syria crisis, 2015-2018/19



Sources: 3RP Regional Strategic Overview documents for 2015-2016, 2016-2017, 2017-2018 and 2018-2019 (draft); and the 2014 Regional Response Plan (RRP).

Notes: Data represents inter-agency requirements from 3RP Regional Strategic Overview documents for 2015-2016, 2016-2017, 2017-2018 and 2018-2019 (draft). Total requirements broken down by refugee and resilience components were not available for 2017-2018 and 2018-2019 at the time of writing and therefore inter-agency requirements have been used for the sake of consistency.

the resilience building potential of their intended outputs and programmes”.

Country chapters of the current 3RP clearly illustrate the importance of resilience-building and localisation, as do nationally-developed plans in Jordan and Lebanon – the Jordan Response Plan for the Syria Crisis (JRP) 2017-2019 and the Lebanon Crisis Response Plan (LCRP) 2017-2020.

A number of recent UN and inter-agency publications capture regional experiences of resilience-based development, making a strong case for the effectiveness of a localised approach. Most notably, The State of Resilience Programming (UNDP, 2016) presents a series of case studies that demonstrate resilience-based programming within the 3RP, including initiatives that align with and strengthen national systems and those that seek to build the capacity of individuals, local communities and local institutions. Similarly, the Compendium on Good and Innovative Practices in the Regional Response to the Syria Crisis (UNHCR and UNDP Regional Joint Secretariat, 2015), while not specifically focused on localisation, usefully illustrates localised approaches in practice. In Lebanon, regular tracking of support to Public Institutions within the LCRP (Inter-Agency Coordination Lebanon, 2017) catalogues investments and support to local institutions as key aspects of resilience and

localisation. The publication, *Jobs Make the Difference* (UNDP, ILO & WFP, 2017), provides evidence to support the efforts of host governments, international donors and the private sector to create 1.1 million new jobs by 2018. In so doing, it includes examples of local level initiatives to support employment creation, improve local infrastructure and encourage local businesses.

Gender within the context of the Syria crisis

It is not always clear if and how gender perspectives are included within concepts and applications of resilience-based approaches in the sub-region. Within crisis-affected communities, women are often extremely resilient – acting as leaders and decision-makers within their own families and extended networks (UN Women, 2015). However, they remain excluded for the most part from decision-making processes (UN Women, 2015), and their needs and priorities are therefore not routinely included within emergency or resilience-oriented responses.

Within the 3RP, gender and gender equality are considered as key cross cutting issues and have been mainstreamed by each sector within the different country chapters, with varying levels of success. Plans drawn up by national governments also make strong references to gender. For example, in the Lebanon Crisis Response Plan (LCRP) 2017-2020, gender is considered as a key cross-cutting issue and is clearly mainstreamed in all sectors. The Jordan Response Plan (JRP) 2017-2019 makes reference to gender equality as a cross-cutting issue and encourages specific actions e.g. “Formulating results for gender equality within results-based frameworks”; “a gender-responsive budget per sector”; “IASC Gender Marker self-assessment in the JORISS system”.

The IASC gender marker has been used to rate sector responses within each country chapter of the 3RP. Project proposals submitted to the OCHA-led humanitarian country-based pooled funds in the region also use the Gender Marker throughout the programme cycle (UN OCHA, 2015).

A sub-regional definition of localisation

There is no single, globally-agreed definition of localisation. Different individuals, organisations and groups use the term interchangeably to refer to a variety of related objectives. It is also a contentious area – with power and money at stake – making the localisation debate politically charged and at times conflictive, further complicating efforts to agree on one common definition.

The issue of ‘how local is local’ is also debated (Wall, I. and Hedlund, K, 2016). There are different layers of ‘local’ – regional, national, sub-national and community for example – each operating with different actors and different sets of rules (ICVA & ODI, 2016). National government authorities and national NGOs are local in comparison to international organisations. Sub-national authorities e.g. municipalities, provincial governments, etc. and community-based organisations/civil society organisations are likely to consider themselves as more local than their national counterparts (IFRC, 2015). In the absence of any clear agreement, terms like ‘subsidiarity’ can be useful: placing disaster affected people at the centre of humanitarian response and situating decision-making, including political decision-making, at the most immediate or local level possible (Irish Humanitarian Community, 2015).

For the purposes of this research, a contextualised definition of localisation – reflecting the priorities of key stakeholders in the regional response to the Syria crisis – is as follows:

National and local actors include:

- Government authorities at national and sub-national levels.
- National and local Non-Governmental Organisations (NGOs), Civil Society Organisations (CSOs) and Community-Based Organisations (CBOs).
- National Societies of the Red Cross and Red Crescent.
- National and local private sector organisations.
- National and local research institutions.

The following key areas are identified as particularly relevant for design and implementation of a localised 3RP response:

- The maximum amount of direct, quality funding is channeled to national and local actors in order to allow them to respond to the needs of crisis-affected populations while simultaneously investing in their own institutional capacities.
- Partnerships between international, national and local organisations/institutions ensure equity and joint responsibility, as well as visibility for national and local actors within the 3RP response.
- Where needed, initiatives include a strong element of capacity development in order to build national and local capacity and systems for future crisis prevention and response in the sub-region.
- National and local actors (governmental and non-governmental), particularly at sub-national level, including women-led organisations and local actors with a gender-focus, lead and influence the policy direction of the response.
- Coordination mechanisms are led by government actors where possible and all national and local actors are able to participate in and contribute to coordination processes at sub-regional, national and sub-national levels.

This definition has been used to guide the research throughout the consultation period. It will be referenced throughout the remainder of this report – as a reminder of good practice, a framework to describe the remaining barriers preventing a fully localised response, and a way of organising the proposed recommendations to overcome them.

Localisation in practice

6.1 Funding

The definition of a localised response to the Syria crisis within this report states that:

The maximum amount of direct, quality funding is channeled to national and local actors in order to allow them to respond to the needs of crisis-affected populations while simultaneously investing in their own institutional capacities.

A lack of access to international resources is considered one of the greatest impediments to more localised responses in situations of crisis. Increasing both the amount and the quality of funding that reaches local and national actors is critical to making progress on localisation.

Greater access to international funding for local and national actors

Available data at a global level indicates that local and national responders directly received just 2% (US\$445 million) of all reported international humanitarian assistance in 2016 (Development Initiatives, 2017). Research also shows that only 1% of the gender equality focused aid went to women's equality groups or institutions between 2012 and 2013 (OECD DAC Network on Gender Equality Gendernet, 2015), impeding the integration of women and gender in the localisation process.

An analysis of funding in Lebanon for the LCRP in 2017, tracked by UNDP and UNHCR, provides greater insight. It shows that between January to August 2017, just over 2% of direct funding went to local and national organisations, namely local and national NGOs, compared with almost 80% to UN organisations and over 18% to international NGOs. Clearly, much more funding is provided indirectly to local and national organisations, though this onward passing of resources is not routinely tracked (see section on Transparency below).

This data only captures direct funding voluntarily reported to UN OCHA's FTS, however, and therefore cannot be considered as fully comprehensive. An analysis of

funding in Lebanon for the LCRP in 2017, tracked by UNDP and UNHCR, provides greater insight. It shows that between January to August 2017, just over 2% of direct funding went to local and national organisations, namely local and national NGOs, compared with almost 80% to UN organisations and over 18% to international NGOs. Clearly, much more funding is provided indirectly to local and national organisations, though this onward passing of resources is not routinely tracked (see section on Transparency below).

Again, this data is not comprehensive. A recent report, for example, revealed that US\$187.2 million was channeled to or through Lebanese institutions in 2016 within the framework of the LCRP (Inter-Agency Coordination, Lebanon, 2017); compared with a figure of US\$2 million going to the public sector in Lebanon according to UN OCHA FTS data for the same year and US\$0 according to LCRP tracking data.

Regardless of the variation between different data sources, it is clear that the volume of funds going directly to local and national actors compared with their international counterparts is extremely low. This contradicts global commitments within the Grand Bargain to invest in the institutional capacities of local and national responders, and undermines principles articulated within the 3RP to work within the framework of national ownership and leadership, and strengthen local capacities and systems.

There are a number of reasons for this, not least competition for scarce resources, given the multiple large-scale crises that are putting a strain on donor budgets. Another major constraint is lack of administrative capacity within donors at field level to interact with multiple local humanitarian responders, process grant agreements and follow-up on reporting requirements (OECD, 2017a). Moreover, legal restrictions, such as counter-terrorism legislation, can actively inhibit and prevent donors from directly funding national and local organisations (OECD, 2017a), particularly within Syria but also in other contexts such as Iraq, Lebanon and Turkey. A generally low appetite for risk – due to fear of corruption or aid diversion for example – also drives donor tendencies to fund local actors indirectly, either through pooled funds or other intermediaries.

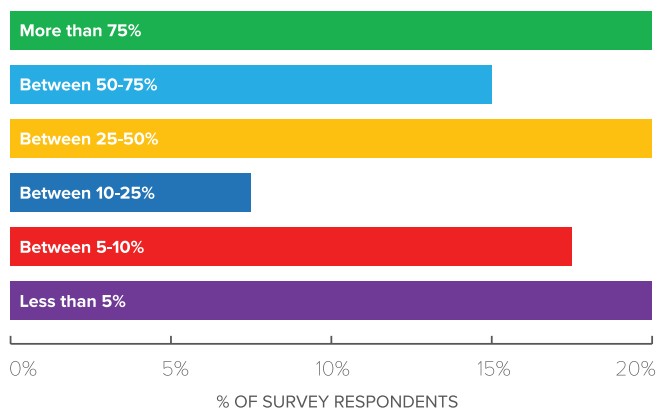
SURVEY FINDINGS: FUNDING

An online survey was conducted with 3RP partners as part of this research. Not all of those who responded to the online survey provided data on the amount of funding that they received and passed on in response to the Syria crisis. Of those organisations that did (approximately 45% of respondents), their total funding amounts to approximately US\$1.6 billion.

Survey respondents were asked to estimate the proportion of their funding in 2017 that has been passed to local and national actors. As shown in Figure 3, the proportions varied considerably.

Between US\$351 million and US\$584 million of the funding reported to the survey was passed to local and

Figure 3: Question 7 of online survey - Approximately what share of your 3RP-related funding in 2017 is passed on to national and local organisations?

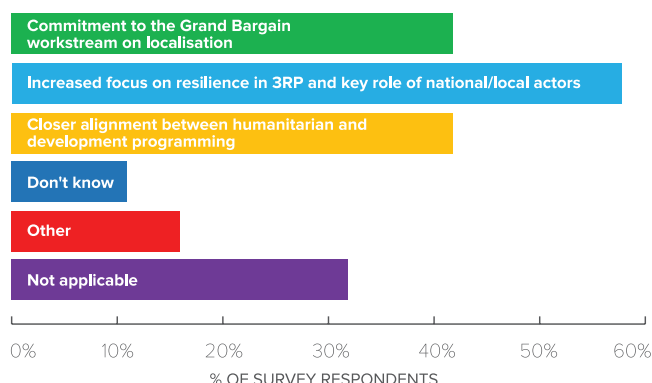


Source: Online survey conducted with 3RP partners between 22 October and 10 November 2017

Access to predictable, quality financing

As well as the quantity of funding, the quality of funding going to local and national actors is also key. Previous research on resources for national NGOs concluded that their international funding is often “unpredictable, volatile, difficult to access, insufficient and does not adequately support the strengthening and capacity development of national NGOs that is central to improving preparedness, standing response capacity and resilience to disasters” (Poole, L., 2014). Humanitarian funding cycles in emergency contexts are often short-term – typically between six to twelve months – preventing the long-term investment needed to build the capacity of local actors.

Figure 4: Question 11 of online survey - What is the reason for the increase in 3RP-related funding passed on to national and local actors?



Source: Online survey conducted with 3RP partners between 22 October and 10 November 2017

Notes: Survey respondents were able to select multiple responses to the question. The percentages, therefore, add up to more than 100%

national organisations in 2017 – between 22-37% of the total funding reported. The amount passed on to women’s organisations or local groups dealing with gender issues in 2017 was lower – between US\$129 million and US\$271 million (8-17% of total funding reported to the online survey).

Over one third (37%) of survey respondents indicated that the share of 3RP-related funding that their organisation passes on to national and local actors has increased between 2016 and 2017. When asked for the main reason for the increase, the majority (58%) indicated a greater focus on resilience within the 3RP, emphasising the important role of national and local actors, as the main motivating factor (see Figure 4).

An initiative to track donor funding against pledges made for the Syria response, reports several examples of multi-year funding for the regional response to crisis. Of the US\$9.7 billion pledged in grants at the Brussels conference, US\$3.7 billion is for the three year period 2018-2020; and a further US\$30 billion was pledged in the form of loans between 2017 and 2020 (Supporting Syria and the region, Post-Brussels Conference Financial Tracking, October 2017).

The Global Concessional Financing Facility (CFF) – an initiative of the World Bank Group, the Islamic Development Bank and the UN – provides multi-year concessional financing that is not usually accessible

to middle income countries to national authorities in Jordan and Lebanon. By the end of 2017, its first year of operation, the CFF had approved US\$200 million of funding to support projects worth US\$1 billion, mainly in the areas of employment, infrastructure and health (Global Concessional Financing Facility, 2017a). Initiatives such as the CFF allow national governments access to long-term funding to continue pursuing longer-term development goals at the same time as responding to urgent humanitarian needs. Given the nature and scale of the Fund, however, there is little involvement of local actors in its governance and decision-making structures. Each benefitting country has one decision-making member on the Steering Committee, and non-decision-making observers are limited to senior UN officials in each of the benefiting countries (Global Concessional Financing Facility, 2017b).

**Case study:
Donor-driven improvements**

Donors are aware of the barriers preventing increased access to predictable and high-quality funding for local and national NGOs and in some cases are taking action to address them. In Jordan, for example, the UK’s Department for International Development (DFID) is providing multi-year funding – currently for two years in Jordan, increasing in next round of proposals to three years, and four years in the case of Syria – to allow adequate time for relationship and partnership-building between international and national or local NGOs. Proposals for DFID funding from international organisations must demonstrate a clear exit strategy, where and when possible, including details of how they are building the necessary capacity to handover to national and local partners.

DFID in Jordan is also considering institutionalising regular, joint project update meetings between themselves as the donor, the international recipients of their funding, and national and local implementing partners. This would give visibility to local NGOs implementing the work at activity level, and allow them the opportunity to develop a direct relationship with the donor, ultimately with a view to directly accessing bilateral donor funding in the future.

Pooled funding

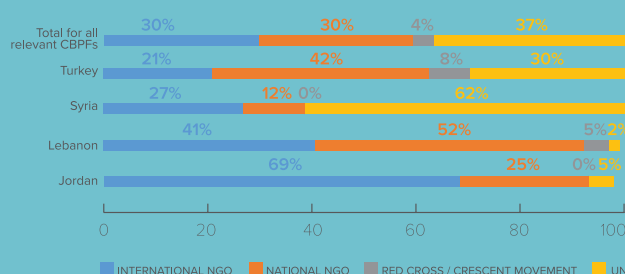
Pooled funds can be an important source of otherwise hard to access international humanitarian funding for local and national actors. From a donor perspective, pooled funds minimise the administrative burden on donors and largely transfer the fiduciary risks to the administrative agents of the funds and their associated advisory boards.

Multi-donor funding instruments that channel development resources to the crisis also serve a critical function in terms of unlocking longer-term funding, provided that they can intervene flexibly and rapidly in response to shifting needs.

**Case study:
Multi-donor development funding**

The EU Regional Trust Fund in Response to the Syrian Crisis, the ‘Madad Fund’, operates as a pooled fund, providing access to EU funding from EU Member States and other donors for international and national actors alike. The Fund provides non-humanitarian funding and focuses on supporting resilience and recovery-oriented initiatives in the region. It currently operates with a budget of €1 billion, with average contract allocations of between €20-22 million.

Figure 5: OCHA-managed humanitarian country-based pooled funding in response to the Syria crisis by recipient type, 2017



Source: OCHA data on CBPFs, available at: <https://gms.unocha.org/content/cbpf-allocations>

Notes: Data is updated in real-time. The data shown here is accurate as of 17 October 2017. The Iraq CBPF is not included since it does not provide funding for 3RP-related projects, only initiatives related to conflict and internal displacement in Iraq.

The Madad Fund aims to strengthen the resilience of Syrian refugees, Iraqi IDPs and host communities, and has a strong focus on local ownership. Consequently, applicants are strongly encouraged to work with local partners, through sub-granting where possible, to facilitate and reach those local partners that do not have the capacity to access the Madad Fund directly. International actors are also urged to build the necessary capacity to enable local partners to receive grants directly from bilateral donors and as implementing partners to Madad's contractors.

Funding is prioritised for multi-partner or consortia allocations, including national NGOs. Several of the 25 projects signed so far under the Madad Trust Fund are implemented jointly with national and local partners and others will be included in contracts currently under negotiation.

Transparency

A lack of financial transparency is an impediment to more and better funding for national and local actors. Domestic investments by crisis-affected governments are not always well captured and made publically accessible. Private funding, including Islamic social finance, is also difficult to quantify (Development Initiatives, 2015).

Critically, understanding how much funding reaches local actors indirectly – as implementing partners of international organisations – is not possible using current financial tracking and publishing platforms (Development Initiatives, 2017). It is clear that considerable amounts of funding go indirectly to national and local actors in the form of indirect support, often as partners of UN agencies or International NGOs. However, that indirect funding is rarely tracked and comprehensive information on indirect transactions is largely unavailable.

Another factor that complicates transparent sharing of data on available funding is the use of different terminology and classifications during the financial allocation cycle. This has been a challenge for the Jordanian government despite the establishment of JORISS, which aims to track the project budgets and activities of all implementing partners within the JRP. While JORISS has increased the transparency of JRP implementation, the different terminology and criteria used by UN agencies, NGOs and donors to report their project information has proved challenging. The Government of Jordan tracks actual disbursements within JORISS, while donors generally like to see both disbursements and future commitments fully reflected. This is further complicated by multi-year pledges and commitments and the question of how they should be counted in JORISS and other tracking systems that are generally oriented towards annual reporting.

6.2 Partnerships

The definition of a localised response to the Syria crisis within this report states that:

Partnerships between international, national and local organisations/institutions ensure equity and joint responsibility, as well as visibility for local actors within the 3RP response.

Equitable and collaborative partnerships are a critical building block of a genuinely localised approach. However, an inherently centralised approach to international crisis response, and a competitive and hierarchical model of planning, funding and implementation, gives international organisations an advantage over national and local actors (Patel, S., Van Brabant, K., 2016). Indeed, throughout the consultation process for this research, interviewees – both national and international – repeatedly described the typical relationship as one of dominance (of international actors) and service provision (by national and local actors). Competition for finances, heavy administrative requirements, short-term agreements, risk aversion, a lack of incentives to change current ways of working, and outdated attitudes were all given as reasons for a persistently imbalanced modus operandi. This is despite the obvious protracted nature of the Syria crisis and the clear need to invest in national capacities and reinforce local systems.

Partnership building

At the same time, several UN agencies and international NGOs interviewed described efforts to change the imbalance between international and national or local actors; and gave examples of new ways of working between partners better suited to building resilience and capacity development in a situation of protracted crisis. To some extent, these examples demonstrate a shift from direct service delivery by international actors to a collaborative and strategic partnership approach, particularly in contexts where capacity amongst national and local government and non-governmental actors is already strong. This applies not only to partnerships between international organisations and national/local NGOs – often the primary focus of donors and policy makers – but also to partnerships with other relevant actors, including national and local government institutions, the private sector, and academia.

Case study:

Strengthening public institutions through partnership

In Lebanon, LCRP partners are working together to provide support to Lebanese public institutions to enable them to deliver better quality services to vulnerable communities in Lebanon and mitigate social tensions. This includes support to municipalities and unions of municipalities and other local institutions – such as social development centres, schools and hospitals – as vital first responders to communities affected by the Syria crisis, as well as key institutions within the central government. Partnerships and support take the form of technical, operational, financial and staffing inputs from UN agencies, and international and national NGOs. These inputs are systematically tracked by the Public Institutions Support Tracking (PIST) initiative, which publishes regular updates on the support provided by LCRP partners and the results achieved (Inter-Agency Coordination Lebanon, 2017). Successive PIST reports demonstrate that the amount of international assistance channeled to or through public institutions in Lebanon is increasing (from US\$77 million in 2014 to US\$207 million in 2017), providing evidence of the transition towards resilience and stabilisation.

Case study:

Partnering with municipalities to improve public services

UNDP's resilience-oriented work in Turkey invests in existing national and local systems to ensure that they can adequately serve both host and refugee communities. To that end, UNDP's partnerships with municipalities in Turkey seek to strengthen service delivery in areas affected by the arrival of large numbers of Syrian refugees. For example, a direct partnership with municipalities is in place to support improved solid waste management services in response to increased demand. UNDP provides vital equipment (such as collection containers and compaction vehicles), supports the design and building of solid waste management facilities (such as waste transfer stations and composting plants), and provides training and technical support for municipal staff.

In addition, the partnership has a strong social cohesion aspect, mobilising and bringing together communities representing both host populations and Syrian refugees. UNDP works with municipalities to encourage and facilitate community-based approaches to solid waste management, including localised recycling activities with associated training to both refugees and host community members. This aspect of the work helps to mitigate and defuse potential tensions between host communities and new arrivals, and build stronger relationships between service providers and users.

Partnerships take time to develop. It may take years for a working partnership to evolve into a positive and fully functioning relationship between equals. Newly arrived international organisations, without prior knowledge of the context and existing national and local capacities, are unlikely to forge quality partnerships with local actors overnight. Even within well-established international organisations, high turnover of staff can limit the potential for lasting partnerships. Moreover, short-term funding cycles – typical of humanitarian assistance – often undermine efforts to establish and maintain quality partnerships, although many humanitarian agencies have moved to programme based activities built around partnerships which have been sustained over longer

periods. As can the tendency to fall back into familiar patterns and relationships – that of contractor and sub-contractor, for example – during times of crisis.

In an ideal situation, strategic partnerships between international, national and local responders should be instigated and developed prior to the crisis. Partnerships are a key element of contingency and preparedness planning, which should include mapping of local actors, capacity assessments, and drawing up of equitable partnership agreements so that local partners can be involved in decision making during the preparedness and response phase.

Models of partnership

There are many models of partnership between national and international organisations, some of which are more conducive to genuine partnership, resilience building and localisation than others.

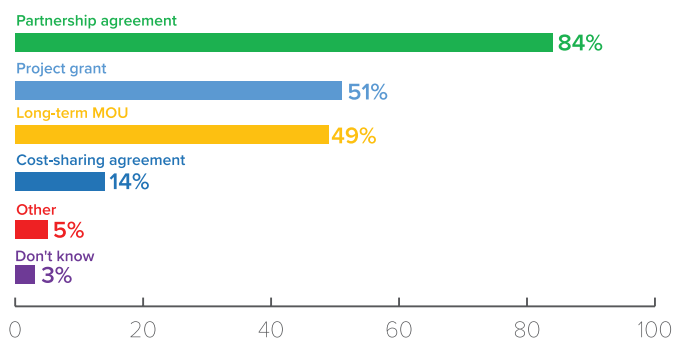


SURVEY FINDINGS: PARTNERSHIPS

Survey respondents gave several examples of different kinds of partnership agreement in place in the context of the Syria response, including procurement contracts, project grants, partnership agreements, cost-sharing agreements and long-term memorandums of understanding (MOUs).

As shown in Figure 6 below, the most-used form of agreement between international and national and local organisations working on the Syria response are partnership agreements.

Figure 6 – Question 12 - What kind of agreements does your organisation use when partnering with local and national actors?



Source: Online survey conducted with 3RP partners between 22 October and 10 November 2017.

Notes: Survey respondents were able to select multiple responses to the question. The percentages, therefore, add up to more than 100%



Within the ‘partnership agreement’ category, however, there is considerable diversity. UN organisations and international NGOs use different templates for their partnership agreements and emphasise different aspects of conditionality and partnership. A review of UN partnership agreements commissioned by the International Council for Voluntary Agencies (ICVA) in 2015 (ICVA, 2015) found significant differences in terms of project approval processes, financial considerations, programme design and implementation, monitoring and reporting requirements, and visibility of project partners.

Clearly, in the case of the protracted Syria crisis, agreements implemented over longer-term timeframes provide greater ‘breathing space’ for the necessary investment in genuine partnership-building. Unfortunately, however, either due to donor imposed constraints, or simply because of administrative ease and familiarity, short-term partnership agreements appear to dominate amongst organisations responding to the Syria crisis. These often come with rigid and inflexible priorities for programming, and heavy administrative and reporting requirements to meet financial accountability.

Partnerships that align with national and local priorities

Partnership models in emergency contexts can be developed for the convenience of international organisations and to align with the mandates of international agencies. During consultations for this research, examples were given of national and local organisations that had been encouraged to quickly and radically respond beyond their areas of expertise. Particular examples were highlighted of women’s organisations with a background in activism, empowerment or dialogue facilitation required to deliver goods and services, or oversee cash-based transfer programmes, sometimes with minimal training or other capacity building support from international organisations. As well as challenging the capacity and professionalism of these organisations, it also marginalises the contribution of rights-based organisations and limits their potential to positively impact on women’s rights and gender equality within the response.

Nationally-driven plans, such as the JRP and LCRP, as well as national chapters of the 3RP in the case of Turkey, Iraq and Egypt, can provide direction for partnership approaches and priorities, assuming that a good level of consultation with local actors has taken place. Projects that fall within those plans must demonstrate how international organisations aim to work in partnership with national and local actors to achieve joint objectives and goals.

Case-study: Developing priorities in partnership with local actors

The Lebanon Host Communities Support Project (LHSP) is jointly implemented by the Ministry of Social Affairs and UNDP, as part of national social stability and livelihoods sector strategies to respond to the impact of the Syria crisis on local communities. Through the project, a detailed mapping exercise – Mapping of Risks and Resources (MRR) – is used to engage municipalities and communities in a dialogue regarding their risks and available resources. Special efforts are made to involve women and youth in these consultations given their under-representation at the institutional level (LCRP 2017-2020). Municipalities are provided with training and specialised staff to support their key role within the process.

251 municipalities have so far been identified as most vulnerable, characterised by high levels of pre-crisis poverty combined with high concentrations of displaced Syrians. These areas have undergone a participatory process, culminating in the development of individual multi-sectoral municipal action plans. Once agreed, the plans are presented to key local stakeholders and municipal councils for agreement and endorsement, and are used for prioritising interventions within the wider crisis response.

During the past four years, over 671 projects have been instigated as part of action plans within the framework of the social stability sector, representing an investment of over US\$40 million and benefitting over 2,000,000 vulnerable Lebanese and Syrian citizens. The projects seek to address a range of self-identified priority needs within municipalities, including solid waste, recreational spaces, water management, employment opportunities and infrastructure.

Partnerships with the local private sector

Engagement with the local private sector is key to the success of the 3RP in terms of generating sustainable and inclusive economic growth. Businesses, including local level enterprises, bring additional resources and expertise, provide much needed employment opportunities, and play a critical role in delivering goods and services to refugee and host communities.

The 3RP 2017-2018 fully recognises the need for more active engagement with private sector entities. The Regional Strategic Overview for the 3RP states that ‘a step increase in private sector involvement in the Syria crisis’ is required to facilitate job creation for example. A series of approaches are identified to move this forward, including dialogue with employer’s associations to better tailor vocational training to the needs of crisis-affected communities, and forging stronger connections between international and local businesses.

Indeed, efforts are being made to constructively involve the private sector in the Syria response in different ways across the sub-region. In Lebanon, humanitarian, development and business representatives came together in a recent workshop to review past experiences and identify opportunities for future collaboration. Several practical steps were identified to stimulate support for Micro, Small and Medium Enterprises (MSME) in particular. Also in Lebanon, joint initiatives with the local private sector aim to rehabilitate and improve refugee housing to benefit both refugees and local landlords (3RP Partners, 2016). In Turkey, where the local private sector is increasingly engaged in the Syria response, collaboration focuses on maximising the additional resources and expertise provided by the private sector and working with businesses to promote access to the labour market for Syrian refugees.

Case study: Collaborative partnership with the local private sector

Azraq refugee camp in Jordan is home to over 50,000 persons of concern. The Danish Refugee Council (DRC) began working in the camp in 2016. Its focus is on supporting vulnerable refugees in Azraq through employment and skills-building opportunities, with a view to strengthening small business development in the Azraq area.

Part of DRC’s overall strategy is to move away from direct service delivery to a gap-filling approach rooted in partnerships with local actors. This is being put into practice in Azraq camp through a collaboration with local government and private sector actors. Within the framework of a garment production project, a tripartite agreement guides the partnership and maximises the contributions of the various partners. In practice, the municipality provides the land for the project; a private company provides raw materials, pays

salaries and covers other recurrent costs; and DRC identifies Syrian refugees with existing knowledge of garment production, provides physical facilities and equipment, and monitors working conditions. As a result, refugees living in Azraq camp have access to employment opportunities, the factory benefits from an increased labour force with specific tailoring skills, and the overall project contributes to the resilience objectives articulated within the JRP. In addition, the project has a strong gender focus, specifically targeting women for employment.

Partnerships that link humanitarian and development responses through cash-based programming

The provision of cash is an important part of the international response to the Syria crisis and has generated a host of new lessons for international and national actors alike. Cash-based programming in itself cannot automatically be considered as ‘localised’ (though some argue that cash-based approaches are in and of themselves an expression of localisation in that they reach beneficiaries directly and support local markets). However, where conditions allow, and through dialogue and partnerships between international and government actors, the way in which cash-based programmes are designed and delivered can potentially to strengthen national and local systems and link humanitarian assistance with longer-term development goals.

Case study:

Alignment of partnerships with government priorities and systems

The World Food Programme (WFP) is partnering with the Turkish Red Crescent (TRC/Kizilay), the Turkish Government, and European Civil Protection and Humanitarian Aid Operations (ECHO) to implement the Emergency Social Safety Net (ESSN) programme. Through the ESSN, refugees receive cash transfers of approximately US\$ 44 per person per month to help families cover their basic needs. The transfers are loaded onto debit cards linked to accounts in the beneficiaries’ names, allowing them to access funds when and as needed through any ATM or point of sale terminal in the country.

The ESSN involves national partners through its design and implementation; and makes use of and augments existing national capacities and infrastructure for social assistance. Crucially, the ESSN is aligned with national social assistance programmes in order to avoid duplication or imbalance between the benefits provided by different safety net schemes. To achieve this alignment, WFP and TRC work closely with the Turkish Ministry of Family and Social Policies (MoFSP) as well as the Prime Ministry Disaster and Emergency Management Authority (AFAD), the Ministry of Interior’s Directorates General of Migration Management and Population and Citizenship Affairs, Social Assistance and Solidarity Foundations, and various Governor’s offices. Several of these agencies participate in the ESSN’s Governing Board, co-chaired by AFAD and ECHO, ensuring that the ESSN continues to meet its strategic objectives. A Joint Management Cell, an office space where WFP and TRC are co-located, was created at the start of the program to enhance partnership and collaboration.

By building the ESSN around national structures and capacities, the programme aims to facilitate integration of refugees into national social protection schemes over the longer-term; increase efficiency, national ownership, and social cohesion; and enhance national capacity to respond to crises in the future. WFP and TRC also work with national and international NGOs through a dedicated coordination structure, which aims to align efforts and reduce duplication.

The example of the ESSN programme above can be seen along a continuum of cash-based programming partnerships. Using a typology developed by Oxford Policy Management, ESSN would likely be classified as ‘shadow alignment’ (Oxford Policy Management, 2015), in that it uses partnerships to align as far as possible with the Government of Turkey’s own social protection programme. Using the same typology, other options exist for even greater use of existing social safety nets – including ‘expansion of existing schemes’ where they exist to cover new humanitarian caseloads, and ‘piggy-backing’ on existing administrative set-ups to run separate crisis-responsive schemes (Oxford Policy Management, 2015).

These models should be explored in the region with a view to gradually transitioning humanitarian cash-based initiatives to a more sustainable footing and moving

away from traditional aid models that typically rely on international organisations as intermediaries. This would need to be done in the context of a full and detailed review of social protection mechanisms in the region, recognising that not all countries in the region have adequate social safety nets in place on which to build. It should also be noted that efficiency gains from the cash transfer are huge, in not going through an additional local partner and represents a challenge to the notion of partnership between international and national partners. In addition, every effort should be made to ensure that cash-based programmes, linked or otherwise with national social protection systems, allow and incentivise beneficiaries to seek work and build the necessary skills to capitalise on economic opportunities (UNDP, ILO, WFP, 2017), however limited these may be for refugees in certain countries in the region.

Local to local partnerships

Partnerships not only concern the relationships between international and national actors, but also the partnerships and collaboration that exist between national and local organisations. Where there is adequate space for civil society organisations to flourish, as in the case of Lebanon for example, there are a number of examples of local to local partnerships that have helped to positively shape the response to the Syria crisis.

Case study:

Local to local partnerships

Lebanon has a strong and vibrant national civil society that draws on previous experience of repeated crises in the country to contribute to the response to the needs of Syrian refugees and host communities. Civil society organisations are diverse: including many well-established and large NGOs with previous experience of humanitarian response and recovery; as well as a number of new, smaller and less experienced organisations. Support for local civil society organisations, through organisational support and capacity building, is an explicit part of the social stability strategy within the LCRP 2017-2020, though it has only attracted limited funding so far.

Nevertheless, there is a high degree of self-organisation amongst national NGOs in Lebanon. In 2014, NGOs established the Local NGO Forum in order to improve national participation in government-led and internationally-driven

coordination and decision-making processes related to the Syria crisis. Since its creation, the Forum has grown from just ten organisations to around fifty participating organisations in 2017. It operates as an informal platform, without a dedicated secretariat, for the purposes of information sharing and to amplify the views and priorities of national NGOs within the Syria crisis response. National NGOs organise themselves to participate in different sector-oriented coordination groups. The AMEL Association, a well-established Lebanese NGO, also represents the Local NGO Forum within the LCRP Steering Committee, co-chaired by the Minister of Social Affairs and the UN Resident/Humanitarian Coordinator.

6.3 Capacity

The definition of a localised response to the Syria crisis within this report states that:

Where needed, initiatives include a strong element of capacity development in order to build national and local capacity and systems for future crisis prevention and response in the sub-region.

Capacity gaps

Lack of national and local capacity is one of the most frequently referenced arguments against more locally-led responses (Gingerick, T., Cohen, M., 2015). Indeed, during consultations for this research, lack of capacity – both within government at national and local levels and within civil society – was often cited by international actors as a justification for not handing over activities to national and local actors and for dominating financial resources in certain settings.

Examples of specific capacity gaps of national and local actors are mixed, which is to be expected when covering such a diverse set of institutions and organisations across multiple countries and given, in some cases, the rapid scale-up of local and national organisations to respond to urgent needs. However, some common themes did emerge from consultations with organisations involved in the response. Many of those consulted stressed capacity gaps in the area of project management, particularly proposal writing, project monitoring and reporting, IT skills and financial management. This was echoed by

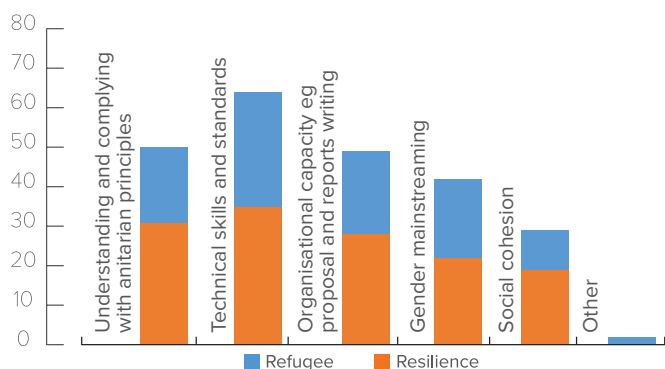
consultations with national women’s or gender-focused organisations, who highlighted similar gaps in their own organisational capacity, as well their ability to scale up operations and develop a strategic vision moving forward. Certain technical skills were also identified as gaps, related to particular sectors and cross-cutting issues; as well as knowledge and understanding of internationally-driven processes and how to access international funding.



SURVEY FINDINGS: CAPACITY

The online survey asked respondents to indicate the areas in which capacity building support is being provided, based on the assumption that such support is provided in response to perceived gaps in the required knowledge and expertise of national and local partners. As shown in Figure 7, the main area of capacity development support for both government and civil society relates to specific technical skills and standards. A significant amount of capacity building also focuses on compliance with humanitarian principles; and individual and organisational project management capacities, such as proposal writing, financial management, reporting, etc.

Figure 7 – Questions 14 and 15 - What type of capacity building support do you provide to national and local actors?



Source: Online survey conducted with 3RP partners between 22 October and 10 November 2017.



Capacity building or development is not always needed. In many cases, levels of national and local capacity are already high and the focus of collaboration between international and national actors is on providing immediate, stop gap measures to allow national counterparts the time and space to adjust their approaches and systems to respond to rapidly changing needs. In Turkey, for example, where government capacity is strong, international organisations have provided emergency

inputs while simultaneously supporting integration into national mechanisms and strengthening referrals to government services. This is with the aim of enabling refugees to benefit from national services and integrating them into national and local development plans.

There are many other examples where national and local actors demonstrate strong capacity. Within the sub-region, there is already a substantial pool of capacity and expertise, often surpassing the capacities of international staff deployed to support the response to the Syria crisis (Wilton Park, 2017).

Case study: Capacity sharing

In Iraq, UNHCR partnered with statistics departments in KR-I, and the Joint IDP Profiling Service (JIPS), based in Geneva, to conduct profiling exercises in urban areas within three KR-I governorates. The results of the exercise – the profiles - were intended to produce evidence of the impact of displacement on different population groups (IDPs, refugees, and host communities) and provide a shared understanding to improve the targeting of humanitarian and resilience-oriented programming by KR-G authorities and the humanitarian and development community (JIPS, 2016).

All of the various actors involved played an important role during the profiling exercise in terms of sharing their knowledge and skills. As such, it has been described more appropriately as ‘capacity sharing’ rather than ‘capacity building’. JIPs supported the process by designing methodologies for quantitative and qualitative data collection and analysis and providing technical guidance and training; the KR-I Statistics Office and local statistics offices mobilised their considerable workforce and used existing skills and local knowledge to conduct the data collection and preliminary analysis; and UNHCR together with other UN organisations supported the exercise throughout with financial and technical inputs. The collaborative nature of the profiling exercise led to a significant exchange of capacity between Governorate authorities, including Statistics Offices, and humanitarian and development agencies.

The KRG has begun discussions with partners on possible plans to conduct similar exercises on a more ambitious scale – using its experience to gather information from a larger sample size on an expanded set of social and demographic indicators.

Targeted capacity building

There can often be a mismatch between the expressed capacity needs of national and local actors and the types of capacity building opportunities available. Indeed, many of the capacity building initiatives provided to local and national actors involved in the Syria crisis response appear to be focused on training local partners to work with international organisations and meet their own internationally-imposed standards for project design and implementation. This was described by one interviewee as “supporting local actors to be part of ‘the system’ rather than investing in local capacity for its own sake”.

Case study: Capacity mapping

In Iraq, the Education Cluster conducted a capacity mapping exercise with its members. Through an online survey, cluster coordinators consulted with its membership, including many local organisations, on their self-identified capacity building needs. Based on inputs from cluster members, the coordinators then designed a targeted capacity development programme, mobilising and utilising in-house resources.

The training sessions being rolled out as a result are practical and specific to the needs of cluster members. For example, training on proposal writing included inputs from donors and an OCHA representative to cover the process of accessing funding from the Iraq Country-based Pooled Fund. Future capacity building sessions are planned, covering both project management skills and technical aspects of responding effectively to the education-related needs of affected populations in Iraq.

Capacity-building need not imply a transfer of knowledge and skills from international to local and national organisations; though there are some positive examples of international NGOs coaching and mentoring their national partners. Creating the space for reflection, sharing of experiences and learning from peers can be an equally effective way of encouraging and facilitating local-level capacity building.

Case study: Self-organised capacity building

Lebanon Support, a local research organisation in Beirut, has initiated what it calls the ‘Civil Society Incubator’. The project, implemented in partnership with the EU and the Agency for Technical Cooperation and Development (ACTED), provides tailored support and mentorship for civil society actors in Lebanon. Capacity development is provided through an array of services such as provision of office space, coaching and mentoring on technical issues, management, administrative matters, research, advocacy and networking. There is no ready-made format for capacity building. Rather, programmes are designed and tailored to respond to the needs of different partners. Capacity building may take the form of a ‘traditional’ workshop for a group of individuals; or a process of accompaniment – for example, supporting a particular organisation through the process of developing a project concept, applying for funding, building a project team, and so on.

Funding for capacity development

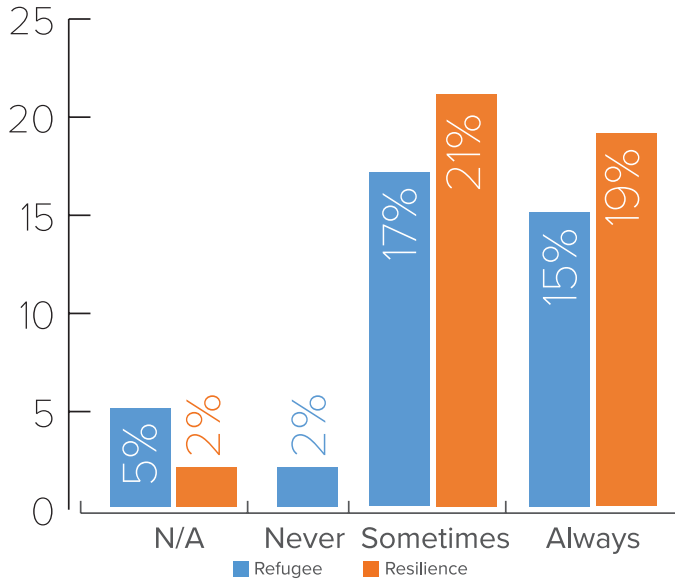
Quality funding directly impacts on the ability of local and national institutions and organisations to grow and develop. This is particularly pertinent for organisations that have quickly scaled up the size and scope of their operations to respond to the needs of new humanitarian caseloads (Oxfam, 2017).



SURVEY FINDINGS: CAPACITY

The online survey asked respondents to indicate whether their partnership agreements with national and local actors include a dedicated budget for capacity strengthening and organisational development. As Figure 8 shows, in the case of both government and civil society actors, the majority of partnership agreements either always or sometimes include funding for capacity strengthening.

Figure 8 – Question 13 - Do your partnership agreements with national and local actors include a dedicated budget for capacity strengthening/organisational development?



Source: Online survey conducted with 3RP partners between 22 October and 10 November 2017.

Resourcing projects in this way can prevent national and local organisations from keeping up basic operational standards and competing with their international counterparts e.g. paying decent salaries to attract and maintain high quality staff, or ensuring that their financial systems are up to standard. In some cases it may even increase the likelihood of poor quality programming – leading to waste and even corruption – contributing to a more risky funding environment overall. Undoubtedly this reluctance to cover operational costs prevents long-term investments in staff development, and the ability to undertake meaningful research – a major impediment to actual capacity-building (USAID, 2016).

Capacity building is an ongoing process; one that requires investment and commitment over long-term timeframes. The short-term nature of humanitarian funding, therefore, is often at odds with capacity development objectives and can lead to high staff turnover, loss of institutional memory, and interruptions to strategic partnerships (Chatham House interview, 2017). International actors can support national and local institutions by looking for opportunities to link capacity building with development initiatives, more suited to the required timeframe for strengthening national and local institutions and systems.

Despite evidence from the online survey of dedicated funding for capacity building within partnership agreements, national and local organisations rarely receive flexible overheads or programme support costs in the same way as UN agencies and international NGOs (with the exception of funding from CBPFs, see section 8.1). This is particularly the case when receiving funds indirectly as implementing partners of international organisations. A lack of flexible financial support prevents national and local actors from investing in their own institutional capacity development and building a solid financial base. At best, local and national organisations may receive minimal funding for organisational overheads when receiving funding from donors directly. To take one example of a Syrian organisation based in Turkey, the organisation received approximately US\$6 million of funding in 2017, only US\$70,000 of which (equivalent to just over 1% of project budget) was for overheads and support costs.

Case study:**Long-term investments in institutional capacity building**

UNDP Country Office in Jordan, in partnership with the European Union and other agencies have provided support to the Government of Jordan to strengthen its capacity to effectively respond to the impact of the Syria crisis. The project provides support to the Ministry of Planning and International Cooperation (MOPIC), in particular, for its leadership and coordination functions, providing policy advice, strategic planning, aid coordination and data management. The project has been critical in supporting the Humanitarian Relief Coordination Unit (HRCU) and the Aid coordination Unit (ACU) within MOPIC to coordinate development and implementation of the JRP, as well as the establishment of information management and aid flow systems, such as JORISS and the Aid Flow Information System (AFIS).

The project is expected to end in December 2017. However it is clear that MOPIC continues to need technical and policy support to fulfill its planning and international cooperation mandate. Discussions are underway regarding the extent and scope of continued donor support. Based on lessons learned from the initial period of support, the Government of Jordan, donors and UN agencies are developing a plan for follow-up funding that situates support for the ACU in a development-oriented framework. A more holistic approach of this kind would link the government's strategy for responding to the Syria crisis with Jordan's ongoing development and efforts to achieve the sustainable development goals. UNDP Jordan recognizes importance of working through national structures and services, including government and national/local responders and using the approaches referred to in this document as the basis for driving the 'transition' agenda forward. If successful, it may also attract longer-term commitments from donors and UN partners, with funding from both humanitarian and development budgets, thereby operationalising the humanitarian-development nexus within a resilience framework.

6.4 Policy influence and coordination

The definition of a localised response to the Syria crisis within this report states that:

- National and local actors (governmental and non-governmental), particularly at sub-national level, lead and influence the policy direction of the response.
- Coordination mechanisms are led by government actors where possible and all national and local actors are able to participate in and contribute to coordination processes at sub-regional, national and sub-national levels.

Situating national governments at the centre of structures and processes to determine policy direction and coordinate the response is essential for a localised approach to crisis response and recovery.

Nationally-led mechanisms for policy development and coordination

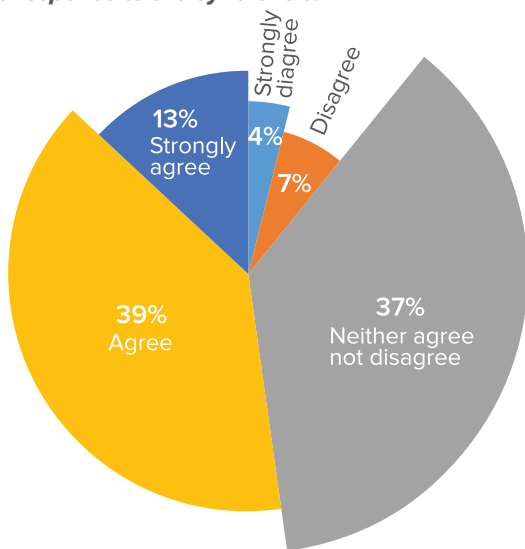
National governments already play a prominent role in policy making, planning and practical implementation of the 3RP. Different models and layers of coordination exist in different countries in the sub-region – with national government institutions playing greater or lesser roles depending on varying levels of experience and capacity (see section 10), and UN agencies taking on different roles and responsibilities from context to context. However, the systems and mechanisms put in place to govern the response continue to rely heavily on 'traditional', UN-led ways of working, not necessarily well-suited to the context.

In Lebanon, Governance of the LCRP is under the overall leadership of the Ministry of Social Affairs (MoSA) and the UN Resident Coordinator/Humanitarian Coordinator, and sector interventions are led by relevant line ministries with support from designated lead international organisations. Each of the ten sectors contributes to both humanitarian and stabilisation dimensions of the response. Information management is organised using ActivityInfo only, which is adapted to the specific sector breakdown within the LCRP.

SURVEY FINDINGS – NATIONAL AND LOCAL PARTICIPATION

Notwithstanding the challenges and obstacles, there are positive perceptions of policy-making and coordination models within the Syria crisis response. 52% of respondents to the online survey agreed that national and local government authorities lead the design of the response to the crisis (Figure 9).

Figure 9 – Question 16 - To what extent do you agree that national and local government authorities lead the design of the response to the Syria crisis?



Source: Online survey conducted with 3RP partners between 22 October and 10 November 2017.

International support for national and local leadership

International actors – particularly donors, UN organisations and international NGOs - can provide a vital service in terms of supporting local and national governments to provide policy direction and coordination of the response, strengthening rather than duplicating policy and coordination functions. In the first instance, this requires an understanding of existing structures and capacities to identify gaps and understand where international support may be most needed.

Case study: Taking stock of existing national coordination systems

In both Turkey and Iraq, Oxfam has undertaken detailed analysis of existing national and local disaster management capacities before designing or launching humanitarian strategies or interventions (Oxfam, 2017; Al Assaf, A., 2017). The analysis reviews the existing functions and effectiveness of local structures, including government structures and processes, and recommends interventions to strengthen rather than duplicate nationally-driven capacities. The analysis also suggests key indicators to capture and measure progress in building national and local capacity to lead future humanitarian responses. Reports summarising the recommendations are publicly available and can be used to inform system-wide approaches by international actors.

Once it is clear where support is required, international actors can play an important role in working behind the scenes to promote national and local leadership, both in terms of policy development and implementation.

Case study: Supporting government-led policy making

The concept of resilience is well accepted in KR-I. Despite the volatility of the ongoing crisis within Iraq, and the large numbers of internally displaced people and refugees, the Iraq country chapter of the 3RP clearly articulates a resilience-oriented approach. As well as responding to urgent needs, the strategy aims to address the longer-term self-reliance of individuals and communities and build capacity within the Government to deliver basic services to refugees and host communities.

In 2017, UNDP supported a process of dialogue at governorate level to contextualise the concept of resilience to the specific situation of KR-I. A UNDP-hired consultant worked with the KRG Ministry of Planning and other key local stakeholders

to discuss and agree on a context-specific interpretation of resilience (UNDP Iraq, 2017). This was then used as a framework for follow-up work in KR-I to analyse the current situation in the region and develop strategies with reference to other key resilience-oriented plans, such as the Kurdistan Vision 2020 and the 3RP. The process was run in such a way as to put the resources and expertise at the disposal of the KR-G, allowing them to take ownership of the end product and related follow-up actions.

Case study: Supporting local government leadership

In KR-I, the KRG's Directorate of Health (DoH) is coordinating the response to the health needs of Syrian refugees and host communities, with support from UNHCR and the World Health Organisation (WHO). Monthly coordination meetings are organised in each affected governate, chaired by the DoH and co-chaired by UNHCR.

A handover process is underway to ensure that all primary health care centres (PHCCs) in refugee camps in KR-I are run with oversight from DoH rather than international NGOs. These PHCCs provide a range of services to Syrian refugees and IDPs, including immunisation, reproductive health, growth monitoring, mental health and psychosocial support, and maternal health. The handover process is complex, further complicated by a lack of DoH human and financial resources. It requires careful coordination and strong collaboration between government, UN and NGOs to ensure a smooth transition and prevent a gap in service provision for vulnerable refugees. Regular visits to PHCCs in camps and other impacted and targeted health facilities track progress and identify problem areas for follow-up; and monthly DoH-led meetings provide an effective forum for overseeing the handover, as well as coordination of joint action in other areas of the health response.

Outreach to local actors

A disconnect between central and international coordination bodies with local institutions and organisations was a common theme throughout the consultations for this research. A number of reasons were given for this. Practical factors – such as the large number of coordination meetings, the fact that meetings are

usually conducted in English rather than local languages, and tight deadlines to produce and report back on 3RP strategies – were described as obstacles to greater local engagement and dialogue. In some countries, there is confusion about differences between government and UN-led coordination processes and structures and a perceived duplication of roles and responsibilities, making local groups less likely to allocate the necessary time and energy to engage.

A questioning of the added value of strategic and coordination-oriented discussions to local and national NGOs was also a recurring theme – either the views of local actors are not taken seriously and acted upon, and/or the topics covered during these discussions are not seen as useful or relevant to the day-to-day work of local groups. Information sharing was described by one local organisation as a “one way flow”, seen as a way of finding out what national and local organisations were doing without adequate information on UN and government-led processes in return. In some cases, organisations operated outside of the 3RP and related national strategies either due to a lack of awareness; lack of staff availability to participate; or preferring to stay independent of either government or UN-led processes.

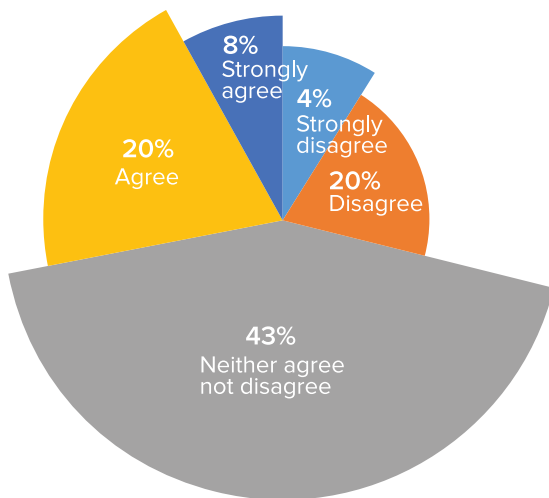
Outreach to women's organisations and other gender-oriented groups would help to better mainstream gender within the response. There are positive examples of 3RP-related policy discussions and processes that have consulted with women's organisations. Nevertheless, the consultation process is often one way, and the mainstreaming of gender is limited to the collection and use of sex disaggregated data during assessment and monitoring processes, rather than including genuinely transformative activities to achieve gender equality.

Outreach to local actors also raises questions and difficulties from the perspective of some international actors. A degree of skepticism was expressed during the consultations as to the ability of particular local organisations to represent the diverse views of broader networks of local actors, particularly those that had rapidly scaled up in response to the Syria crisis, often beyond their original mandates. The practice of local organisations acting as ‘gate keepers’ to broader networks of local organisations was seen as potentially problematic. Others expressed concern about the perceived politicisation of certain local organisations and their ability to respond objectively to the needs of people affected by the crisis; as well as an observed tendency within local and national NGOs to use coordination fora to obtain project level funding rather than engaging in dialogue on more strategic and policy-oriented issues.

SURVEY FINDINGS – CHALLENGES WITH LOCAL AND NATIONAL LEADERSHIP AND PARTICIPATION IN COORDINATION PROCESSES

Among those who responded to the online survey, views were split on whether coordination mechanisms related to the Syria response are led by government actors and all local actors are able to participate in and contribute to coordination processes at national and sub-national levels (see Figure 10). 28% of respondents disagreed with the statement below; 29% agreed; and the majority (43%) neither agreed nor disagreed. The split of responses was similar across all respondent types – international, national and local.

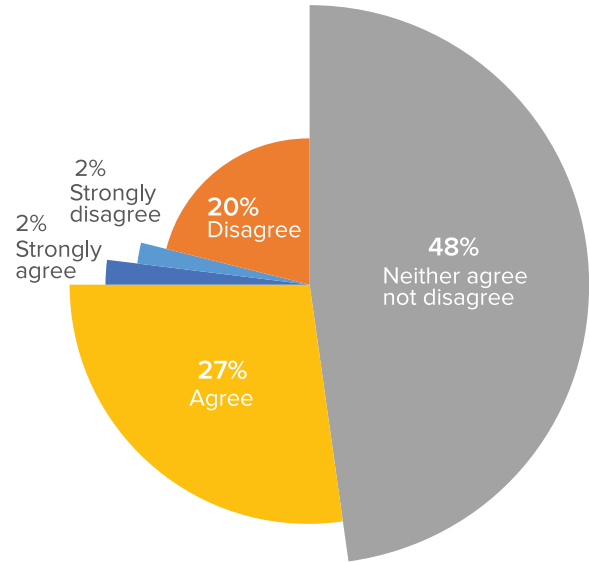
Figure 10 – Question 17 - To what extent do you agree that coordination mechanisms related to the Syria response are led by government actors and all local actors are able to participate in and contribute to coordination processes at national and sub-national levels?



Source: Online survey conducted with 3RP partners between 22 October and 10 November 2017.

Opinions were again divided on gender mainstreaming within relevant coordination structures and processes, though 29% of survey respondents did positively rate this aspect of the response (see Figure 11). When disaggregated by respondent type, slightly more international respondents (individuals working with UN organisations and international NGOs) positively rated gender mainstreaming in coordination structures and processes compared with individuals working with national and local respondents (national or local NGOs and host governments).

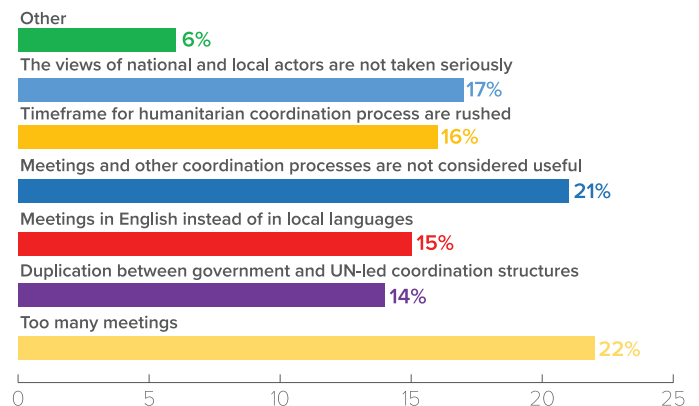
Figure 11 – Question 18 - To what extent do you agree that gender is well mainstreamed within the coordination structures and processes related to the Syria response?



Source: Online survey conducted with 3RP partners between 22 October and 10 November 2017.

The online survey asked respondents to identify the main challenges with regards to national and local actors fully participating in coordination processes (see Figure 12). The main challenges to emerge are that there are too many meetings, and meetings and other coordination processes are not considered useful or relevant to local and national actors. A perception that the views of national and local actors are not taken seriously, tight timeframes for coordinated processes, and meetings being held in English rather than in local languages were

Figure 12 – Question 19 – What do you perceive as the main challenges with regards to national and local actors fully participating in coordination processes?



Source: Online survey conducted with 3RP partners between 22 October and 10 November 2017.

Notes: Respondents were given the option to select multiple responses.

also identified as significant challenges. Within the ‘other’ category, respondents also cited a lack of awareness of coordination mechanisms; political or other substantive differences, and hence a preference to stay separate from government and UN-led coordination processes; and the difficulty for non-registered organisations to participate in formal coordination systems.



There are a number of positive examples from the region in which government-led actors have actively reached out to other national and local constituents.

**Case study:
Outreach and participation
in national government-led
coordination processes**

In Jordan, the Government has developed and progressively streamlined a consultative process to agree on priorities for the JRP. In September 2017, MOPIC facilitated a workshop of over 380 individuals representing national and local government bodies, UN organisations, national NGOs and donors. Over two days, workshop participants reviewed progress with the JRP to date, discussed new features and trends within the JRP, including decentralisation and public-private partnership, and worked within sector groups to agree on overall approaches and detailed project planning.

Despite efforts to consult with local actors, the Government of Jordan has acknowledged that its JRP planning and prioritisation process remains overly centralised. In an effort to begin decentralising JRP processes, one governate in Jordan will potentially pilot an process in 2018 whereby key local actors will participate – including Syrian refugees and host communities – to inform the underlying analysis and priorities of the JRP in that particular geographic location. If successful, this approach will be rolled out to other governates in 2019 and beyond.

Global visibility for national and local actors

National and local actors are often absent from global-level policy discussions. This has even been the case, for the most part, within discussions on the topic of localisation, which so far have included only minimal participation of local responders (Derzi-Horvath, A., Steets, J., Ruppert, L., GPPI, 2017). Given the key role

of national and local actors within the 3RP, and the robust capacities that exist within regional, national and local networks, there is a strong case for their greater participation in discussions that directly and indirectly affect 3RP strategies and funding.

**Case study:
Visibility for local organisations
in global-level meetings**

National and international NGOs and country-based NGO networks came together to present a joint NGO briefing for the EU-hosted Brussels Syria Conference in April 2017. As well as making a series of policy-level demands of governments attending the conference, the NGO group also called for “inclusive and meaningful participation of Syrian NGOs and civil society, including youth and women’s groups, as key partners in ensuring effective post-agreement planning that captures the needs and desires of the people of Syria and supports local community rebuilding and resilience” (Joint NGO Briefing, 2017).

Preparing a joint briefing in this way gave strength to the demands of civil society organisations and demonstrated a strong alliance between international and national NGOs. In addition to the briefing, several international NGOs gave up their seats at the conference itself, allowing national NGOs to attend in their place. This gave national NGOs a rare degree of visibility at a global-level meeting and the opportunity to directly influence governments and international organisations attending.

Measuring and tracking the impact of a localised approach

This research includes a review of existing systems within the 3RP to track and measure localisation approaches and their impact, including gender dimensions, and recommendations for how monitoring and tracking systems can be improved.

Current approaches to measuring and tracking localisation within the 3RP

The guidance provided for 3RP planning includes a note on setting objectives, outputs and indicators at the sector level. Sector Working Groups (SWGs) in each country context are responsible for developing sector response plans with accompanying measures for tracking progress. 3RP partners are encouraged to adopt a results-based programming language within their sector-based plans, using language that expresses a positive change in the lives of affected populations.

Quantitative versus qualitative tracking

A review of objectives, outputs and indicators within the respective sector response plans of different country chapters of the 3RP, including national plans for Jordan and Lebanon, reveals that the predominant focus is on goods and services provided and the number of individuals benefiting. Indicators are for the most part quantitative rather than qualitative e.g. “# of households in camps with access to functional, household level latrines” (from the WASH sector response plan, Iraq) and “percentage of vulnerable populations with access to sustainable renewable energy” (from the LCRP).

While more complex to track and report back on, a small number of qualitative indicators would usefully complement the existing quantitative data. It would also provide an opportunity to work with local groups and communities to get their feedback on perceptions of the relevance and effectiveness of assistance and the way it is being provided.

Case study: **Improving measures of joint outcomes**

3RP partners in Turkey and Lebanon are in the process of defining joint desired results and outcomes of higher level strategic objectives to guide the overall response in 2018 and 2019 (and

2020 in the case of Lebanon). To this end, inter-sectoral monitoring and evaluation frameworks, including outcome level indicators, are being developed. Reporting against these indicators requires more complex forms of tracking, including surveys among affected populations to assess aspects of satisfaction and community perception. This will supplement existing reporting on outputs achieved in Turkey and Lebanon with a deeper, more qualitative understanding of the impact of the work and how it improves the lives of vulnerable communities affected by the Syria crisis.

Specifically, in Lebanon, a fully-fledged M&E system was developed during 2017, which provides multi-year framework for measuring progress against six expected impacts associated with the four strategic objectives of the plan. In addition, the Public Institutions Support Tracking (PIST) initiative informs and supplements reporting against objectives within the LCRP. PIST reports compile key information, derived from the ActivityInfo reporting system and directly from partners, including amounts of funding channeled to public institutions, numbers of staff provided, and numbers of people reached with assistance. In addition, the reports describe results achieved through narrative reporting, illustrated by stories that demonstrate the impact of the support being provided from the perspective of individual public service users.

The Resilience Lens

There is little to no evidence of outputs and indicators that track how the assistance is provided and the involvement of national and local actors. The ‘how’ is addressed in part by the ‘Resilience Lens’. The Resilience Lens was introduced as part of the planning process for 2016 and is now in its third year of use. It provides SWGs with a set of four key criteria to use as they develop their sector response plans. Within the 3RP planning process for 2018-2019, two of the four criteria relate specifically to localisation: “1) Does the output reinforce and/or use local systems in the provision of goods and services to programme beneficiaries; 2) Does the output build quality partnerships with local responders?” Each output is scored from between one to five according to a set of guiding questions along a continuum of good practice.

Use of the Resilience Lens is optional and not all countries have chosen to integrate it into their planning processes. Egypt, Turkey and Iraq have used the Lens, while Jordan and Lebanon have opted to take different approaches. There have been mixed reactions within the countries that have used it and its application has been varied. For example, users were not entirely clear whether projects should be scored and then those scores aggregated in order to come up with an overall score per output, or whether outputs should be scored in a more generic way without taking individual projects and activities into account.

Concerns have also been voiced about the subjective nature of scoring using the Resilience Lens (UNDP, 2016) and the short timeframe for its application. Scoring is done as part of the broader development of sector response plans and according to the same tight timeframes, leaving little time for consultation and dialogue within and beyond SWGs. Moreover, it is used only during the design and planning phase of the 3RP and not during the ongoing cycle of project implementation, for example during review and mid or end of year reporting.

Despite its limitations, there are some positive aspects of the Resilience Lens. The very fact that it stimulates reflection and dialogue on resilience – and within that on the use of local systems and partnerships with local responders – is extremely valuable. Further work is needed to fully embed this thought process into the 3RP and related country plans in order to maximise its effectiveness without overburdening SWG leads and inter-sector coordinators.

Timeframes for measuring and tracking

The timeframe for planning and reporting against the 3RP and related plans is short. It is not realistic to expect meaningful change in terms of resilience-building and localisation within one to two year timeframes.

Overarching objectives, outputs and indicators, projected over a longer period – perhaps between five to ten years – could be developed to measure progress in these areas (recognising that this is sensitive and challenging in contexts where governments are reluctant to discuss and plan for longer-term assistance to refugee populations). Where considered politically acceptable and feasible, this would also allow for a more sophisticated and ambitious approach to monitoring and reporting – focused not only on quantitative measuring of outputs, but also on the longer-term impact of the 3RP, direct and indirect, as well as the impact of collaborative ways of working.

Measuring and tracking gender dimensions of a localised approach within the 3RP

There is no specific mention of gender within guidance on setting objectives, outputs and indicators for sector response plans, other than including sex disaggregated data for reporting against indicators and including specific targets for the number of women reached e.g. # of targeted job seekers supported by employment service centers and/or skills training who access employment (at least 30% women) (from the Livelihoods sector response plan, Lebanon). Nor does the Resilience Lens specify any particular gender dimensions of a resilience-orientated or localised approach.

The IASC Gender Marker is used to code overall sector plans within each country strategy of the 3RP. A note on how to apply the gender marker is included in overall planning guidance for 3RP partners. However, no clear link between the Resilience Lens and the Gender Marker is articulated within the guidance. Connecting the various monitoring and scoring processes used within the 3RP with the IASC Gender Marker could promote a more gender-transformative approach to resilience-building and working effectively with national and local actors.

Conclusions and recommendations

Despite the obstacles and challenges described in this report, 3RP partners have made significant progress on localisation. While global actors have largely focused on processes and definitions, those charged with designing and implementing the 3RP have proceeded with putting localisation into practice. The examples of good practice described in this report, together with many examples not covered here, are evidence of the strong commitment of international, national and local actors in the sub-region working together to overcome the remaining barriers and areas of difference.

That said, there is room for improvement. The recommendations that follow are intended to build on existing examples of good practice. They can be summarised using the same four headings used elsewhere in the report.

Funding

- Increase the amount of funding going directly and indirectly to national and local actors, both governmental and non-governmental. The Grand Bargain target of 25% to go as directly as possible to local and national responders is a reasonable goal, at least in the short to medium-term. Direct funding in particular should be increased, allowing more opportunities for national and local actors to shape programme approaches and providing greater visibility for their contributions. Where donors have restrictions on funding to local partners, they should work with other donors to delegate authority to another lead donor to administer funds on their behalf (OECD, 2017a).
- Invest in relevant humanitarian Country-based Pooled Fund (CBPFs) as a key way of providing resources for national NGOs and National Societies of the Red Cross and Red Crescent. Other multi-donor funding mechanisms, such as the Madad Fund, that go beyond humanitarian objectives, should also be supported by donors. However, it is important to ensure that all such instruments are genuinely accessible to local actors and that their governance mechanisms are inclusive of national and local voices.
- Map local actors, their activities and capacities – including women’s groups and other gender-focused organisations – to provide visibility of who is doing what where and how, and encourage donors to fund them directly. Note which organisations have already received funding through CBPFs or from international organisations, and re-use existing partnership capacity assessments (or similar) to give

bilateral donors confidence to partner directly with local organisations that have already demonstrated their professionalism and reliability.

- Make multi-year funding for the Syria response the norm rather than the exception. Simultaneously align development funding with humanitarian assistance to ensure longer-term support for resilience-building activities that span the humanitarian-development divide. Ensure that multi-annual funding, be it humanitarian or development, is passed on to national and local actors in order to progressively build their capacity to lead and fully participate in the response.
- Invest in nationally-driven financial tracking systems, such as JORISS in Jordan, that provide transparency for funding going directly and indirectly to national and local institutions and organisations. National governments must have visibility of available funding if they are to effectively lead the response. In turn, this data should be made publicly available to ensure accountability to affected populations and allow all actors – local, national and international – to know how much funding is available and where are the gaps. Reporting contributions to common, global platforms such as UN OCHA’s FTS is important, as is the use of standardised publishing formats such as the International Aid Transparency Initiative (IATI). It is equally if not more important, however, to ensure that information is reported to government-led platforms. If done well, using standardised terminology and classifications, nationally-reported data can automatically feed global reporting platforms and publishing standards.
- Use existing donor coordination groups in countries in the region to discuss and agree on priority actions for donors to encourage and facilitate greater localisation within the Syria crisis response. This may include ways to pool and share risk; taking steps to mitigate the negative impact of counterterrorism legislation; and increasing flexible, multi-year funding for sustained financial support for national and local actors.

Partnerships

- Design a set of guiding criteria for partnerships within the Syria response that emphasises equity and collaboration as critical elements of a genuinely localised approach. The criteria should be informed by existing partnership principles, in particular the Principles of Partnership, and a review of existing

models of partnership between 3RP partners – the institutions and organisations directly appealing for funding, as well as partners of appealing agencies.

- Specifically review partnership approaches to cash-based programming, with a view to transitioning from humanitarian models of cash-based assistance to alignment with and expansion of existing nationally-led social assistance schemes (where appropriate and where conditions allow).
- Incentivise quality partnerships by increasing levels of funding to international organisations that demonstrate a commitment to building strong and mutually beneficial partnerships with national and local partners, including women's organisations and other gender-oriented groups.
- Provide long-term funding to support the conditions for establishing and maintaining quality partnerships over time.

Capacity

- Partnership agreements between 3RP stakeholders should routinely include a strong element of capacity building with adequate accompanying resources. UN agencies and international NGOs should consult closely with their local partners to ensure that capacity building is well-targeted to their partners' specific needs and requests.
- Prioritise capacity building within women's organisations and other groups focused on gender issues in order to strengthen their ability to participate in the 3RP process and advocate for better mainstreaming of gender issues within the overall response.
- Cover overheads and programme support costs within the project budgets of national and local actors. Government and multilateral donors providing direct funding should provide similar levels of programme support to international, national and local organisations alike. International organisations that act as funding intermediaries – mainly UN agencies and international NGOs – should pass on a proportion of their programme support budgets to national and local partners, and donors should facilitate this transfer. This will allow national and local responders to invest in their own organisational development in critical areas such as finance, human

resources, project cycle management, etc., building the necessary capacity to deal with current and future shocks.

- Adopt a policy of 'capacity sharing' amongst 3RP partners. This means recognising the valuable capacities of national and local actors, particularly in terms of knowledge of the working environment, local systems and ways of working.
- SWG leads and inter-sector coordinators (cluster coordinators and inter-cluster coordinators in the case of Iraq) should work with their member organisations to map common capacity strengths and gaps and develop targeted programmes of capacity building activities. This is likely to include capacity development that is specific to national and local organisations, as well as capacity building for international actors to make their work more relevant and appropriate to local contexts and partnerships. Capacity building should include other forms of capacity development beyond one-off workshops and training sessions, such as coaching, mentoring and accompaniment. Opportunities for joint capacity building should be capitalised on – pooling resources to build the capacity of the same partners, and avoiding multiple organisations conducting training on the same topic.

Policy influence and coordination

- Conduct a mapping and analysis of national and local crisis management capacities, including a particular look at gender-focused groups and networks, with a view to obtaining a more in-depth understanding of gender dynamics, and national and local capacities and gaps on gender as part of the overall response.
- Agree on a set of key, practical and immediate improvements to current government and UN-led coordination structures to encourage more participation of national and local actors. This may mean reducing the number and frequency of meetings, conducting meetings in local languages, translating key documents, allowing national actors to influence the agendas of meetings to ensure that they include issues of relevance to local organisations, and other changes.

- Institutionalise connections between government and UN-led coordination structures and national and local NGO forums where they exist. Review the extent to which coordination structures are decentralised and whether adequate links are in place between national and sub-national coordination mechanisms to amplify the voices of local actors at the national level.
- Work with existing ‘gender networks’ to strengthen advocacy around mainstreaming of gender within the response, beyond simply ‘inclusion of women and their needs’ within programmes. Provide support and funding for local networks, including gender networks, and local-to-local capacity-building initiatives to strengthen the ability of national and local organisations to fully participate in and influence the 3RP.
- Build on the already strong leadership of national governments within policy-making and coordination structures to encourage a more decentralised approach. Follow and learn lessons from the potential MOPIC pilot of governate-level planning in Jordan in 2018, and seek to integrate a strong degree of sub-national influence in the analysis and priorities of the 3RP across all countries moving forward.
- Agree on quotas of reserved seats for representatives of national and local organisations at global policy forums related to the 3RP, giving visibility to national and local actors and providing opportunities for national and local actors to voice their messages. This includes any follow-up donor conferences as well as thematic meetings and other events.
- Track volumes and proportions of funding going directly and indirectly to local and national actors as one key measure of progress on localisation within the response.
- Modify the timeframes for planning and reporting on progress against the 3RP. Overarching objectives, outputs and indicators, projected over a longer period – perhaps between five to ten years – could be developed to measure progress in these areas (while remaining mindful of sensitivities where governments are reluctant to discuss and plan for longer-term assistance to refugee populations).
- Integrate the Resilience Lens into existing guidance on setting objectives, outputs and indicators, as well as developing a potentially expanded monitoring system to measure medium to long-term progress on building resilience and further localising the response.
- Disconnect the Resilience Lens from the annual 3RP planning process, allowing more time for meaningful discussion and peer review during the scoring exercise. Revisit the scores at regular intervals during 3RP implementation to ensure that sectors are actually contributing to resilience-building and localisation, rather than relying solely on scores allocated at the aspirational design phase.
- Review guidance on setting objectives, outputs and indicators within sector response plans, as well as guidance on Incorporating and Communicating Resilience Programming in the 3RP, from a gender perspective. This includes the Resilience Lens, which should include a specific question on the engagement of women’s organisations, and other gender-oriented groups in the response. Connect the various monitoring and scoring processes used within the 3RP with the IASC Gender Marker to promote a more gender-transformative approach to resilience-building and working effectively with national and local actors.

Recommendations on measuring and tracking localisation within the 3RP

A more detailed review of monitoring and reporting within the 3RP is strongly recommended. In the meantime, the following actions are recommended:

- Include qualitative as well as quantitative indicators for sector response plans, better suited to tracking change in partnerships, gender mainstreaming, and ways of working collaboratively between international, national and local actors. Refer to experiences in Lebanon and Turkey to inform this process.

Follow-up

More than 270 humanitarian and development partners, as well as national and local authorities, are involved in the 3RP process. This network of international, national and local actors provides an ideal platform for taking forward the recommendations in this report.

Many of the report's recommendations are generic in nature, reflecting the broad scope of this report. Each country should review the list with a view to coming up with a prioritised and context specific set of recommendations. Actors at the global level should also identify areas where they can provide support for their counterparts in the sub-region.

Recommendations are relevant for all stakeholder groups within the 3RP. However, many of them require specific action by donors. Not all of the recommendations are related to financing, but adequate and quality funding are important enabling factors for a number of the recommended actions falling under other headings, such as capacity and partnership. Donors, as well as other key stakeholder groups, are encouraged to work together to review and discuss the recommendations with a view to developing a prioritised set of follow-up actions.

Methodology

This report draws on both primary and secondary research. A detailed mapping and review of existing literature on the topic of localisation, gender and related subjects provided a framework for further research. This included global-level reports and studies, as well as published reports and grey literature specifically related to the Syria crisis.

An online survey in English and Arabic was conducted from 22 October to 10 November 2017 with 3RP partners and organisations involved in the response inside Syria. The survey aimed to gather factual data and information from 3RP stakeholders, including on the amount of funding reaching national and local actors indirectly through international organisations; as well as perceptions on the extent to which national and local actors lead and fully participate in the response. 72 individuals responded to the survey, representing UN agencies, international and national NGOs, national governments and donors. Survey responses have been included within relevant sections of the report.

In parallel to the survey, 54 face-to-face and remote interviews were conducted with 63 individuals representing different national and international institutions and organisations working in the sub-region and at the global level. A full list of interviewees is provided in Annex 1.

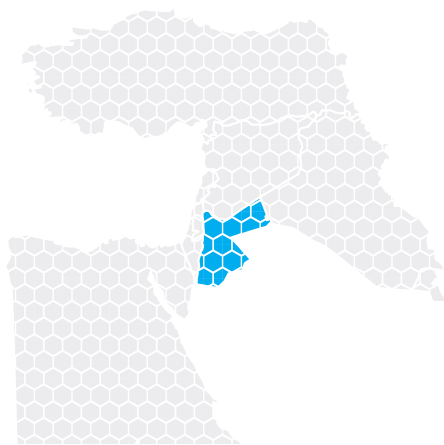
Two independent consultants carried out the research. The primary consultant – the main author of this report – kept a broad focus, covering all relevant stakeholders and issues in countries across the sub-region. The other consultant focused specifically on consulting with local and national organisations, particularly women’s organisations and other local actors with a gender focus working in Jordan, Lebanon and Turkey. This provides the basis for an analysis of the gender dimensions of localisation in the region. Results from both streams of research have been integrated into this report.

Certain factors – such as the short timeframe for the research and its overlap with a busy period for 3RP partners, the broad scope of research questions in a diverse set of country contexts, and the fact that the majority of interviews were carried out remotely – limited the coverage and depth of this research. Some stakeholder groups and countries are better covered than others; and some aspects of localisation are explored in more detail than others. Additional research is likely to be required in order to develop in-depth, context-specific analysis and practical recommendations that can be feasibly implemented in different settings.

Country contexts

The six countries covered by this research are strikingly diverse. They were different socially and economically prior to the start of the Syria crisis. Clearly they have all been affected differently by the emergency, and the capacities of national and local actors to respond and to work in cooperation with international organisations

vary considerably from context to context. It is not the primary purpose of this research to describe each country context in detail. However, it is worth briefly describing some of the key variable factors in each country in order to put this research into context.



Jordan

Key information at a glance:

- Jordan is host to approximately 1.38 million Syrians, just under half of which are registered as refugees.
- Funding of almost US\$1.1 billion is required for inter-agency initiatives in Jordan in 2018, of which 63% is for refugee response and 37% is for building resilience.
- 62 out of 136 institutions and organisations (46%) involved in the JRP planning process in 2017 can be classified as national or local actors.

Jordan is host to approximately 1,380,000 million Syrians, of which 655,056 are registered as refugees. Approximately 11% of this population are living in camps, with the remainder living outside of camps in both rural and urban areas.

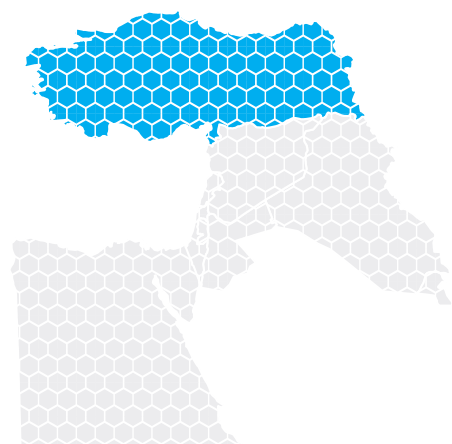
The Jordan Response Plan for the Syria Crisis (JRP) sets out the nationally-determined priorities for responding to the needs of Syrian refugees and host communities. The Ministry of Planning and International Cooperation (MOPIC) leads the Jordan Response Platform for the Syria Crisis (JRPSC) – a mechanism for strategic partnership and collaboration between the Government of Jordan, donors, UN agencies and NGOs in response to the impact of the Syria crisis. The Government-run Jordan Information System for the Syria Crisis (JORISS) provides an overview of all relevant JRP-related financial and programmatic data.

The Government of Jordan is in the early stages of a decentralisation reform process. This is intended to move Jordan from a highly centralised model of political power and administration to one that encourages and facilitates greater participation at sub-national levels of government, allowing for a bottom-up approach to prioritising policy issues and service needs (OECD, 2017b).

The number of civil society organisations in Jordan has increased dramatically in the past seven years: from approximately 1,500 in 2008 to more than 4,600 in 2016 (USAID, 2016). These range from small Community-based Organisations (CBOs) to more established Royal NGOs (RONGOs) – created by royal decree and often headed by a member of the royal family (USAID, 2016). Larger national NGOs and RONGOs may be included in decision-making processes and coordination structures, but smaller CBOs are often excluded or choose to operate independently.

Under the Ministry of Social Development, women’s organisations are restricted to a social welfare mandate that prevents any challenge to government action. A lack of leadership within women’s organisations (Ferguson, 2017), as well as a lack of common vision and coordinated strategy (USAID, 2016), further restrict their ability to influence political reforms that could enhance gender equality.





Turkey

Key information at a glance:

- There are approximately 3.32 million registered Syrian refugees in Turkey.
- The Turkey component of the 3RP requests US\$1.7 billion of funding in 2018 and US\$1.8 billion in 2019.
- Within the Turkey chapter of the 3RP 2017-2018, 23 out of 59 appealing organisations (39%), including government institutions, can be classified as national or local actors.

Turkey is host to approximately 3,320,814 million registered Syrian refugees. The government of Turkey has established 26 camps for Syrian refugees, though approximately 92% of the Syrian refugee population live outside of camps in urban, peri-urban and rural areas (3RP Partners, 2017).

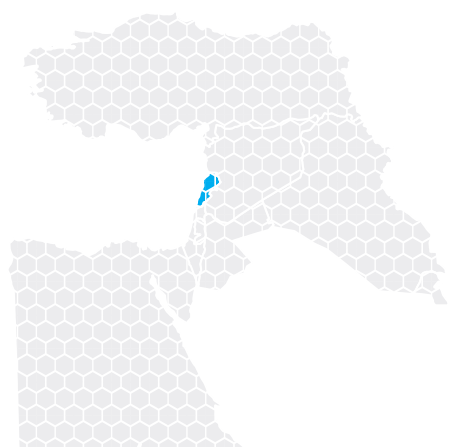
The Government has taken full leadership of the response to the Syrian refugee crisis and has adapted its institutional structure and approach in order to effectively manage the response effort (3RP Partners, 2016). It has also provided assistance worth US\$30 billion in order to respond to the refugee crisis. The Disaster and Emergency Management Authority (AFAD) is responsible for coordination of humanitarian response, including the Syrian refugee response (Oxfam, 2017). Municipalities are also critical to the delivery of humanitarian response in Turkey.

The Turkish Red Crescent (Kızılay) is an important humanitarian actor in Turkey and is heavily engaged in the response to the Syria crisis. National civil society organisations are numerous and diverse, and fulfil an important function in providing assistance to vulnerable refugee populations outside of camps (Mackreath, H., Sagnic, S. G., 2017). They include a number of faith based organisations that play a significant role in the response (Oxfam, 2017). As well as national and local NGOs, a number of Syrian CSOs – estimated to be between 500 and 600 - are located in Turkey, running cross-border operations in northern Syria as well as responses inside Turkey (Oxfam, 2017). A recent tightening of government restrictions on NGOs, particularly those in southern Turkey delivering assistance across the border in northern Syria, has reduced the operational space of civil society organisations involved in the relief effort (Devex, 2017).

Women’s organisations in Turkey can be classified according to two main types: feminist, rights-based organisations, advocating for gender equality and social change; and needs-based charity-oriented associations, focusing on relief and the alleviation of poverty, addressing women’s economic empowerment through small projects, such as livelihood initiatives and micro-credit. The latter are currently in the majority.

Within the Turkey chapter of the 3RP, 23 out of 59 appealing organisations (39%), including government institutions, can be classified as national or local actors.





Lebanon

Key information at a glance:

- Lebanon is host to approximately 1.5 million Syrians, just over 1 million of whom are registered as refugees.
- Funding of US\$2.7 billion is required for Lebanon in 2018.
- Within the LCRP, 45 out of 112 appealing organisations (40%) can be classified as national or local actors.

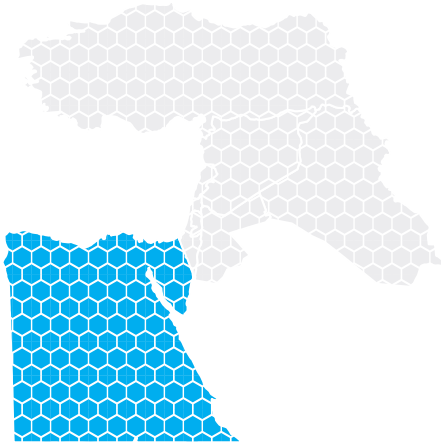
An estimated 1,001,051 Syrian refugees were registered in Lebanon as of June 2017; and the Government estimates that the total number of Syrians in the country is closer to 1,500,000. Displaced Syrians are dispersed throughout the country, living in rural, semi-urban and urban areas. Combined with vulnerable host populations, the number of people estimated to be in need of assistance in Lebanon as a result of the Syria crisis is 3.3 million.

The Government of Lebanon has established an Inter-Ministerial Committee on Displacement and the Ministry of State for Displaced was created to support its policy development work. The Ministry of Social Affairs (MOSA) takes lead responsibility for the Government’s response to the crisis (3RP Partners, 2016). The Lebanon Crisis Response Plan (LCRP) sets out the joint Government, UN and NGO plan to respond to the needs of affected people over a four year period from 2017 to 2020.

Local and national civil society in Lebanon is highly developed and has strong capacity in a number of areas relevant to the response to the Syria crisis. A long history of civil wars and conflict has fostered a diverse, experienced and capable network of civil society organisations within the country (Samad, Z.A., Moschini, B., 2016). In addition, there are few government restrictions on the establishment of new NGOs, creating a relatively free and open operational space for civil society organisations.

Lebanese civil society has a long history of inclusion of women’s organisations. Women’s organisations are generally rights-based but have demonstrated a recent shift to service provision in response to need as well as the availability of international donor funding. This increase has led to competition between women’s organisations but has also strengthened their professionalisation (AbiYaghi M., Mitri D., deSiqueira M, Lons C., Brasseur R., Daou B., Saleh R., Yammine L., 2016). The Office of the Ministry of State for Women’s Affairs (OMSWA) was established in 2017 with the main function of providing a governmental framework for gender equality.





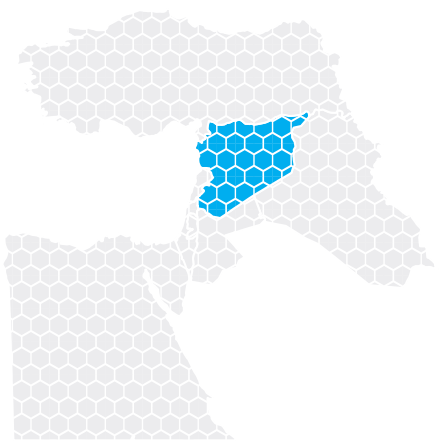
Egypt

Key information at a glance:

- Egypt is host to an estimated 0.5 million Syrians, of which approximately 0.126 million are registered as refugees.
- The Egypt component of the 3RP requests US\$139 million for 2018 and the same for 2019.
- Within the Egypt chapter of the 3RP 2017-2018, 1 out of 14 appealing organisations (7%), not including government institutions, can be classified as a national actor.

Some 126,027 Syrian refugees are currently registered in Egypt. However, the total number of Syrians in Egypt is estimated at 500,000. There are no refugee camps in the country; hence refugees are living with host communities in mainly urban settings across the country.

Within the national government, the Ministry of Foreign Affairs (MoFA) is the central coordinating body for the response to the Syria crisis. MoFA is working closely with the UN and partner organisations to plan and implement the response.

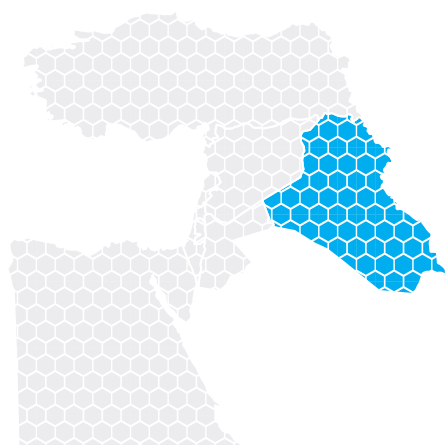


Syria

Syria is a very different case from the other countries in the sub-region affected by the crisis, and the context is considered overly complex to go into detail here. One important point to note, however, is the critical role that national and local humanitarian organisations have played and continue to play in responding to urgent humanitarian needs throughout the conflict. Given severe access constraints for international organisations, national responders – including the Syrian Arab Red Crescent and national NGOs – are providing essential services to people in need. However, international humanitarian funding, continues to be predominantly channeled through international actors (L2GP, 2016). Strict banking restrictions, mainly due to sanctions and counter-terrorist regulations, act as a barrier to increased

direct funding for local and national actors (Keatinge, T., 2014); and restrictions imposed on partners not vetted by the Syrian government also hinder the work of local organisations.





Iraq

Key information at a glance:

- There are approximately 0.247 million registered Syrian refugees in Iraq.
- The Iraq component of the 3RP requests US\$227 million in 2018 and US\$209 million in 2019.
- Within the Iraq chapter of the 3RP 2017-2018, 5 out of 30 appealing organisations (17%) – not including government institutions – can be classified as national or local actors.

Iraq is host to 246,592 registered Syrian refugees, the majority of which (approximately 96%) are in the Kurdistan Region (KR-I). Since January 2014, millions of Iraqis have also been internally displaced and are being hosted across the country, including in KR-I. Nine camps have been established to host displaced communities. The majority of Syrian refugees (over 60%), however, are living outside of camps.

The central Ministry of Migration and Displacement is involved in planning the response and the Ministry of Interior of the KR-I is the lead government actor responding in the affected areas. Budget shortages have severely constrained the Kurdistan Regional Government’s (KRG’s) ability to plan and deliver basic services to refugee populations, displaced Iraqis and host communities (Iraq chapter of the 3RP 2017-2018).

Local and national NGOs have been present in KR-I longer than in other parts of Iraq and in some cases their capacity is high. Humanitarian work, however, is rarely part of their core mandates (AlAssaf, A., Oxfam, 2017). The Iraqi Red Crescent Society plays an active part in the response.

International humanitarian coordination structures in Iraq integrate assistance to Syrian refugees with support for internally displaced persons (IDPs). Clusters are in place to coordinate sector response plans and the UN Office for the Coordination of Humanitarian Affairs (OCHA) is responsible for inter-cluster coordination.



Annex 1:

List of interviewees

Name	Organisation
Abdirisak Aden	Save the Children
Ahlam Dahash	Family Guidance and Awareness Centre, Jordan
Alia Fahrat	AIM AIMajmou'a
Amani Salah	OCHA
Andrew Merat	Danish Refugee Council
Anna Fleischer	Women-Now
Bastien Revel	UNDP
Boussaina	Association Najdeh
David Munckley	World Vision International
Degan Ali	NEAR
Dina Morad	WFP
Dipendra Shahi	UNHCR
Enver Emre Aykin	UNDP
Esmaeil A Ibrahim	UNICEF
Feda Faleh Gharaibeh	MOPIC, Government of Jordan
Frances Guy	UNDP
Gerry Garvey	Danish Refugee Council
Giorgia Garafola Cornaro	EU
Hiroko Watanabe	World Vision International
Ian Murray	UNICEF
Ibraheem Abu-Siam	UNHCR
Jason Pronyk	UNDP
Juan Chaves	OCHA
Kamal Mirzayev	UNHCR
Kirsten Karlstrom	UNHCR
Lauren Panetta Chammas	UNHCR
Leontine Specker	UNDP
Lina Alqudwa	UNDP
Liz Steele	Development Initiatives
Lubna AlTarabishi	FAO
Marco Stella	UNDP

Marie-Noelle AbiYaghi	Lebanon Support
Matt Hochbrueckner	WFP
Mayssa Faraj	Jordanian Women's Union
Mazen Aboulhosn	IOM
Meryem Aslan	Oxfam
Michael Moroz	UNDP
Mihir Joshi	NEAR
Miki Takahashi	UNDP
Mizuho Yokoi	UNDP
Mohammed Marzoog	UNHCR
Nadia Sleiman	Women's Association Khraibat Alsouq Charity, Jordan
Naoko Akiyama	UNICEF
Nathalie Milback Bouche	UNDP
Nigel Clarke	DFID
Nil Delahaye	Bomovu
Philippe Clerc	Oxfam
Rachel Dore-Weeks	UN Women
Rana Nassar	DFID
Rekha Das	UNDP
Sabah Al Hallak	Syrian Women's League
Sally Abi Khalil	Oxfam
Sanem Ozturk	Women's solidarity foundation
Serwan Mahmoud	Kurdistan Region Statistics Office (KRSO)
Shadman Mahmoud	UNHCR
Solenne Delga	Danish Refugee Council
Sozan Mohareb	ARDD-Legal Aid, Jordan
Stephen Taylor	Oxfam
Virginie Lefevre	AMEL
Wajd Shamayl	Jordanian Women's Union
Yannick Martin	Jordan INGO Forum
Yendi Ghossein ChouEIFaty	OCHA
Yukiko Koyama	UNHCR

Annex 2:

Grand Bargain commitments on more funding and support for local and national actors

National and local responders comprising governments, communities, Red Cross and Red Crescent National Societies and local civil society are often the first to respond to crises, remaining in the communities they serve before, after and during emergencies. We are committed to making principled humanitarian action as local as possible and as international as necessary recognising that international humanitarian actors play a vital role particularly in situations of armed conflict. We engage with local and national responders in a spirit of partnership and aim to reinforce rather than replace local and national capacities.

Aid organisations and donors commit to:

1. Increase and support multi-year investment in the institutional capacities of local and national responders, including preparedness, response and coordination capacities, especially in fragile contexts and where communities are vulnerable to armed conflicts, disasters, recurrent outbreaks and the effects of climate change. We should achieve this through collaboration with development partners and incorporate capacity strengthening in partnership agreements.
2. Understand better and work to remove or reduce barriers that prevent organisations and donors from partnering with local and national responders in order to lessen their administrative burden.
3. Support and complement national coordination mechanisms where they exist and include local and national responders in international coordination mechanisms as appropriate and in keeping with humanitarian principles.
4. Achieve by 2020 a global, aggregated target of at least 25 per cent of humanitarian funding to local and national responders as directly as possible to improve outcomes for affected people and reduce transactional costs.
5. Develop, with the Inter-Agency Standing Committee (IASC), and apply a 'localisation' marker to measure direct and indirect funding to local and national responders.
6. Make greater use of funding tools which increase and improve assistance delivered by local and national responders, such as UN-led country-based pooled funds (CBPF), IFRC Disaster Relief Emergency Fund (DREF) and NGO-led and other pooled funds.

Annex 3:

Online Survey Conducted with 3RP Partners

INTRODUCTION

This survey seeks to understand the extent to which the Regional Refugee and Resilience Plan (3RP) facilitates a localised response to the Syria crisis, and what more can be done to further localise the response. It will be used to inform research on localisation commissioned by the UNDP Sub-Regional Response Facility based in Amman.

One survey response per organisation in each 3RP country context is requested.

The survey will take approximately 30-45 minutes to complete.

The deadline for survey responses is 26 October 2017.

Background

Commitments made at the World Humanitarian Summit in 2016, including within the 'The Grand Bargain', push for increased support and funding to national and local responders. The resiliencebased approach articulated within the 3RP can accelerate commitments on 'localisation'.

In the context of the 3RP, local actors includes:

- Government authorities at national and sub-national levels.
- National and local Non-Governmental Organizations (NGOs), Civil Society Organizations (CSOs) and Community-Based Organizations (CBOs).
- National Societies of the Red Cross and Red Crescent.
- National and local private sector organizations.
- National and local research institutions.

The following key areas are identified as particularly relevant for a localised response within the 3RP:

- Local actors (governmental and non-governmental), particularly at sub-national level, lead and influence the design of the response.
- Coordination mechanisms are led by government actors where possible and all local actors are able to participate in and contribute to coordination processes at national and sub-national levels.
- Partnerships between international and local organizations/institutions ensure equity and joint responsibility, as well as visibility for local actors within the 3RP response.
- Where needed, initiatives include a strong element of capacity development in order to build local capacity and systems for future crisis prevention and response in the region.
- The maximum amount of direct, quality funding is channeled to national and local actors in order to allow them to respond to the needs of crisis-affected populations while simultaneously investing in their own institutional capacities.

1. What is the name of the institution/organisation * that you work with?

2. How would you classify the institution/organisation that you work with (select * one answer only)?

National government

Local government

UN organisation

International NGO

National NGO

Local NGO/Community-based organisation

National Society of the Red Cross/Crescent

Donor government

Private sector organisation

Other (please specify)

* 3. Which country are you working in (select one answer only)?

Jordan

Lebanon

Turkey

Other (please specify)

Iraq

Egypt

Syria

* 4. What is your institution's/organisations's role within the 3RP (select the most relevant option)?

Directly appealing for funding

Partner of appealing agencies

Part of the broader 3RP platform of policy,
advocacy and delivery

Don't know

Other (please specify)

5. What is your e-mail address (optional)? This will not be shared with other survey participants but may be used to seek clarification of your survey responses.

FUNDING

Questions on funding are for government authorities, donors and international organisations – including UN organisations, ICRC, IFRC and international NGOs – only

6. In 2017, approximately how much funding has your organisation received for 3RP-related activities in the country in which you are working? Please provide a figure in US\$

7. Approximately what share of this 3RP-related funding in 2017 is passed on to national and local organisations?

8. If you are able to break this down further, please specify what approximate share of your 3RP-related funding in 2017 goes to the following categories of national/local actors (select the most relevant option for each category)? You can skip this question if data is not available.

	More than 75%	Between 50- 75%	Between 25- 50%	Between 10- 25%	Between 5-10%	Less than 5%
Government authorities at national and subnational levels						
National and local NGOs						
National Societies of the Red Cross and Red Crescent						
Local and national private sector organizations						
Local and national research organisations						

Other (please specify the type of actor and indicate a %)

9. In the country in which you are working, what share of your 3RP-related funding in 2017 is passed specifically to women’s organisations or local groups dealing with gender issues?

10. Has the approximate share of 3RP-related funding that you pass on to national and local actors in your country context increased or decreased between 2016 and 2017 (select one answer only)?

11. If you answered ‘increased’ to the above question, what is the reason for the increase (select all that apply)?

My organisation’s commitment to the Grand Bargain and its intention to provide more support and funding tools for local and national responders.

An increased focus on resilience within the 3RP, emphasising the important role of national and local actors.

Closer alignment between humanitarian and development programming.

N/A

Don’t know

Other (please specify)

PARTNERSHIPS AND CAPACITY BUILDING

12. What kind of partnership agreements does your organisation use when partnering with local and national actors (select all that apply)?

Project grants

Partnership agreements

Cost-sharing agreements

Long-term MOUs

Don’t know

Other (please specify)

13. Do your partnership agreements with national and local actors in the country in which you are working include a dedicated budget for capacity strengthening/organisational development (select the most relevant option for each category)?

	Always	Sometimes	Never	N/A
National and local government authorities				
National and local civil society actors				

Please explain your response here and give concrete examples

14. What type of capacity building support do you provide to national and local government authorities (select all that apply)?

- Capacity to understand and comply with humanitarian principles
- Technical skills and standards
- Institutional/organisational capacity (eg. proposal writing, reporting, financial management, monitoring, etc.)
- Gender mainstreaming
- Social cohesion (eg. conflict mediation)
- N/A
- Don't know
- Other (please specify)

15. What type of capacity building support do you provide to national and local civil society actors (select all that apply)?

- Capacity to understand and comply with humanitarian principles
- Technical skills and standards
- Institutional/organisational capacity (eg. proposal writing, reporting, financial management, monitoring, etc.)
- Gender mainstreaming
- Social cohesion (eg. conflict mediation)
- N/A
- Don't know
- Other (please specify)

POLICY INFLUENCE AND COORDINATION

16. To what extent do you agree with the following statement (select the most relevant option):

In the country in which I am working, national and local government authorities lead the design of the response to the Syria crisis.

Strongly agree	Agree	Neither agree nor	disagree Disagree	Strongly disagree
----------------	-------	-------------------	-------------------	-------------------

Please explain, giving concrete examples to illustrate your response

17. To what extent do you agree with the following statement (select the most relevant option):

Coordination mechanisms related to the Syria response are led by government actors in the country in which I am working and all local actors are able to participate in and contribute to coordination processes at national and sub-national levels.

Strongly agree	Agree	Neither agree nor	disagree Disagree	Strongly disagree
----------------	-------	-------------------	-------------------	-------------------

Please explain, giving concrete examples to illustrate your response

18. To what extent do you agree with the following statement (select the most relevant option):

Gender is well mainstreamed within the coordination structures and processes related to the Syria response in the country in which I'm working.

Strongly agree	Agree	Neither agree nor	disagree Disagree	Strongly disagree
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19. What do you perceive as the main challenges with regards to national and local actors fully participating in coordination processes in your country context (select all that apply)

Too many meetings/not enough time to participate

Duplication of coordination between government and UN-led coordination structures

Meetings and documents are conducted/written in English instead of in local languages

Other (please specify)

Meetings and other coordination processes are not considered useful/ topics relevant to national and local actors are not discussed

Timeframes for humanitarian coordination processes are rushed

The views of national and local actors are not taken seriously

20. Do you have any other comments related to a localised response to the Syria crisis within your country context and how it can be improved?

SYRIA

For organisations that are also participating in the Syria Humanitarian Response Plan (HRP), please answer the following questions

21. In 2017, approximately how much funding has your organisation received for Syria HRP-related activities? Please provide a figure in US\$.

22. Approximately what share of your Syria HRP-related funding in 2017 is passed on to local and community-based organisations?

23. Approximately what share of your Syria HRP-related funding in 2017 is passed on to women's organisations or local groups dealing with gender issues?

24. Do your partnership agreements with local and community-based actors in Syria include a dedicated budget for capacity strengthening (select the most relevant option)?

Always	Sometimes	Never	Don't know	N/A
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25. Do you have comments or recommendations related to localisation of the response to the crisis inside Syria and how the role of local and community-based actors could be strengthened?

Annex 4:

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Footnotes

¹ The 3RP, as well as previous strategy documents and progress reports, can be found online at: <http://www.3rpsyriacrisis.org/>

² Data points reflected in the report are as of November 2 2017.

³ The Principles of Partnership were agreed at the Global Humanitarian Platform in 2007. They cover principles of equality, transparency, result-oriented approach, responsibility and complementarity. More information can be found here: <https://www.icvanetwork.org/global-humanitarian-platform-ghp-overview>

⁴ The 3RP, as well as previous strategy documents and progress reports, can be found online at: <http://www.3rpsyriacrisis.org/>

⁵ The 3RP 2018-2019 is the third iteration of the 3RP. Response strategies prior to 2015 were presented in annual Syria Regional Response Plans, coordinated by the UN High Commissioner for Refugees (UNHCR)

⁶ Commitment 3, 4 and 6 of the Core Humanitarian Standard are particularly relevant to localisation. More information is available here: <https://corehumanitarianstandard.org/the-standard>

⁷ As of May 2017, 52 organisations had endorsed the Grand Bargain. See: <https://interagencystandingcommittee.org/grand-bargain-hosted-iasc>

⁸ See: www.charter4change.org

⁹ See: www.near.ngo

¹⁰ Since at the time of data collection and writing of this report the definition of local actors by Grand Bargain signatories was still under discussion, the definition used for the present report draws on the Charter for Change principles (C4C Coordination Group, 2016), and a framework proposed for monitoring and evaluation of the Start Network's progress towards localisation (Patel, S., Van Brabant, K., 2016).

¹¹ As of 9 November, UN OCHA's FTS reports a total of US\$5.5 billion committed/contributed in 2017 in response to the Syria crisis. The funding reported to the online survey conducted as part of this research, therefore, represents approximately 29% of the total funding reported to FTS.

¹² 37% of survey respondents indicated an increase; 25% said that the amount passed on had stayed the same; 17% indicated a decrease; and 20% either did not know or said that the question was not applicable (amounting to just under 100% due to rounding down).

¹³ The European Union hosted a conference in Brussels on 4-5 April 2017 – the “Brussels Conference on Supporting the Future of Syria and the Region” – co-chaired by the UN and with the governments of Germany, Kuwait, Norway, Qatar and the United Kingdom.

¹⁴ Turkey is also a contributor to MADAD fund. https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/syria/madad_en

¹⁵ Inter-Agency Coordination Lebanon – Mapping of Municipal Support Projects by Social Stability Partners – available at <http://data.unhcr.org/syrianrefugees/download.php?id=14189>

¹⁶ UNHCR data as of 18 September 2017.

¹⁷ The split of workers within the labour force is approximately 70% women to 30% men.

¹⁸ At the time of writing, ESSN cash transfers were valued at approximately 120 Turkish Lira per month.

¹⁹ IOM, UNFPA, UNHABITAT and UN OCHA also participated and formed part of a technical working group.

²⁰ The Education Cluster in Iraq coordinates the education response to both conflict and internal displacement in Iraq as well as the needs of Syrian refugees and host communities. This is in line with other clusters in Iraq.

²¹ In Turkey for example, while new regulations on work permits for Syrian refugees are commendable, 3RP partners and international financial institutions have played a critical role in supporting national and local partners to ensure their implementation.

²² Kurdistan Vision 2020 is short for “Kurdistan Region of Iraq (KR-I) 2020: A Vision for the Future”.

²³ Examples were also provided of meetings held in Arabic and other local languages, particularly meetings conducted at municipal and community level (e.g. in Lebanon).

²⁴ The planning timeframe for the LCRP is four years (currently 2017-2020).

²⁵ An earlier version of the tool (referred to as the resilience marker) did include gender considerations, based on the premise that efforts to address gender-based inequalities/women's empowerment are critical for long term resilience building.

²⁶ 3RP 2018-2019, Regional Strategic Overview (draft).

²⁷ 3RP 2018-2019, Regional Strategic Overview (draft). These figures are preliminary and, at the time of writing, were not approved by the Government of Jordan. The Inter-Agency Appeal will be revised in line with the JRP 2018-2020 once finalised.

²⁸ Numbers are based on the final attendees list for the JRP planning workshop in September 2017.

²⁹ 3RP 2018-2019, Regional Strategic Overview (draft).

³⁰ The Jordan Response Plan for the Syria Crisis 2017-2019. Available at: <http://www.jrpsc.org/>

³¹ 3RP 2018-2019, Regional Strategic Overview (draft).

³² 3RP 2018-2019, Regional Strategic Overview (draft).

³³ The total number of organisations is drawn from the LCRP 2017-2020; the number of local/national actors was provided by UNDP.

³⁴ 3RP 2018-2019, Regional Strategic Overview (draft).

³⁵ Lebanon Crisis Response Plan 2017-2020. Available at: <http://www.3rpsyriacrisis.org/key-publications/>

³⁶ Lebanon Crisis Response Plan 2017-2020. Available at: <http://www.3rpsyriacrisis.org/key-publications/>

³⁷ <http://www.womenaffairs.gov.lb/en>

³⁸ 3RP 2018-2019, Regional Strategic Overview (draft).

³⁹ 3RP 2018-2019, Regional Strategic Overview (draft).

⁴⁰ The total number of organisations is drawn from the Turkey chapter of the 3RP for 2017-2018; the number of local/national actors was calculated by the author of this report.

⁴¹ 3RP 2018-2019, Regional Strategic Overview (draft).

⁴² <http://www.hurriyetdailynews.com/turkey-to-continue-responding-to-humanitarian-crises-121982>

⁴³ The total number of organisations is drawn from the Turkey chapter of the 3RP; the number of local/national actors was calculated by the author of this report.

⁴⁴ 3RP 2018-2019, Regional Strategic Overview (draft).

⁴⁵ 3RP 2018-2019, Regional Strategic Overview (draft).

⁴⁶ The total number of organisations is drawn from the Iraq chapter of the 3RP; the number of local/national actors was calculated by the author of this report. Government institutions are not included in the list of appealing agencies within the Iraq chapter of the 3RP and hence are not included in these totals.

⁴⁷ 3RP 2018-2019, Regional Strategic Overview (draft).

⁴⁸ 3RP 2018-2019, Regional Strategic Overview (draft).

⁴⁹ 3RP 2018-2019, Regional Strategic Overview (draft).

⁵⁰ The total number of organisations is drawn from the Egypt chapter of the 3RP; the number of local/national actors was calculated by the author of this report. Government institutions are not included in the list of appealing agencies within the Egypt chapter of the 3RP and hence are not included in these totals.

⁵¹ 3RP 2018-2019, Regional Strategic Overview (draft).

⁵² Egypt chapter of the 3RP 2017-2018



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