



LOCALISATION ROADMAP

Humanitarian Response in Cox's Bazar



September 2020

Summary Report

Localisation Roadmap for Humanitarian Response in Cox's Bazar



Centre for Peace and Justice

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Introduction

Localisation has been widely recognised as a strategy toward achieving effectiveness, efficiency, transparency and equitable participation in aid due to the unique capacities of local actors to understand and respond to the needs of conflict and disaster-affected populations. This summary report is a guiding policy document prepared by Centre for Peace and Justice (CPJ), Brac University that outlines a roadmap for the localisation of humanitarian response in Cox's Bazar, Bangladesh. The roadmap is the result of multi-stakeholder consultations and key informant interviews conducted on the topic of localisation in Cox's Bazar and Dhaka, Bangladesh by CPJ from December 2019 to March 2020.

The **Localisation Roadmap** builds on previous leadership, notably the recommendations made by the UN-led Grand Bargain 2018 Bangladesh Mission Report and the activities undertaken by the Localisation Task Force (LTF) formed under the leadership of International Federation of Red cross and Red Crescent Societies (IFRC) and UNDP-Dhaka and comprised of donors, UN agencies, international NGOs, and Bangladeshi NGOs. This summary report summarises the 11 outputs and workplan that constitute the Localisation Roadmap. It is complemented by a full final report that documents the views and perspectives of all stakeholders consulted during the research process, and by a comprehensive desk review that analyses key global frameworks and literature on localisation.

Due to varying interpretations and views, the **Localisation Roadmap** presented by CPJ will likely not result in consensus amongst all stakeholders, and this is not the goal. Rather, the roadmap offers an opportunity for all actors to find common ground and unite around the shared goal of improving efficacy and efficiency resulting in better outcomes for the affected Rohingya refugee¹ and host community populations.

Methodology snapshot

The Localisation Roadmap was designed and this report drafted based on consultations and key informant interviews (KIIs) with a wide range of stakeholders. Rohingya refugees, host community members, local, national and international NGOs, donors, government, and UN agencies were all included in the research process as follows:

- 13 consultation workshops with donor, humanitarian and government stakeholders
- 4 focus group discussions with host and refugee community leaders
- 15 key informant interviews with individuals possessing relevant insight on localisation

Each consultation and interview was conducted according to a loosely structured format in which CPJ first explained the concept of localisation, then asked participants to share their thoughts on how it may be carried out in the Cox's Bazar context.

¹ Government of Bangladesh describes the Rohingya population, who arrived since 2016, as the Forcibly Displaced Myanmar Nationals (FDMN). However, this report uses the word 'refugee' for ease of reference and in a non-legal sense.

Background: The global movement calling for localisation

Localisation proponents around the world envision a power shift in which humanitarian decision-making, leadership, and control over resources are transferred away from international INGOs and toward affected and local populations around the globe. Envisioning that humanitarian action should be as 'localised as possible, and as international as necessary', an agreement called the Grand Bargain was drafted at the 2016 World Humanitarian Summit in recognition of the need for humanitarian financing to be more efficacious and cost-effective as global fragility increases and aid dollars are stretched. The Grand Bargain was ratified by over 62 parties including 25 states, 11 UN Agencies, 5 inter-governmental organizations, Red Cross/Red Crescent Movements and 21 NGOs.² It has 51 commitments across nine workstreams, the second of which is for "more support and funding tools to local and national responders."³ Six of the commitments fall under this workstream:⁴

- Increase and support multi-year investment in the institutional capacities
- Reduce barriers
- Strengthen coordination
- Targeted funding
- Track funding
- Pooled funds to increase accessibility

The Grand Bargain was the result of focused advocacy on localisation over the previous decade. It was preceded by the Global Humanitarian Platform (GHP), launched in 2006 to elevate recognition of the important role played by local and national responders in crises. The GHP developed the Principles of Partnership (PoP)⁵ to articulate a vision for engagement between international and local responders. The five PoPs are equality, transparency, results-oriented approach, responsibility and complementarity. The Charter 4 Change (C4C)⁶ launched in 2015 built on the PoPs by calling for specific commitments by international humanitarian agencies to fulfil by 2018, such as passing at least 20 percent of their funding through national actors and providing robust organisational development and capacity building support.

² IASC. Grand Bargain (Official Website). Available at: <https://interagencystandingcommittee.org/grand-bargain> (accessed on 4 September 2020)

³ IASC. More support and funding tools for local and national responders. <https://interagencystandingcommittee.org/more-support-and-funding-tools-local-and-national-responders>

⁴ IASC. More support and funding tools for local and national responders. Available at: <https://interagencystandingcommittee.org/more-support-and-funding-tools-for-local-and-national-responders> (accessed on 04 September 2020)

⁵ UNHCR. (2007). Principles of Partnership: A Statement of Commitment (p. 2). Geneva, Switzerland: UNHCR. Available at: <https://www.unhcr.org/5735bd464.pdf> (accessed on 04 September 2020)

⁶ Charter4Change. (2017). Charter for Change: From Commitments to Action. United Kingdom: CAFOD UK. Available at: https://cafod.org.uk/content/download/42149/478066/version/2/file/C4C_ProgressReport_2017_WEB.pdf (accessed on 04 September 2020)

Overview: Localisation progress and advocacy in the Rohingya humanitarian response

Since the early days of the current Rohingya humanitarian response in Cox's Bazar, Bangladesh, localisation proponents point out that host communities and Cox's Bazar-based organisations were the first responders responsible for sheltering and caring for the scores of refugees entering the district to escape persecution and violence in Myanmar. This, combined with the nation's strong expertise and human resources in the development sector, rendered Bangladesh an ideal 'demonstrator country' for localisation, and it was one of three countries selected as such by the Localisation Workstream members⁷.

In order to begin guiding the localisation process of the Cox's Bazar response, a multi-agency mission was undertaken by nine members of the workstream from 8 to 13 September 2018. The final report by the mission makes the following recommendations:

1. For institutional donors and bilateral donor agencies to: 1) have partnership agreements that integrate good practices that support leadership and capacity of local and national humanitarian actors; 2) increase the proportion of unearmarked and multi-year humanitarian assistance through direct or as-direct-as-possible (one transaction layer) partnerships with national and local actors or through country-based pooled funds; and 3) work with the UN Resident Coordinator and government to continue strengthening local and national leadership.

2. For UN agencies and International NGOs to develop ethical human resource standards relevant to surge, support mutual capacity strengthening systems, put in place more flexible, contextualized and inclusive coordination mechanisms, improve access to and engagement with the humanitarian donor architecture for the local and national actors, provide fair coverage of overhead costs, and foster the engagement of women through the work of the Bangladesh Women Humanitarian Platform (BWHP).

3. For local and national actors to 1) work with smaller local humanitarian actors in a transparent and equal manner; and 2) use existing networks to come up with a common definition of local and national actors, and to agree on ways on how to better collaborate, respect and build on one another's strengths.

4. For the Government of Bangladesh to identify opportunities to strengthen local and national leadership and decision-making in humanitarian action, including the enabling and regulating role of the NGO Affairs Bureau.⁸

The mission report also calls for: longer funding timelines (three years) to allow time for an incremental transition toward localisation; support for capacity building of local and national actors on refugee protection and rights; and targeted investments to help local and national organisations scale up. The report also notes the apparent lack of gender balance within the localisation movement and calls for local women's voices to be included in planning processes.⁹

⁷ IFRC. (2018). MISSION REPORT Grand Bargain Localization Workstream Demonstrator Country Field Mission Bangladesh. Dhaka, Bangladesh. Available at: http://media.ifrc.org/grand_bargain_localisation/wp-content/uploads/sites/12/2018/11/Final-Mission-Report-Bangladesh.pdf (accessed on 04 September 2020)

⁸ Grand Bargain Localisation Workstream (2018). Mission Report, September, p. 4. Available at: http://media.ifrc.org/grand_bargain_localisation/wp-content/uploads/sites/12/2019/07/Bangladesh-Mission-Report.pdf. The Localisation Workstream co-conveners in Bangladesh include the International Federation of Red Cross and Red Crescent Societies (IFRC) and the Swiss Agency for Development Cooperation (SDC), with support from National Alliance of Humanitarian Actors in Bangladesh (NAHAB), COAST Trust, Bangladesh Red Crescent Society, the Office of the UN Resident Coordinator, IFRC, Oxfam, and Christian Aid.

⁹ Grand Bargain Localisation Workstream Mission Report, p.4.

The mission report recognises successes in various areas within the Cox's Bazar response: progress in local-international partnerships, capacity strengthening efforts, financing availability to local and crisis-affected stakeholders, and the inclusion of local actors in coordination mechanisms.¹⁰

Other reports by think tanks and humanitarian policy advisors have also sought to contribute recommendations to the localisation process in Cox's Bazar. A 2018 report by the Overseas Development Institute (ODI), 'Capacity and complementarity in the Rohingya response in Bangladesh', evaluates the response against the Grand Bargain framework.¹¹ The authors recommend a shift in focus from 'capacity building' of local actors, which can be unidirectional, toward 'capacity exchange' in which the unique capacities of different actors are recognised and exchanged. The authors describe a trust gap between Rohingya, host, local, national and international responders that impedes recognition of utilisation of these actors' mutual complementarity.

The ODI report also notes that a restrictive policy environment hinders spaces in which capacities of the affected populations could be developed. This exacerbates power imbalances, particularly as they relate to refugee participation, rights and protection. This exclusion produces a localisation discourse that risks failing to centre the well-being of refugees themselves, calling into question the goals of localisation and who stands to benefit. As the authors note, 'Discussions around capacity, complementarity and localisation are only relevant insofar as they remain firmly grounded in meeting humanitarian needs and serving the needs of affected populations.'

Building on the guidance provided by the global frameworks and prior analyses of localisation in the Cox's Bazar response as described above, the **Localisation Roadmap** provides a pragmatic and detailed process by which the Mission Report and other recommendations can be achieved.

Results framework of the Localisation Roadmap: A snapshot

The **Localisation Roadmap** consists of impact goals, outcomes, outputs, and activities to be pursued via an initial three-year plan (see pages 9-13). They establish a framework that all stakeholders agree to uphold. The outcomes, outputs, and activities have been designed as ways for incremental progress to be made toward the two impact goals. Key performance indicators (KPIs) have also been developed for each step to establish benchmarks for measuring progress. Rationale, targets and baselines are also elucidated for each of the 11 outputs.

As localisation is a strategy toward achieving better humanitarian outcomes, the two impact goals relate to improved quality of life for both Rohingya and host communities. Accordingly, the three overall outcomes to be realised as a result of the roadmap will be that: 1) local actors to deliver humanitarian services within the Rohingya response; 2) local actors deliver development and livelihood services to host communities; and that 3) these services are efficient and effective, providing high value for money. The 11 outputs and activities each contribute toward the attainment of these outcomes.

¹⁰ Grand Bargain Localisation Workstream Mission Report, Annex 1.

¹¹ Wake, C and J Bryant (2018). Capacity and complementarity in the Rohingya response in Bangladesh; Humanitarian Policy Group, ODI. Available at: <https://www.odi.org/sites/odi.org.uk/files/resource-documents/12554.pdf> (accessed on 04 September 2020)

Output	Synthesis of consultation findings
<p>1. Capacity exchange and professional development</p>	<p>All actors build enhanced capacities in areas of programme management, institution building, sectoral technical expertise in humanitarian assistance, and protection and gender issues in order to serve refugees.</p> <p>Ongoing learning opportunities should be made available for all organisations and staff to build new competencies and undertake professional development. In the case of local actors, donors may offer workshops to inform them on financial and management systems, monitoring protocols, and other technical competencies required for funding eligibility. Other workshops could be held to sensitise staff on refugee rights frameworks, global humanitarian principles and trauma-sensitive community engagement.</p> <p>In turn, local and national actors could offer trainings for international actors to develop better technical skills based on contextual awareness and cultural sensitivity. Coming together in a learning setting will help build trust amongst actors. The provision of these training services at the response-wide level will also help ensure that smaller organisations are not impeded by staff turnover.</p>
<p>2. Formation and development of voluntary Rohingya self-help groups</p>	<p>Rohingya self-help groups (SHGs) are conversant with humanitarian principles, group management and respective areas of sectoral and technical engagement, and willing to collaborate with camp-based service providers including local actors in various areas.</p> <p>Localisation is effective to the extent that affected populations experience better outcomes and improved quality of life. Rohingya people have been thus far excluded from engaging in planning and decision-making in the humanitarian response. This presents a barrier to the goal of localisation, which seeks to empower and centre the voices of affected populations. The engagement of Rohingya themselves is needed not only to ensure that they experience improved outcomes as a result of localisation, but because greater self-reliance will improve the likelihood that sustainable repatriation can take place in the future. A mechanism is needed for Rohingya to participate more closely in humanitarian planning, decision-making and service delivery alongside local, national, and international actors.</p> <p>As the Rohingya crisis is cross-border in nature, Bangladeshi as well as international agencies must take time to learn about and learn from the Rohingya people. The refugees themselves have the best understanding of their own circumstances, priorities, and needs. Many of the Rohingya people consulted during the research process requested greater inclusion in response planning. One way to accomplish this is through the establishment of self-help groups with a formal link to the localisation process.</p>
<p>3. Cost-effective and innovative funding tools and mechanisms</p>	<p>Donors, UN agencies, and INGOs operate innovative funding mechanisms (e.g. pooled funds, direct funding, network funding) to engage suitable, capable and competitive local actors as partners. These funds address the needs of the Rohingya refugees, host communities and learning needs of the local actors and Rohingya self-help groups in a systematic manner.</p> <p>Pooled funds are multi-donor humanitarian financing mechanisms set up to harmonise proposal and reporting requirements in order to improve accessibility for local actors. Pooled and direct funding options as well as longer project timelines are a way to accelerate localisation because they reduce the high transactional costs inherent in the sub-granting model that currently prevails.</p>
<p>4. Effective camp management</p>	<p>All refugee camps are managed following humanitarian principles, policies, division of labour and guidelines jointly developed by government and other actors including Cox's Bazar-based NGOs, CBOs, CSOs, SHGs, national NGOs, INGOs and UN agencies.</p> <p>As the leading actor in the Rohingya response, government officials should be engaged in localisation alongside humanitarian actors. The support and involvement of site management personnel and camp authorities is needed for localisation actors to maintain camp access, gather community inputs, and track localisation progress at the camp level. Moreover, their engagement will help engender a camp environment conducive to collaborative action between local and international actors in partnership with affected communities.</p>
<p>5. Development services</p>	<p>Host communities have access to preferential status for suitable merit-based employment opportunities, as suppliers of agricultural goods for refugees (local procurement), sustainable household energy systems, community assets (e.g. roads) and institutions (e.g. community clinics, schools).</p> <p>Livelihood opportunities are needed for host as well as Rohingya community members in order to overcome aid dependency. Host community members should be supported to articulate and work toward their own development priorities, to participate in the humanitarian response, and to have their grievances addressed. Cox's Bazar and the whole of Bangladesh are suffering from the ripple effects of the Rohingya crisis, the climate crisis, and pervasive economic and social vulnerabilities. Localisation has the potential to address these coexisting threats by ensuring that environmentally sustainable, localised procurement, and contextually appropriate practices are integrated across the response, which has the potential to boost rather than harm the regional economy.</p>

<p>6. Social cohesion</p>	<p>Host communities, represented by local government representatives (LGRs), are included in decision-making, are sensitive about the plight of the refugees and the necessity for expected humanitarian attitude towards them, and have a conflict resolution system in place.</p> <p>Despite humanitarian actors' widespread recognition of the need to build social cohesion between refugee and host communities, there remains little face-to-face interaction between the two populations. This limits opportunities for sensitisation, tolerance and sensible approaches to intercommunal coexistence. Localisation presents an opportunity for hosts and guests to develop mechanisms for resolving problems together, with the engagement and support of local government representatives. For example, a bimonthly town-hall system can be instated in which representatives of Rohingya CBOs and local CSOs engage in dialogue, hear from guest speakers, and are supported by a neutral third party institution.</p>
<p>7. Accountability</p>	<p>Government agencies including the RRRRC, the NGO Affairs Bureau, local administration, and local government representatives are supportive of localisation initiatives and seek accountability from local and international service providers.</p> <p>Clear policies, efficient approval procedures, and transparency are needed for localisation to be effective. The localisation agenda will be expedited as clear accountability mechanisms are established. Donors require camp access for frequent monitoring to build trust as partners demonstrate their accountability. A culture of accountability can be bolstered as NGOs and other stakeholders agree to willingly uphold a set of standards on accountability and transparency. One way to ensure this is through adherence to the National Integrity Strategy.¹²</p>
<p>8. Specialised knowledge, skills and services</p>	<p>Local and international actors engaged in humanitarian assistance have access to advanced knowledge and skills in the areas of humanitarian assistance, IT-driven management systems, and functional areas.</p> <p>Different actors are best positioned to provide certain services. Partnerships between local and international actors enable them to complement each other's strengths. Local and national specialists should be prioritised to the greatest possible extent. Talent may be sourced locally, nationally, and internationally as needed. In cases where international expertise must be sourced, it should be done in a manner that transfers experience and skills to a local or national counterpart. Equitable partnership also means that actors identify funding priorities and strive to meet them together, with inputs from affected populations.</p>
<p>9. Effective communication systems</p>	<p>All participating agencies engaged in the Rohingya humanitarian response practice an effective communication system (Rohingya, Bangla and English) equally understandable to the Rohingya refugees, government, host communities, and relevant international actors.</p> <p>Language and communication gaps must be addressed during the localisation process, because equitable engagement amongst stakeholders is impossible without adequate translation and interpretation. Standards and clear guidelines are needed in regard to language usage and communication between actors.</p>
<p>10. Learning and policy support</p>	<p>Bangladesh shares its internal learning from localisation with core stakeholders and has access to external learning and policy dialogues at the national and international levels.</p> <p>Bangladesh was selected as a 'demonstrator country' for a multi-agency group of Grand Bargain members to study localisation in detail. The lessons generated from Bangladesh's experiments with localisation in the Rohingya response can be shared for learning by actors in other contexts. As such, ongoing research and knowledge management should be undertaken to determine best practices and distil lessons learnt.</p>
<p>11. Establishment of a Localisation Driver</p>	<p>A Localisation Driver is based in Cox's Bazar and accountable to government and donors with suitable organisational set-up, terms of reference, policies and resources and available to facilitate the localisation process among all stakeholders.</p> <p>A Localisation Driver (LD) with a strong mandate, broad buy-in, and high-level management capacity is needed to translate the Localisation Roadmap into practice, but it should support and monitor rather than enforce. A strong link to government is likely needed to help the LD work smoothly. The LD should oversee implementation of the localisation roadmap, provide training and monitoring support, and ensure that tangible progress is achieved. Guidelines should also be provided for each agency to internally drive its own localisation process as well. The LD should establish a set of specific outputs during the Inception Phase to ensure that localisation becomes more immediately comprehensible, believable and appealing to all stakeholders.</p>

¹² The document was published in Bangla by the Cabinet Division of the Government of Bangladesh in 2012. Available at: https://cabinet.portal.gov.bd/sites/default/files/files/cabinet.portal.gov.bd/page/f5ea77bf_4afc_4a71_bd2b_00c20ea6d7b5/CD_S PEC_GOV_T_POLIC_bn_2_195.pdf (accessed on 05 September 2020). An unofficial English version is also available: <https://cabinet.gov.bd/site/page/7d7633ee-62b1-4d12-8e14-6590ae973106/National-Integrity-Strategy-> (accessed on 06 September 2020)

Areas for future consideration

- **Establish baselines:** Field-based and desk research is needed to establish baselines for the KPIs listed above (see Output 10). One gap in the qualitative data is a thorough understanding of what constitutes effective humanitarian support according to refugees and host communities. Once a better understanding is in place of how affected populations perceive service provision by local, national, and international actors, it will be possible to strategically work toward improvements and measure changes in their levels of satisfaction.

- **Reach agreement on the leadership of the Localisation Driver:** A key decision is the composition of the Localisation Driver, which will be responsible for overseeing progress toward the roadmap goals (see Output 11). While it is outside of the scope of this report for CPJ to prescribe the precise leadership and management structure, inputs from many stakeholders were collected and three possible options were identified. A matrix with a full description of these options is on page 15.

1. Secretariat attached to the Inter-Sector Coordination Group (ISCG), based in Cox's Bazar
2. Project attached to RRRC, based in Cox's Bazar
3. Project attached to Cabinet Division / Economic Relations Division (ERD), based in both Cox's Bazar and Dhaka

- **Develop the training menu for capacity exchange:** The localisation process presents rich opportunities for all humanitarian personnel in Cox's Bazar to develop new skills, and for all organisations to develop new institutional capacities (see Output 1). Through a process of capacity exchange, the Localisation Driver will enable local and international teams to engage in ongoing professional development.

For instance, donors may offer training on their financial management requirements that potential local grantees could take prior to submitting a proposal, whereas local organisations could offer a training for international personnel to develop culturally-sensitive capacities for engaging host communities. The Localisation Driver itself may also offer trainings for all actors to understand the importance and goals of the localisation process.

- **Management of pooled funds:** As described in the Grand Bargain Localisation Workstream and in the Grand Bargain 2018 Bangladesh Mission Report recommendations, pooled funding is a key strategy for streamlining funding procedures and increasing the accessibility of institutional donor money by local actors (see Output 3). Again, CPJ cannot prescribe the mechanism by which pooled funds will be managed, but presents two options for consideration:

1. ISCG
2. A local agency to manage pooled funds

According to CPJ's analysis, the second option is better placed to take on this task. Under the MJF model, pooled international funds would be managed locally or nationally. Alternatively, MJF may be approached to advise the set-up of such a localisation fund. Donors must adhere to their own institutional requirements, which sometimes limit their ability to participate in pooled funds.

- **Assess participation opportunities for affected populations:** An assessment is also needed to determine the skills, organizational development needs and priorities of local NGOs and their wishes for more direct participation in the response, host community representatives, and Rohingya self-help groups. These training needs will directly shape the capacity exchange agenda described in Output 1.

- **Confidence-building:** During the consultations, CPJ observed that nearly all stakeholders agreed that localisation is important, but that mistrust exists between multiple actors whose support is needed in order for localisation to proceed. In addition to the technical steps outlined in the roadmap, informal relationship-building and opportunities to work toward common goals can assuage the risk that the trust gap will impede the success of localisation. As localisation is a process involving many stakeholders, CPJ anticipates that consensus will be out of reach in some instances. This is to be expected. For example, embassies must adhere to institutional funding requirements that may challenge their ability to participate in pooled funding mechanisms.
- **Towards a Localisation Roadmap:** CPJ is of the opinion that there should be an interim arrangement prior to mobilisation of the localisation roadmap. Given the fact that the LTF has played such a critical and constructive role so far, CPJ recommends that it will be appropriate for LTF to guide the present process to put in place an institutional arrangement.

Localisation Roadmap: Results Framework

Summary	Performance Indicators (Baseline versus final)
<p>Impacts</p> <p>Impact 1: Rohingya refugees live safely, free from suffering, and with dignity.</p> <p>Impact 2: Host community residents experience a sustainable livelihood.</p>	<ul style="list-style-type: none"> • Morbidity rate is not higher than the local average. • Degree of satisfaction of the refugees with the services received. • Number of conflicts resolved is increased. • The number of cases of violence against women and children is reduced. • Household income in affected communities has increased at par with the national average. • The forest ratio is stable. • Host community residents express acceptance of refugees.
<p>Outcomes</p> <ul style="list-style-type: none"> • Outcome 1: Local actors deliver needs-based humanitarian services to Rohingya refugees in a concerted manner, each working in their areas of sectoral expertise. • Outcome 2: Vulnerable host community members receive supplementary livelihood services from local actors who address their loss of access to economic, social, physical, and natural capital due to the refugee influx. • Outcome 3: The delivery of humanitarian assistance for Rohingya refugees and development assistance for host communities is efficient and effective. 	<ul style="list-style-type: none"> • Share of total humanitarian assistance budget spent through local actors increases. • Share of total budget spent on actions undertaken by Rohingya self-help groups increases. • Share of total budget spent on protection and gender activities is maintained. • Share of total budget spent for host communities. • Share of employment of host communities reaches 50%. • Budget used for local procurement of goods produced by Cox's Bazar-based farmers and traders increases. • Unit cost of delivery for a set of defined quality standards for various services reduces.
Outputs and Activities	
<p>Output 1: Capacity Exchange and Professional Development: Local actors demonstrate enhanced capacities in the areas of program management, institution building, sectoral technical expertise in humanitarian assistance, and protection and gender issues in order to serve refugees.</p> <p>Activities:</p> <ol style="list-style-type: none"> 1.1 Provide needs-based and demand-driven basic and advanced trainings using Bangla as medium of communication. 1.2 Provide Training of Trainers to develop a team of certified local resource personnel to address the consultancy needs of local actors, such as policies on financial management, administration, procurement, conflict of interest, human resources, and gender. 1.3 Organise workshops and refresher trainings to update knowledge and skills. 1.4 Introduce an online self-learning portal for local actors for self-assessment and continuous learning. 	<ol style="list-style-type: none"> 1a. NGOs participating in the Rohingya humanitarian response (RHR) use a set of prescribed policies: finance, human resources, board of directors, gender, procurement system, conflict of interest, reporting. 1b. NGOs participating in the RHR use IT-driven results-based management systems for project design, monitoring and reporting. 1c. Staff members of NGOs participating in the RHR are certified/skilled in respective technical areas of operation. 1d. Cox's Bazar-based resource persons in various technical areas are available to serve as freelancers.

Output 2: Community building amongst Rohingya refugees: Rohingya self-help groups (SHGs) are conversant with humanitarian principles, group management and respective areas of sectoral and technical engagement, and willing to collaborate with camp-based service providers including local actors in various areas.

Activities:

- 2.1 Organise workshops to support Rohingya refugees, particularly youth and those with technical skills, to form self-help groups (SHGs) according to their areas of interest, such as first aid, nutrition, maternal and child health, adolescent girls, youth, food distribution, paralegalism, conflict resolution, senior and disability care, burial, repatriation, and birth registration.
- 2.2 Undertake a survey amongst refugees to create a human resource inventory differentiated according to various skill areas.
- 2.3 Provide training to SHGs on group management, group leadership, humanitarian principles and need-based specific sectoral skills including education using Myanmar syllabus and language.
- 2.4 Seek recognition of groups from the Government to operate in the camps as a complementing organ in the implementation of humanitarian assistance.
- 2.5 Introduce smartphone-based online self-learning portal for SHGs to access continuous learning and share experiences.
- 2.6 Organise a quarterly coordination meeting of the SHGs.

- 2a. SHGs preferred by refugees in different areas.
- 2b. % of SHG leaders who can describe roles, human principles and how they will provide services, if needed.
- 2c. % of SHG members who participate in meetings to discuss and review activities regularly.

Output 3: Cost-effective and innovative funding tools: Donors, UN agencies, and INGOs operate innovative funding mechanisms (e.g. pooled funds, direct funding, network funding) to engage suitable, capable and competitive local actors as partners. These funds address the needs of the Rohingya refugees, host communities and learning needs of the local actors and Rohingya self-help groups in a systematic manner.

Activities:

- 3.1 Develop standardised guidelines, operational and compliance procedures for innovative funding tools (calls for proposals, assessment systems and rewards modalities) by donors, UN and INGOs.
- 3.2 Provide workshop for local actors (national and Cox's Bazar-based NGOs) on online bidding procedures (in Bangla or English).
- 3.3 Encourage local actors to enlist in a database online differentiated according to geographical focus and profile (areas of expertise, state of IB, organisational development, programme management capacity, awareness about humanitarian principles, etc.) and update their profile regularly.

- 3a. % of local actors who can download information online about a) types of funding, b) application systems, c) assessment systems and d) reward systems available to them.
- 3b. % of actors who can view a database of local actors differentiated according to a) location of head office, b) target group, e.g., women, disability, children, c) women in leadership and d) area of specialisation.
- 3c. % of all local actors who can describe the criteria and process of accessing funding for various funding tools.
- 3d. % of all local actors' proposals that satisfy the funding criteria required by donors.

Output 4: Effective camp management. All refugee camps are managed following humanitarian principles, policies, division of labour and guidelines jointly developed by government and other actors including Cox's Bazar-based NGOs, CBOs, CSOs, SHGs, national NGOs, INGOs and UN agencies.

Activities:

- 4.1 Draw a three-year rolling plan to maintain physical, social and institutional infrastructure (shelter, WASH, school, health facilities, market, graveyard, SHGs, policies, security of women/girls/children, etc.) following standard guidelines developed in consultation with local and international actors, as well as with credible representatives of Rohingya communities.
- 4.2 Seek the services of the localisation driver to find suitable local actors from applicants, and of international actors where necessary to maintain services at camp level.
- 4.3 Allow the chosen local actors to facilitate the formation of Rohingya self-help groups in various technical areas to reach refugees with various services.
- 4.4 Establish and maintain informal conflict resolution system (intra-Rohingya, and Rohingya-host communities) in consultation with the parties.
- 4.5 Communicate policies of the government in view of living in the camp and repatriation.
- 4.6 Prepare and disseminate a monthly camp report to the stakeholders based using a template.
- 4.7 Provide support to the localisation driver and international actors.
- 4.8 Monitor the activities of the organisations operating in the camps, in view of their action plans and share observations in weekly meetings.
- 4.9 Introduce tri-lingual communication system in the camps with Bangla as the base.

- 4a. All camps have a 3-year rolling plan for the type of services needed, indicating the role of local actors, international actors, SHGs and local suppliers, along with budgetary requirements.
- 4b. All camps have a set of agreed values, principles and policies to govern the operations they should follow.
- 4c. All camps produce quarterly reports on the implementation of the plan and the compliance of the values, principles and policies.

Output 5: Development services to host communities. Host communities have access to preferential status for suitable employment, as suppliers of agricultural goods for refugees (local procurement), sustainable household energy systems, community assets (e.g. roads) and institutions (e.g. community clinics, schools).

Activities:

- 5.1 Develop and introduce a common recruitment policy to engage local people in the Rohingya humanitarian response associated with capacity building and continuous education.
- 5.2 Introduce a farming system or crop diversification model for profitable farming using the services of the Department of Agricultural Extension.
- 5.3 Encourage the private sector and farmers to participate in the supply chain for products to be delivered to Rohingya refugees associated with capacity building for bidding.
- 5.4 Support development of host community infrastructure as prioritized by the community (e.g. roadside plantation, school development, road development, community clinic, sustainable household energy systems).

- 5a. % of Cox's Bazar-based employees increased, including participation of x number (M, F) in management position.
- 5b. % of local farmers and traders of locally produced agricultural goods.
- 5c. % of host community households using subsidised improved fire stoves.
- 5d. % of villages connected to rural roads and markets.

<p>Output 6: Social Cohesion. Host communities, represented by local government representatives (LGRs), are included in decision-making, are sensitive about the plight of the refugees and the necessity for expected humanitarian attitude towards them, and have a conflict resolution system in place.</p> <p>Activities:</p> <ul style="list-style-type: none"> 6.1 Organise regular ward-level community meetings with the involvement of LGRs on various aspects of the Rohingya humanitarian response to clarify the government's policy and roles arising for the communities. 6.2 Support regular meetings between the LGRs and representatives of Rohingya communities to discuss issues of mutual interest. 6.3 Establish a conflict resolution system engaging the LGRs, representatives of Rohingya communications, and camp administrator to address potential conflicts. 	<ul style="list-style-type: none"> 6c. # of monthly collaborative sports, cultural and social events between Rohingya and host communities. 6d. A conflict resolution system, as introduced by legal aid office of the district court, resolves conflicts (by CiCs and LGRs): 6e. % of conflicts within camps, excluding crimes. 6f. % of conflicts between refugees and host communities, excluding crimes.
<p>Output 7: Accountability. Government agencies including RRRRC, NGO Affairs Bureau, local administration, and local government representatives are supportive of localisation initiatives and seek accountability from local and international service providers.</p> <p>Activities:</p> <ul style="list-style-type: none"> 7.1 Advocate for a special window at NGOAB for accelerated processing of proposals related to Rohingya humanitarian response streamlined through an online application portal. 7.2 Organise workshops for NGOs to engage public officials as resource persons to clarify regulatory requirements for project proposals. 7.3 Report to CiCs, local administration, local government representatives and the community on the progress of implementation of activities for Rohingya and host communities on a regular basis. 7.4 Seek the support of local administration and local government representatives to resolve potential conflicts between the host and guest communities. 	<ul style="list-style-type: none"> 7a. Local actors and SHGs submit quarterly reports to the RRRRC against their general refugee response work plans. 7b. Local actors submit yearly progress and audit reports to NGOAB against approved plan. 7c. Local actors submit quarterly host community reports and present to Upazila meetings. 7d. LGRs can describe which activities for host communities are being implemented by local actors. 7e. Local actors' board holds regular meetings and seeks the executives for Q&A on internal audit report. 7f. Local actors submit bi-annual program and financial reports to donors and quarterly internal control reports.
<p>Output 8: Specialised knowledge, skills and services. Local and international actors engaged in humanitarian assistance have access to advanced knowledge and skills in the areas of humanitarian assistance, IT-driven management systems, and functional areas.</p> <p>Activities:</p> <ul style="list-style-type: none"> 8.1 Prepare a database of national and international experts in the areas demanded by local actors. 8.2 Procure international consulting services and undertake quality control. 8.3 Develop the Joint Response Plan in collaboration with the Localisation Driver. 8.4 Undertake fundraising at the international level. 8.5 Manage international visitors in cooperation with the Localisation Driver. 8.6 Identify the areas of complementarity between local and international actors, seeking the short-term role of international experts. 	<ul style="list-style-type: none"> 8a. Local actors can access a regularly updated database of national and international experts available to provide consulting services in areas including gender mainstreaming, protection, program and organisational management, sector-specific and thematic expertise, and monitoring and evaluation services. 8b. Local and international actors receive support for contracting, recruitment, selection, TOR development and negotiation, and quality control of the service consultants.

<p>Output 9: Effective Communication System. All participating agencies engaged in the Rohingya humanitarian response practice an effective communication system (Rohingya, Bangla and English) equally understandable to the Rohingya refugees, government, host communities, and relevant international actors.</p> <p>Activities:</p> <ul style="list-style-type: none"> 9.1 Develop a tri-language based communication system as and when relevant (e.g. exclusive use of Rohingya/Burmese language in education, training and other communication with refugees). 9.2 Develop a group of certified translators/interpreters for communication with refugees. 9.3 Ensure translation of the meeting minutes into Bangla and English. 	<ul style="list-style-type: none"> 9a. Refugees receive all written information in Burmese and English, and via Rohingya language audio. 9b. All communications involving local actors related to Rohingya humanitarian assistance happen in a bilingual format, for both oral and written communications.
<p>Output 10: Learning and Policy Support. Bangladesh shares its internal learning from localisation with core stakeholders and has access to external learning and policy dialogues at the national and international levels.</p> <p>Activities:</p> <ul style="list-style-type: none"> 10.1 Publish half-yearly reports highlighting lessons learned (online). 10.2 Maintain contacts with agencies in other jurisdictions having the same agenda and exchange information. 10.3 Support networks, alliances, and coalition activities of NGOs participating in localisation in organising seminars and workshops related to localisation and Rohingya response. 10.4 Participate in regional and international policy dialogue on localisation. 10.5 Undertake studies on localisation practice. 	<ul style="list-style-type: none"> 10a. All stakeholders receive 'lessons learnt' reports compiled from localisation practices in Cox's Bazar half-yearly. 10b. All stakeholders receive consolidated 'lessons learnt' reports from localisation practices and other jurisdictions. 10c. National and international policymakers receive demand-driven analytical support on localisation initiatives in CB.
<p>Output 11: Establishment of a Localisation Driver. A Localisation Driver is based in Cox's Bazar and accountable to government and donors with suitable organisational set-up, terms of reference, policies and resources and available to facilitate the localisation process among all stakeholders.</p> <p>Activities:</p> <ul style="list-style-type: none"> 11.1 Select a suitable third-party agency as the Localisation Driver (LD) which meets a set of skills requirements. 11.2 Provide a term of reference to facilitate the implementation of all outputs. 11.3 Equip the office of the LD with human resources, materials, equipment and policies. 11.4 Develop standardised tools and templates for a) calls for proposals (concept note, detailed proposal, b) reporting formats, and c) monitoring and evaluation frameworks, in consultation with international actors. 11.5 Develop and upload standard policies (HR, finance, administration, procurement, gender, internal control, conflict of interest) for effective organisation management in website. 11.6 Procure local consultancies. 11.7 Support international actors in the procurement of international consultancies. 11.8 Develop a code of conduct for local actors (e.g. recruitment), disseminate and follow up. 	<ul style="list-style-type: none"> 11a. Government and donors agree to engage an LD with the coordination and facilitation of localisation efforts in CB. 11b. All relevant stakeholders receive the TOR and list of services to be delivered by the LD. 11c. The representatives of the relevant stakeholders are able to list the roles and responsibilities of localisation actors, and understand it as a change management process. 11d. Local and international actors start to receive services from the LD office.

Management of Pooled Funds

	Option 1: ISCG	Option 2: A local agency to manage pooled funds
1. Management capacity	Available	Available
2. Accessibility to donors	Difficult due to language barriers	Easy for NGOs to respond to calls
3. Accessibility to the field for assessment	Difficult for donor representatives	Easy, because the evaluators are Bangladeshi nationals
4. Information sharing and support to NGOs (programme management, financial accountability, management accountability, humanitarian response)	Need to hire experts (may be resource-intensive)	Possesses in-house technical capacity for programme management, financial accountability, management accountability. Need more exposure to the management of humanitarian responses
5. Compliance of donor policy (use of fund)	High (e.g. refugee rights, value for money, gender)	High compliance possible
6. Acceptability of NGOs	Less acceptable due to language barriers	More acceptable due to the missing language barriers

Potential structures for the proposed Localisation Driver: 3 options

	Option 1	Option 2	Option 3
1. Initiative	Secretariat	Project	Project
2. Attachment	ISCG	RRRC	Cabinet Division/ERD
3. Policy leadership (Project Director)	Hired	Secretary	Secretary
4. Technical Leadership (Project Manager)	Hired	Hired	Hired
5. Supervision	Steering Committee	Steering Committee	Steering Committee
6. Composition of the Steering Committee	ISCG, RRRC, donors, and NGO representatives	UN, donors, RRRC, relevant GO agencies, NGOs	Cabinet Division/ERD, RRRC, other relevant GO agencies, UN agencies, donor agencies
7. Function	Facilitation of the implementation of the Localisation Roadmap	Facilitation of the implementation of the Localisation Roadmap	Facilitation of the implementation of the Localisation Roadmap
8. Base	Cox's Bazar	Cox's Bazar	Dhaka and Cox's Bazar
9. Advantages	<ul style="list-style-type: none"> • Rohingya response-based. • Easy access to international experts/representatives. • Coordination with the actors easy. 	<ul style="list-style-type: none"> • Country-driven • Localisation is purely Rohingya response-based • RRRC is a relevant GO agency. • Coordination with actors is straightforward 	<ul style="list-style-type: none"> • Country-driven • Getting policy decision from the Government is not lengthy. • Cooperation of all GO/UN/donor agencies at the national and district level expected. • Transparency of the relationship among stakeholders • Potential spill-over effects on the mainland possible.
10. Disadvantages	<ul style="list-style-type: none"> • Donor-driven • Cooperation from all GO agencies may not occur • Seeking policy decisions from government may be lengthy 	<ul style="list-style-type: none"> • Seeking policy decisions from government may be lengthy • Cooperation from all GO agencies may not occur 	<ul style="list-style-type: none"> • Two offices (Dhaka and Cox's Bazar) will need resources • Coordination with the actors in the field difficult if the Project Director is Dhaka-based



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