

বাংলাদেশে ২০১৯
সালের বন্যা সাড়াদানে
স্থানীয়করণঃ
উৎকর্ষতার দৃষ্টান্ত

ELEVATING EVIDENCE:
LOCALISATION IN THE 2019
BANGLADESH FLOOD RESPONSE

BASELINE REPORT | APRIL 2020



HUMANITARIAN
ADVISORY GROUP



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About NIRAPAD

Established in 1997, [NIRAPAD](#) is a network of 22 non-government organisations that work together on disaster risk reduction in Bangladesh through dissemination of disaster-related information, addressing knowledge gaps and strengthening the disaster risk management abilities of development organisations and communities.

About Humanitarian Advisory Group

[Humanitarian Advisory Group \(HAG\)](#) was founded in 2012 to elevate the profile of humanitarian action in Asia and the Pacific. Set up as a social enterprise, HAG provides a unique space for thinking, research, technical advice and training that positively contributes to excellence in humanitarian practice.

Humanitarian Advisory Group is supporting this initiative through a three-year research initiative called [Humanitarian Horizons](#) funded by the Department of Foreign Affairs and Trade (DFAT). The first project in the Humanitarian Horizons research program is "Intention to impact: the localisation of humanitarian action". This project explores the action and impact of localised approaches to humanitarian action, with a focus on the Asia and Pacific region. The project aims to generate tools and approaches to measure localisation that can be adopted and used to inform humanitarian action.

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FOREWORD

In May 2016, the humanitarian community endorsed the Grand Bargain commitments that resulted from the World Humanitarian Summit. The credo: “We engage with local and national responders in a spirit of partnership and aim to reinforce rather than replace local and national capacities”. While some progress has been made on localization since then, progress remains slow at global level. To leave no one behind, quality partnerships are required at all levels between national and local authorities, development partners and civil society organizations.

At country level, it is imperative to take concrete steps to translate global commitments into action, in operational settings and not only in the policy space. Structured approaches are needed to allow a variety of stakeholders to work together in a mutually benefiting way in support of the localization agenda for more effective humanitarian responses.

The role of governments is critical, in leading humanitarian efforts and in creating a supportive environment for all stakeholders to work in particular, ensuring the space for NGOs and CSOs to engage in preparedness and response is maintained. Such space and the full representation and engagement of civil society organizations and local governments in policymaking and planning are essential for local actors to contribute to reducing risks and disaster impacts as well as supporting humanitarian interventions. While localization calls for a more diverse humanitarian system, it is also important to continue to reinforce and uphold humanitarian principles, quality and accountability in humanitarian responses and to focus on protection of the most vulnerable.

In Bangladesh, this baseline report is the first of its kind for a response to a natural hazard induced disaster. The study was part of the Humanitarian Response and Recovery Plan developed by the Humanitarian Coordination Task Team (HCTT) in response to the 2019 monsoon floods. The report builds an evidence base, a reference point for measuring progress on localization in future responses of the humanitarian community in support of the Government-led interventions coordinated by the Ministry of Disaster Management and Relief (MoDMR).

I thank all partners in Bangladesh who contributed to the important findings and I thank the Humanitarian Advisory Group and NIRAPAD for their dedication and professionalism in preparing this report.



Mia Seppo

United Nations Resident
Coordinator

United Nations in
Bangladesh

EXECUTIVE SUMMARY

The 2019 monsoon flooding in Bangladesh affected more than 7.6 million people across 28 districts and caused widespread displacement. The government-led response, supported by local, national and international civil society stakeholders, sought to provide life-saving assistance, restore safety and dignity to vulnerable populations and facilitate rebuilding and recovery. The humanitarian community identified progress on the localisation commitments made at the World Humanitarian Summit as a priority for the response.¹

Localisation of humanitarian action in Bangladesh has been an important focus in recent years, including in the Rohingya response. Various partnership and program initiatives as well as research, have focused on progressing commitments such as the Grand Bargain and Charter for Change.² With the onset of widespread flooding in 2019, the humanitarian community identified an opportunity to strengthen localisation in this disaster response. The Humanitarian Response and Recovery Plan committed to identifying a common approach to measuring localisation in the response, and undertaking an analysis using this common framework to serve as a baseline for future responses.

About this report

This report presents the findings of the localisation baseline, using an adapted Measuring Localisation approach and framework used in the Pacific, as a common means of tracking progress at the country level.³

The report analyses progress in seven areas: leadership, coordination and complementarity, partnerships, funding, participation and policy influence. It also identifies emerging positive practices that support localisation, key challenges, and considerations for the humanitarian community for future responses. The study builds on the wealth of knowledge and evidence generated by other initiatives intended to support localisation in Bangladesh.

Key findings

Progress on the localisation of humanitarian action was evident in several areas in the flood response, including in supporting national and local leadership, coordination and complementarity, some partnership areas, and some funding areas. The study found evidence that the localisation agenda, including evidence and practices from other responses in Bangladesh, influenced the flood response in multiple ways. These were a strengthened national leadership role; more reliance on local and national networks; increased consultation with local organisations prior to international response; and a better understanding of value-add and complementary roles of international actors. There continue to be key challenges in supporting localised partnerships, including addressing power differences, increasing role for local and national civil society, funding opportunities, appropriate capacity support and community participation in the response. Outlined below is a summary of key findings, and some considerations for further strengthening localisation in the future.





1 Humanitarian Response and Recovery Plan – Monsoon Floods, (August 2019 – April 2020)

2 For example these include: Bangladesh being selected as a Localisation Demonstrator Country for the Grand Bargain Field Mission, the Start Fund Bangladesh initiative, Oxfam's Humanitarian Response Grant Facility (HRGF), and research including Oxfam and ODI, Money Talks: A synthesis report assessing humanitarian funding flows to local actors in Bangladesh and Uganda, March 2018; and HAG and NIRAPAD, When the Rubber hits the Road: Local leadership in the first 100 days of the Rohingya response, 2018.

3 HAG and PIANGO, Measuring localisation: Tools and Framework, 2019 https://humanitarianadvisorygroup.org/wp-content/uploads/2019/12/Measuring-Localisation-Framework-and-Tools-Final_2019.pdf

SUMMARY OF KEY FINDINGS⁴

The below table outlines a summary of findings, using the Measuring Localisation framework and indicators. Levels of evidence for progress are: none, limited, some and strong.

LEVEL OF PROGRESS	 NO	 LIMITED	 SOME	 STRONG
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LEADERSHIP



Impact indicator: **SOME-STRONG EVIDENCE** that national actors define and lead on humanitarian action

Indicators:

1. **Some-strong evidence** that local and national actors lead response and dominate decision-making
2. **Some-strong evidence** that international actors support and strengthen national leadership
3. **Some evidence** that international actors work with and respect in-country leadership structures and mechanisms



COORDINATION AND COMPLEMENTARITY



Impact indicator: **SOME EVIDENCE** of application and respect for commonly agreed approaches to 'as local as possible and as international as necessary'

Indicators:

1. **Some-strong evidence** of national representation and engagement in coordination forums and meetings
2. **Some evidence** of clearly defined parameters for international actors complementing local and national actors in humanitarian response
3. **Some evidence** that humanitarian response is delivered in a way that is collaborative and complementary (i.e. based on an analysis of the specific strengths/weaknesses of different humanitarian actors)
4. **Limited evidence** that national civil society coordination mechanisms are funded and have technical capacity to operate in humanitarian response



PARTNERSHIPS



Impact indicator: **LIMITED EVIDENCE** of equitable and complementary partnerships between local, national and international actors

Indicators:

1. **Limited-some evidence** that partnerships are based on equitable and ethical partnership practices
2. **Limited evidence** of longer-term strategic partnerships that aim to build systems and processes that mirror the ambition and goals of the local/national partner
3. **Limited evidence** of increased power and decision-making of local and national actors within partnerships

⁴ Where there is no evidence of action, this does not mean that no action is taking place but that it did not emerge as part of the baseline process. See methodology on p.15.

LEVEL OF PROGRESS  NO  LIMITED  SOME  STRONG



FUNDING



Impact indicator: **LIMITED EVIDENCE** that national and local organisations have financial independence that allows them to respond more efficiently

Indicators:

1. **Limited-some evidence** that local/national actors have access to direct funding with few or no barriers
2. **Limited evidence** of increased humanitarian funding to local and national actors
3. **Limited evidence** that local and national actors have increased decision-making power over financial matters



CAPACITY



Impact indicator: **SOME EVIDENCE** that local and national organisations are able to respond effectively and efficiently, and have targeted and relevant support from international actors

Indicators:

1. **Limited-some evidence** of national and regional surge capacity and use of local/national over international expertise
2. **Some evidence** that international actors do not undermine capacity of national actors in emergency response
3. **Some evidence** that contextualised humanitarian standards, tools and policies are available
4. **Some evidence** that legislation and plans are in place to support national response capacity



POLICY INFLUENCE AND ADVOCACY



Impact indicator: **LIMITED EVIDENCE** that humanitarian action reflects the priorities of affected communities and national actors

Indicators:

1. **Limited evidence** that policies are informed by local and national voices, including communities
2. **Some evidence** that national actors are recognised as key stakeholders in discussions regarding policies and standards that may have significant impact on them
3. **Limited evidence** that local and national actors can influence donor priorities in country, including program design and implementation



PARTICIPATION



Impact indicator: **LIMITED EVIDENCE** that communities lead and participate in humanitarian response decision-making

Indicators:

1. **Limited evidence** of development of community/contextualised standards for all actors working in that context
2. **Limited evidence** that communities have increased opportunities to shape programming, including evaluating INGO work

THE WAY FORWARD

The findings of this baseline study indicate that progress on localisation was visible in the Bangladesh flood response, but room for further improvement remains. Some areas for strengthening identified in previous localisation research also emerged in this baseline study.⁵ This study can be replicated for future response assessments using the Localisation Framework and measurement approach.

Based on the findings of the baseline assessment of the 2019 monsoon flood response, action in the following four areas is recommended to advance action on localisation:

1. Create a more robust structure to facilitate localisation and monitor progress
2. Strengthen localisation in existing coordination and response mechanisms
3. Strengthen localisation actions in response for international actors and donors
4. Increase opportunities for local and national actors to respond to disaster more effectively.

Specific actions under each overall recommendation are articulated below and a broad timeframe proposed. It is suggested that the Humanitarian Coordination Task Team (HCTT) and all relevant stakeholders agree on a specific timeline for implementing these actions.

The way forward - key steps

1. Create a more robust structure to facilitate localisation and monitor progress	Timeframe
1. Continue to monitor progress in response by conducting a localisation review for each disaster response that involves international support in Bangladesh using the Localisation Framework used in this baseline study. Consider establishing a HCTT localisation working group to coordinate activities, as well as monitor and report on progress	Short term
2. Agree on a common means of reporting, analysing and publishing funding to local and national partners for each international response to track localisation commitment progress	Short term
3. Review and strengthen information sharing platforms for local and national NGOs to increase their participation and contribution in disaster response	Mid term
4. Support local and national actors to assess international support in response by jointly creating a standardised method for local and national organisations to assess international partners	Mid term

⁵ HPG, Capacity and complementarity in the Rohingya response in Bangladesh, 2018; IFRC, Mission Report: Grand Bargain Localization Workstream Mission to Bangladesh, 2018

2. Strengthen localisation in existing coordination and response mechanisms	Timeframe
1. Consider supporting the designation of national NGOs to function as a second co-lead to clusters with current co-lead UN agencies and INGOs	Short–mid term
2. Increase local and national actor representation and participation in the HCTT and clusters by working with national NGO representatives	Short–mid term
3. Formalise the district coordination focal point structure with designated local or national NGOs assigned on a rotating basis for all districts. Training to be provided annually to new cohorts of focal points before onset of monsoon season	Short–mid term
4. Strengthen access to information by ensuring that national coordination meeting notes (including HCTT and cluster), as well as other coordination guidelines, are shared in local (Bengali) language in addition to English	Short term
5. Continue to support the Government of Bangladesh’s disaster response decentralisation efforts – especially to local coordination structures	Mid–long term

3. Strengthen localisation actions of international actors and donors	Timeframe
1. Prioritise use of local surge capacity resources. National surge rosters to be developed within HCTT/clusters	Short term
2. Support ethical partnership practices by committing to providing transparent financial project information to local and national partners	Mid term
3. Develop longer-term agreements and completing due-diligence processes with local and national actors in priority districts prior to traditional disaster seasons. Prioritise multi-year partnerships with local and national organisations in disaster-prone areas that support capacity strengthening priorities identified by local and national actors	Mid–long term
4. Consider formally designating a portion of response funds for local and national actors only	Short–mid term

4. Increase opportunities for local and national actors to respond to disaster more effectively	Timeframe
1. Strengthen corporate/private sector financing opportunities (beginning with UN Global Compact members) to directly fund local NGOs for disaster response	Mid–long term
2. Local and national NGO platforms to explore additional sources of financing, including financing from member organisations	Mid term
3. Explore options with key stakeholders to establish emergency disaster funds at local level to be accessed by local NGOs	Mid–long term
4. Local and national organisations to consider setting up consortiums where relevant (specific to locality or sector) to increase opportunities to access funding	Mid term



SNAPSHOT OF LOCALISATION IN THE RESPONSE

This overview provides a snapshot of some of the key results from the self-assessment survey. Additional data on funding statistics is provided throughout the document.



International



National

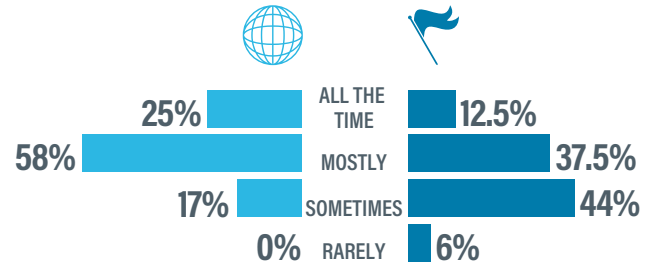


LEADERSHIP

Do you think that international actors respect and work with in-country leadership structures and mechanisms?

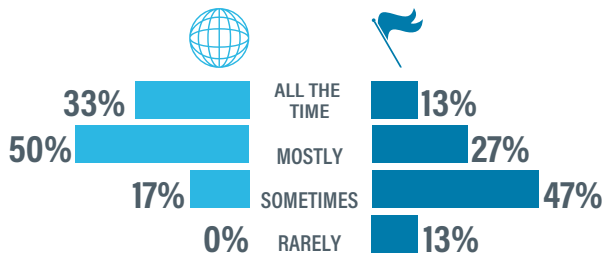


Do you think that local and national NGOs lead on decision making in humanitarian emergencies in your country?

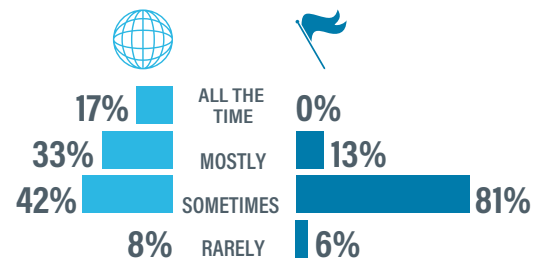


COORDINATION AND COMPLEMENTARITY

Are your ideas and suggestions heard in the coordination forums?

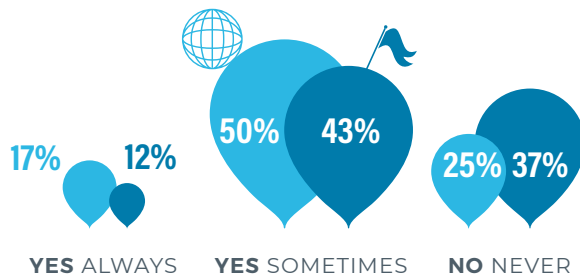


To what extent are local and national civil society actors able to participate in and contribute to coordination processes at national and sub-national level?

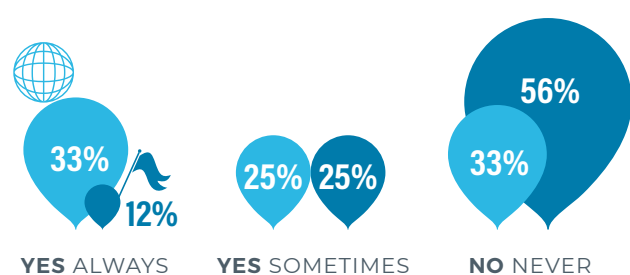


PARTNERSHIPS

Do your partnerships fund operational staff of your organisation (staff not linked to project)?



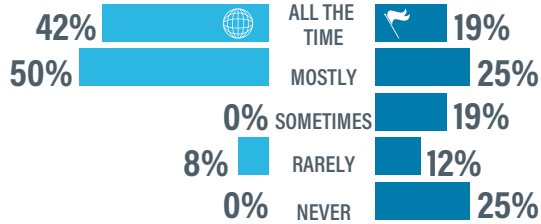
Do the partnerships fund overhead costs not linked to projects (eg. administration / office rent)?



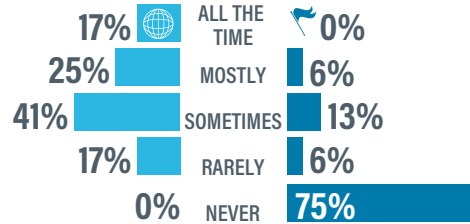


FUNDING

How often do you feel that your organisation is financially stable?

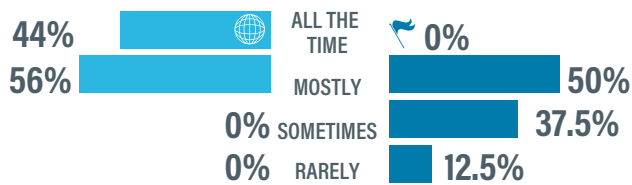


Do you feel national and local actors receive a fair proportion of funding compared to international actors in the context of the flood response?



CAPACITY

Do international actors focus on the areas of capacity strengthening that local actors prioritise for flood response related interventions?

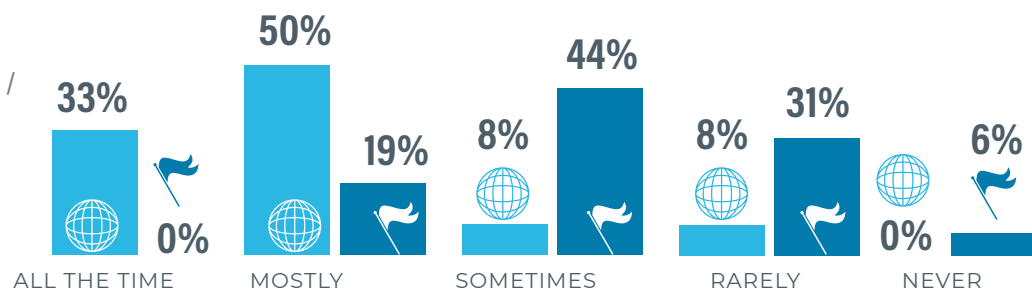


Do you feel that the capacity of the in-country partner is strengthened by international support?



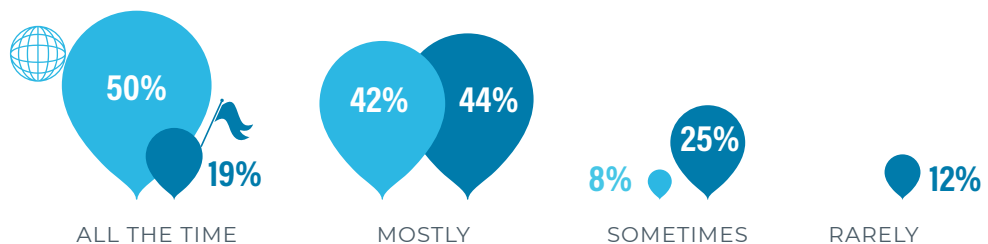
POLICY INFLUENCE

To what extent are you or your organisation involved in influencing / feeding ideas into the development of humanitarian policies and planning processes in your country?



PARTICIPATION

Does your organisation take opinions of affected people into account during design and implementation of programmes?



সার-সংক্ষেপ

২০১৯ সালের মৌসুমি বন্যায় বাংলাদেশের ২৮টি জেলার ৭৬ লাখেরও বেশি মানুষ ক্ষতিগ্রস্ত হয়েছিলেন। এর ফলে ব্যাপক জনগোষ্ঠীকে স্থানচ্যুত হতে হয়েছিল। এমতাবস্থায়, স্থানীয়, জাতীয় এবং আন্তর্জাতিক সুশীল সমাজের স্টেকহোল্ডারদের সহায়তায় সরকারের নেতৃত্বে সাড়াদান কার্যক্রম পরিচালিত হয়েছে যার মধ্যে ছিল জীবন রক্ষাকারী সহায়তা প্রদান, বিপদাপন্ন মানুষের নিরাপত্তা ও মর্যাদা রক্ষা এবং পুনর্নির্মাণ ও পুনরুদ্ধার কাজে সহায়তা প্রদান। মানবিক সহায়তায় নিয়োজিত কর্মীবৃন্দ ওয়ার্ল্ড হিউম্যানিটারিয়ান সামিটে স্থানীয়করণ বিষয়ে যেসকল অঙ্গীকার করেছে সেগুলোর অগ্রগতিগুলো চিহ্নিত করেছে¹।

সাম্প্রতিক বছরগুলোতে বাংলাদেশে রোহিঙ্গা সাড়াদান সহ মানবিক সহায়তা কার্যক্রমগুলোতে স্থানীয়করণ বিশেষ গুরুত্বের সাথে দেখা হয়েছে। অংশীদারিত্ব, কর্মসূচি এবং বিভিন্ন গবেষণা কার্যক্রম গ্র্যান্ড বাগেইন এবং চার্টার ফর ডেজ² বিষয়ক অঙ্গীকারসমূহের অগ্রগতিতে বিশেষ ভূমিকা রাখছে। ২০১৯ সালে ব্যাপক বন্যার ফলে মানবিক সহায়তায় নিয়োজিত কর্মীবৃন্দ দুর্যোগ ব্যবস্থাপনায় স্থানীয়করণ বিষয়টিকে শক্তিশালী করে তোলার সুযোগ পায়। মানবিক সহায়তা এবং পুনরুদ্ধার পরিকল্পনা দুর্যোগকালে পরিচালিত সাড়াদান কার্যক্রমে স্থানীয়করণ বিষয়টি পরিমাপের জন্য অঙ্গীকার করেছে। একটি অভিন্ন কাঠামো ব্যবহারের মাধ্যমে এই স্থানীয়করণ বিষয়টি পরিমাপ করা হয়েছে যা ভবিষ্যতের সাড়াদানের জন্য একটি বেজলাইন হিসেবে ব্যবহার করা যেতে পারে।

এই প্রতিবেদন প্রসঙ্গে

এই প্রতিবেদনে স্থানীয়করণ বিষয়ে বেজলাইন তথ্য পরিবেশন করা হয়েছে। এক্ষেত্রে দেশীয় পর্যায়ে স্থানীয়করণ বিষয়ে অগ্রগতি পরিমাপের জন্য প্রশান্ত মহাসাগরীয় অঞ্চলে ব্যবহৃত একটি পদ্ধতি ও কাঠামো ব্যবহার করা হয়েছে³। এই প্রতিবেদনে নেতৃত্ব, সমন্বয় এবং পরিপূরকতা, অংশীদারিত্ব, অর্থায়ন, অংশগ্রহণ এবং নীতিমালার প্রভাব এই সাতটি বিষয়ে তথ্য বিশ্লেষণ করা হয়েছে। বিভিন্ন প্রচেষ্টা থেকে উদ্ভূত জ্ঞান ও প্রমাণের ওপর নির্ভর করে বাংলাদেশে স্থানীয়করণ প্রসারের উদ্দেশ্যে এই গবেষণা পরিচালিত হয়েছে।

প্রধান ফলাফলসমূহ

মৌসুমি বন্যায় পরিচালিত মানবিক সহায়তা কার্যক্রমে স্থানীয়করণের বিভিন্ন বিষয়, যেমন- জাতীয় ও স্থানীয় নেতৃত্ব, সমন্বয় ও পরিপূরকতা, অংশীদারিত্ব ও অর্থায়নের ক্ষেত্রে অগ্রগতি লক্ষ্যণীয়।

এই গবেষণায় দেখা গেছে যে, বিভিন্ন সাড়াদানের প্রমাণ ও চর্চাসহ বাংলাদেশে স্থানীয়করণের এজেন্ডা বিভিন্নভাবে বন্যায় সাড়াদানের ক্ষেত্রে প্রভাব ফেলেছে। এর মধ্যে রয়েছে জাতীয় নেতৃত্বের বলিষ্ঠ ভূমিকা; স্থানীয় ও জাতীয় নেটওয়ার্কগুলোর ওপর অধিক নির্ভরশীলতা; আন্তর্জাতিক সাড়াদানের আগে স্থানীয় সংগঠনগুলোর সাথে বর্ধিতহারে আলোচনা; এবং মানোন্নয়ন এবং আন্তর্জাতিক প্রতিষ্ঠানগুলোর পরিপূরক ভূমিকা সম্পর্কে আগের চেয়ে ভাল ধারণা। এখানে স্থানীয় পর্যায়ের অংশীদারিত্ব প্রসারের ক্ষেত্রে মূল চ্যালেঞ্জের মধ্যে রয়েছে ক্ষমতার ভারতম্য মোকাবিলা, স্থানীয় ও জাতীয় সুশীল সমাজের ভূমিকা বৃদ্ধি, অর্থায়নের সুযোগ সৃষ্টি, সক্ষমতা বৃদ্ধিতে যথাযথ সহায়তা প্রদান এবং সাড়াদান কার্যক্রমে জনগোষ্ঠীর অংশগ্রহণ বৃদ্ধি করা। নিম্নে মূল তথ্যগুলোর সারসংক্ষেপ, এবং ভবিষ্যতে স্থানীয়করণ আরো জোরদার করার জন্যে কিছু বিবেচনার কথা উল্লেখ করা হয়েছে।

¹ মানবিক সাড়া ও পুনরুদ্ধার পরিকল্পনা - মৌসুমি বন্যা, (আগস্ট ২০১৯ - এপ্রিল ২০২০)।

² উদাহরণ হিসেবে যেগুলোর কথা বলা যায় সেগুলো হচ্ছে- গ্র্যান্ড বাগেইন ফিল্ড মিশনে বাংলাদেশ স্থানীয়করণ প্রদর্শনকারী দেশ হিসেবে নির্বাচিত, স্টার্ট ফান্ড বাংলাদেশ ইনিশিয়েটিভ, অক্সফামের হিউম্যানিটারিয়ান রেসপন্স গ্র্যান্ট ফ্যাসিলিটি (এইচআরজিএফ), এবং বিভিন্ন গবেষণা, যেমন- অক্সফাম ও ওডিআই, মানি টকস: বাংলাদেশ এবং উগান্ডায় কর্মরত বিভিন্ন প্রতিষ্ঠানের মানবিক সহায়তা তহবিলের প্রবাহ সম্পর্কে একটি

সমন্বিত রিপোর্ট, মার্চ ২০১৮; এবং এইচএজি ও নিরাপদ কর্তৃক ২০১৮ সালের রোহিঙ্গা সমস্যার সাড়ার প্রথম ১০০ দিনে স্থানীয় নেতৃত্ব সম্পর্কে প্রণীত 'হোমেন দ্য রাবার হিটস দ্য রোড'।

³ এইচএজি ও পিআইএএনজিও, স্থানীয়করণ পরিমাপ: টুলস ও ফ্রেমওয়ার্ক, ২০০০ https://humanitarianadvisorygroup.org/wp-content/uploads/2019/12/Measuring-Localisation-Framework-and-Tools-Final_2019.pdf

প্রধান ফলাফলসমূহের সংক্ষিপ্তসার⁴

নিম্নের সারণিতে তথ্যসমূহের সংক্ষিপ্তসার দেয়া হয়েছে, এখানে স্থানীয়করণের কাঠামোগুলোর পরিমাপ করা হয়েছে এবং সূচক দেওয়া হয়েছে। অগ্রগতির প্রমাণসমূহের ক্ষেত্রে কোন অগ্রগতি নেই, সীমিত অগ্রগতি, কিছু অগ্রগতি, এবং ব্যাপক অগ্রগতি- এই চারটি সূচক দ্বারা ব্যাখ্যা করা হয়েছে।

নেতৃত্ব



প্রভাব সূচক: জাতীয় পর্যায়ের সংস্থাসমূহ মানবিক সহায়তা কার্যক্রমসমূহকে যথাযথভাবে সংজ্ঞায়িত করেছে এবং নেতৃত্ব দিয়েছে এর কিছু বলিষ্ঠ প্রমাণ পাওয়া যায়।

সূচক

১. স্থানীয় ও জাতীয় পর্যায়ের সংস্থাসমূহ সাড়াদানে নেতৃত্ব দিয়েছে এবং সিদ্ধান্ত নেওয়ার ক্ষেত্রে যথাযথ প্রভাব বিস্তার করতে সমর্থ হয়েছে এমন কিছু বলিষ্ঠ প্রমাণ দেখা যায়।
২. আন্তর্জাতিক সংস্থাসমূহ জাতীয় নেতৃত্বকে সহায়তা করেছে এবং শক্তিশালীকরণে ভূমিকা রেখেছে এমন কিছু বলিষ্ঠ প্রমাণ দেখা যায়।
৩. আন্তর্জাতিক সংস্থাসমূহ অন্তঃদেশীয় নেতৃত্বের কাঠামো এবং ব্যবস্থায় কাজ করেছে এবং যথাযথ সম্মান প্রদর্শন করেছে এমন কিছু প্রমাণ সীমিত আকারে দেখা যায়।

সমন্বয় ও পরিপূরকতা



প্রভাব সূচক: 'স্থানীয় পর্যায়ে যতটুকু স্থানীয় হওয়া সম্ভব এবং যতটুকু আন্তর্জাতিক হওয়া প্রয়োজন' সর্বসম্মতভাবে এই ধারণার সাথে সহমত এবং এর প্রয়োগের কিছু প্রমাণ পাওয়া যায়।

সূচক

১. সমন্বয় ফোরাম ও সভাসমূহে জাতীয় সংস্থার প্রতিনিধিত্ব এবং অংশগ্রহণ দেখা গেছে এমন কিছু বলিষ্ঠ প্রমাণ দেখা যায়।
২. আন্তর্জাতিক সংস্থাগুলো মানবিক সাড়াদানের কিছু কিছু ক্ষেত্রে স্থানীয় এবং জাতীয় পর্যায়ের সংস্থাসমূহকে সহযোগিতা করেছে এমন কিছু প্রমাণ দেখা যায়।
৩. এমন কিছু প্রমাণ দেখা যায় যে, মানবিক সহায়তাসমূহ এমনভাবে প্রদান করা হয়েছে যা সহযোগিতামূলক এবং পরিপূরক (যেমন: বিভিন্ন মানবিক সহায়তাদানকারী সংস্থাসমূহের সুনির্দিষ্ট শক্তি/দুর্বলতা বিশ্লেষণের মাধ্যমে)।
৪. জাতীয় সুশীল সমাজের সমন্বয় ব্যবস্থায় অর্থায়ন হচ্ছে এবং মানবিক সহায়তা কার্যক্রমে জাতীয় সুশীল সমাজের কারিগরি সক্ষমতা রয়েছে এমন সীমিত প্রমাণ পাওয়া যায়।

অংশীদারিত্ব



প্রভাব সূচক: স্থানীয়, জাতীয় এবং আন্তর্জাতিক সংস্থাসমূহের মধ্যে সমতাভিত্তিক এবং পরিপূরক অংশীদারিত্বের সীমিত প্রমাণ পাওয়া যায়।

সূচক

১. অংশীদারিত্ব গড়ে ওঠার ক্ষেত্রে সমতা এবং নৈতিকতা প্রয়োগের সীমিত কিছু প্রমাণ পাওয়া যায়।
২. সীমিত আকারে দীর্ঘমেয়াদী কৌশলগত অংশীদারিত্ব দেখতে পাওয়া যায় যা স্থানীয়/জাতীয় অংশীদারদের আকাঙ্ক্ষা ও লক্ষ্যকেন্দ্রিক পদ্ধতি ও প্রক্রিয়া তৈরিতে অবদান রাখে।
৩. অংশীদারিত্বের ক্ষেত্রে স্থানীয় ও জাতীয় সংস্থাসমূহের মধ্যে বর্ধিত ক্ষমতা এবং সিদ্ধান্ত গ্রহণের সীমিত প্রমাণ পাওয়া যায়।

⁴ যেখানে কোন পদক্ষেপ নেয়ার প্রমাণ পাওয়া বাবেনা, তার অর্থ এই নয় যে কোন পদক্ষেপই নেয়া হচ্ছেনা, হয়তো সেটা বেইজলাইন প্রক্রিয়ায় উঠে আসেনি। ১৫ নম্বর পৃষ্ঠায় বর্ণিত পদ্ধতি দেখুন।

অর্থায়ন



প্রভাব সূচক: জাতীয় ও স্থানীয় সংস্থাগুলোর আর্থিক স্বাধীনতা রয়েছে যা তাদেরকে আরো দক্ষতার সাথে কাজ করতে সহায়তা করে এর সীমিত প্রমাণ পাওয়া যায়।

সূচক

১. স্থানীয় ও জাতীয় সংস্থাসমূহ সামান্য অথবা কোন বাধা ছাড়াই সরাসরি তহবিল পাওয়ার সীমিত কিছু প্রমাণ পাওয়া যায়।
২. স্থানীয় ও জাতীয় সংস্থাসমূহ বর্ধিত হারে মানবিক সহায়তা তহবিল পাচ্ছে এমন সীমিত প্রমাণ পাওয়া যায়।
৩. স্থানীয় ও জাতীয় সংস্থাসমূহ আর্থিক বিষয়ে অধিক হারে সিদ্ধান্ত গ্রহণ করতে পারছে এরকম সীমিত কিছু প্রমাণ পাওয়া যায়।

সক্ষমতা



প্রভাব সূচক: স্থানীয় ও জাতীয় সংস্থাসমূহ কার্যকরভাবে এবং দক্ষতার সাথে কাজ করতে পারছে এবং আন্তর্জাতিক সংস্থাসমূহের কাছ থেকে প্রয়োজনীয় এবং সংশ্লিষ্ট সহায়তা পাচ্ছে এরকম কিছু প্রমাণ পাওয়া যায়।

সূচক

১. জাতীয় ও আঞ্চলিক পর্যায়ে সক্ষমতা বৃদ্ধির সীমিত প্রমাণ পাওয়া যায় এবং আন্তর্জাতিক অভিজ্ঞতাকে অতিক্রম করে স্থানীয়/জাতীয় অভিজ্ঞতাকেও ব্যবহারেরও সীমিত প্রমাণ পাওয়া যায়।
২. আন্তর্জাতিক সংস্থাসমূহ জরুরি সাড়াদান কার্যক্রমে জাতীয় সংস্থাসমূহের সক্ষমতাকে ছোট করে দেখছেন এমন কিছু প্রমাণ পাওয়া যায়।
৩. মানবিক সহায়তা কার্যক্রমের মান, উপকরণ এবং নীতিমালাসমূহকে প্রাসঙ্গিকীকরণ করা হয়েছে ও এগুলো সহজলভ্য এমন কিছু প্রমাণ পাওয়া যায়।
৪. জাতীয় পর্যায়ে সাড়াদানের সক্ষমতার ক্ষেত্রে যথাযথ আইন ও পরিকল্পনা রয়েছে এমন কিছু প্রমাণ পাওয়া যায়।

নীতিমালার প্রভাব এবং অ্যাডভোকেসি



প্রভাব সূচক: মানবিক সহায়তা কার্যক্রমের ক্ষেত্রে ক্ষতিগ্রস্ত জনগোষ্ঠী এবং জাতীয় সংস্থাসমূহকে অগ্রাধিকার দেওয়ার সীমিত প্রমাণ পাওয়া যায়।

সূচক

১. নীতিমালাসমূহ জনগোষ্ঠী সহ স্থানীয় ও জাতীয় পর্যায়ের স্টেকহোল্ডারদের মতামতের ভিত্তিতে গড়ে উঠেছে এমন সীমিত প্রমাণ পাওয়া যায়।
২. নীতিমালা ও মানসমূহ নিয়ে আলোচনার সময় জাতীয় পর্যায়ের সংস্থাসমূহকে মূল স্টেকহোল্ডার হিসেবে গণ্য করা হয়েছে যা তাদের ওপর উল্লেখযোগ্য প্রভাব ফেলতে পারে এমন কিছু প্রমাণ পাওয়া যায়।
৩. কর্মসূচি প্রণয়ন থেকে শুরু করে বাস্তবায়ন পর্যন্ত সকল বিষয়ে দেশের ভেতর স্থানীয় ও জাতীয় সংস্থাসমূহ দাতাদের অগ্রাধিকারগুলোকে প্রভাবিত করতে পারছে এমন সীমিত প্রমাণ পাওয়া যায়।

অংশগ্রহণ



প্রভাব সূচক: মানবিক সাড়াদান সংক্রান্ত বিভিন্ন সিদ্ধান্ত নেয়ার সময় সীমিতভাবে জনগোষ্ঠীর নেতৃত্ব দেয়া বা অংশগ্রহণ করার সীমিত প্রমাণ পাওয়া যায়।

সূচক

১. জনগোষ্ঠী/প্রাসঙ্গিক মান উন্নয়নে সকল সংস্থাসমূহ কাজ করছে এমন সীমিত প্রমাণ পাওয়া যায়।
২. জনগোষ্ঠী কর্মসূচি প্রণয়নের সুযোগ পাচ্ছে এবং আন্তর্জাতিক এনজিওদের কাজের মূল্যায়ন করছে এমন সীমিত প্রমাণ পাওয়া যায়।

এগোবার পথ

বেজলাইন জরিপের তথ্য-উপাত্ত এই ইঙ্গিত দেয় যে, বাংলাদেশের বন্যা সাড়াদান কার্যক্রমে স্থানীয়করণ দৃশ্যমান হয়েছে, তবে আরো উন্নতি করার সুযোগ রয়ে গেছে। আগের স্থানীয়করণ সংক্রান্ত গবেষণায় যেসব বিষয় আরো শক্তিশালী করে তোলার কথা উঠে এসেছিল এই জরিপেও একই বিষয়গুলো উঠে এসেছে^৫। এই জরিপে ব্যবহৃত স্থানীয়করণ কার্যক্রমের এবং পরিমাপের পন্থা অবলম্বন করে ভবিষ্যতেও সাড়াদান কার্যক্রমের ক্ষেত্রে এরকম গবেষণা করা যেতে পারে।

২০১৯ এর মৌসুমি বন্যায় সাড়াদান কার্যক্রম বিষয়ে পরিচালিত বেইজলাইন জরিপের ফলাফলের উপর ভিত্তি করে স্থানীয়করণ প্রসারের জন্য নিম্নোক্ত চারটি ক্ষেত্রে সুপারিশ করা হয়:

১. স্থানীয়করণ প্রসারে সহায়তা এবং অগ্রগতি মনিটরিংয়ের জন্য আরো শক্তিশালী কার্যক্রম তৈরি করতে হবে।
২. সমন্বয় এবং সাড়াদানের বিদ্যমান ব্যবস্থার মধ্যেই স্থানীয়করণ শক্তিশালী করতে হবে।
৩. আন্তর্জাতিক সংস্থা ও দাতাদের সাড়াদানের ক্ষেত্রে স্থানীয়করণ কর্মকান্ডসমূহকে আরো শক্তিশালী করতে হবে।
৪. আরো কার্যকরভাবে দুর্যোগে সাড়াদানের উদ্দেশ্যে স্থানীয় ও জাতীয় সংস্থাগুলোর জন্য আরো সুবিধা সৃষ্টি করতে হবে।

প্রত্যেকটি সুপারিশের ক্ষেত্রে নির্দিষ্ট পদক্ষেপ নেয়ার জন্য নিম্নে সময়সীমা সহ সামগ্রিক সুপারিশ উপস্থাপন করা হল। এক্ষেত্রে পরামর্শ হলো, হিউম্যানিটারিয়ান কোঅর্ডিনেশন টাস্ক টিম (এইচসিটি) এবং অন্য সকল স্টেকহোল্ডারদেরকে এই পদক্ষেপসমূহ বাস্তবায়নের নির্দিষ্ট সময়সীমার সাথে সম্মত হতে হবে।

এগোবার পথ - মূল পদক্ষেপসমূহ

১. স্থানীয়করণ সহায়তায় এবং অগ্রগতি মনিটরিং এর জন্য আরো শক্তিশালী কার্যক্রম তৈরি করতে হবে।	সময়কাল
১. এই বেইজলাইন জরিপে ব্যবহৃত স্থানীয়করণ কার্যক্রমের মাধ্যমে বাংলাদেশে আন্তর্জাতিক সহায়তা প্রাপ্ত প্রত্যেকটি দুর্যোগ সাড়াদানের পর স্থানীয়করণ বিশ্লেষণ করার মধ্য দিয়ে অগ্রগতি মনিটরিং করা অব্যাহত রাখতে হবে । এক্ষেত্রে এইচসিটি স্থানীয়করণ ওয়ার্কিং গ্রুপ প্রতিষ্ঠা করে কার্যক্রমগুলো সমন্বয় করার কথা বিবেচনা করা সহ মনিটরিং এবং অগ্রগতির উপর প্রতিবেদন দিতে পারে।	স্বল্পমেয়াদি
২. প্রতিটি আন্তর্জাতিক সাড়াদানের ক্ষেত্রে স্থানীয়করণের প্রতিশ্রুতির অগ্রগতি চিহ্নিত করার জন্য প্রতিটি আন্তর্জাতিক সাড়াদানের সাথে যুক্ত স্থানীয় এবং জাতীয় অংশীদারদের অভিন্ন প্রতিবেদন, বিশ্লেষণ এবং অর্থায়ন সংক্রান্ত প্রকাশনার ব্যাপারে সম্মত হতে হবে ।	স্বল্পমেয়াদি
৩. দুর্যোগ সাড়াদানে স্থানীয় এবং জাতীয় এনজিওগুলোর অংশগ্রহণ ও অবদান বৃদ্ধি করার উদ্দেশ্যে তথ্য বিনিময়ের প্ল্যাটফর্মগুলো পর্যালোচনা ও জোরদার করতে হবে ।	মধ্যমেয়াদি
৪. দুর্যোগ সাড়াদানে আন্তর্জাতিক সহায়তা মূল্যায়নের ক্ষেত্রে স্থানীয় ও জাতীয় সংস্থাসমূহকে সহযোগিতা করতে হবে যা স্থানীয় ও জাতীয় সংস্থাগুলোকে আন্তর্জাতিক অংশীদারদের মূল্যায়নের জন্য সম্মিলিতভাবে একটি মানসম্পন্ন পদ্ধতি তৈরি করতে সহায়তা করবে।	মধ্যমেয়াদি

^৫ এইচসিটি, বাংলাদেশে রোহিঙ্গা সাড়াদানের সক্ষমতা ও পরিপূরকতা, ২০১৮;

আইএফআরসি, মিশন রিপোর্ট: গ্র্যান্ড বাগহিন লোকলাইজেশন ওয়ার্কস্ট্রীম মিশন টু বাংলাদেশ, ২০১৮

২. সমন্বয় এবং সাড়াদানের বিদ্যমান ব্যবস্থার মধ্যেই স্থানীয়করণ শক্তিশালী করতে হবে।	সময়কাল
১. জাতীয় এনজিওগুলোকে বর্তমান জাতিসংঘ সংস্থা এবং আন্তর্জাতিক এনজিওগুলোর সাথে গঠিত ক্লাস্টারের সাথে দ্বিতীয় সহ-নেতৃত্বদানকারী সংস্থা হিসেবে দায়িত্ব দেয়ার বিষয়টি বিবেচনা করতে হবে।	স্বল্প-মধ্য মেয়াদি
২. জাতীয় এনজিও প্রতিনিধিদের সাথে কাজ করার মাধ্যমে এইচসিটিটি এবং ক্লাস্টারগুলোতে স্থানীয় ও জাতীয় এনজিওগুলোর প্রতিনিধিত্ব এবং অংশগ্রহণ বৃদ্ধি করতে হবে।	স্বল্প-মধ্য মেয়াদি
৩. সকল জেলায় জেলা পর্যায়ে সমন্বয় ফোকাল পয়েন্ট কাঠামোকে প্রাতিষ্ঠানিক রূপ দিতে হবে যেখানে মনোনীত স্থানীয় অথবা জাতীয় এনজিওগুলো পর্যায়ক্রমে আবর্তন প্রক্রিয়ায় দায়িত্বপ্রাপ্ত হবে। প্রতি বছর বর্ষাকাল শুরু হবার আগেই নতুন ফোকাল পয়েন্ট প্রতিনিধিদের প্রশিক্ষণের ব্যবস্থা করতে হবে।	স্বল্প-মধ্য মেয়াদি
৪. (এইচসিটিটি এবং ক্লাস্টারসহ) জাতীয় সমন্বয় সভার নোটগুলো সঠিকভাবে লিপিবদ্ধ করার মাধ্যমে তথ্যসমূহে অভিজ্ঞতা জোরদার করতে হবে , সেই সঙ্গে অন্যসব সমন্বয় নির্দেশিকাও ইংরেজির সাথে সাথে বাংলায়ও প্রকাশ করতে হবে।	স্বল্পমেয়াদি
৫. বাংলাদেশ সরকারের দুর্যোগ সাড়াদান বিকেন্দ্রিকরণের বিষয়টিকে সহায়তা প্রদান অব্যাহত রাখতে হবে , বিশেষ করে সমন্বয় কাঠামোগুলোতে সহায়তা করতে হবে।	মধ্য-দীর্ঘ মেয়াদি
৩. আন্তর্জাতিক সংস্থা ও দাতাদের স্থানীয়করণ কর্মকান্ডসমূহকে শক্তিশালী করতে হবে।	সময়কাল
১. স্থানীয় দক্ষ কর্মী নিয়োজনের সক্ষমতা বৃদ্ধিকে অগ্রাধিকার দিতে হবে। একই সাথে এইচসিটিটি এবং ক্লাস্টারগুলোর মধ্যে জাতীয় নিয়োজন যোগ্য দক্ষ কর্মীর তালিকা তৈরি করতে হবে।	স্বল্পমেয়াদি
২. স্থানীয় ও জাতীয় অংশীদারদেরকে প্রকল্প বিষয়ক স্বচ্ছ আর্থিক তথ্য সরবরাহ করার প্রতিশ্রুতির মধ্য দিয়ে নৈতিক অংশীদারিত্ব চর্চায় সহায়তা করতে হবে।	মধ্যমেয়াদি
৩. প্রথাগত দুর্যোগ সাড়াদানের সময় অগ্রাধিকার জেলাগুলোতে স্থানীয় ও জাতীয় সংস্থার সাথে দীর্ঘমেয়াদী চুক্তি ও প্রয়োজনীয় প্রক্রিয়া সম্পন্ন করতে হবে । দুর্যোগপ্রবণ এলাকায় স্থানীয় ও জাতীয় সংস্থার সাথে কয়েক-বছরব্যাপী অংশীদারিত্ব গড়ে তুলতে হবে যা সংস্থার চিহ্নিত বিষয়ে সক্ষমতা বৃদ্ধিতে সহায়ক হবে।	মধ্য-দীর্ঘ মেয়াদি
৪. স্থানীয় ও জাতীয় সংস্থার জন্য একটি নির্দিষ্ট পরিমাণ সাড়াদান তহবিল আনুষ্ঠানিকভাবে রাখার কথা বিবেচনা করতে হবে ।	স্বল্প-মধ্য মেয়াদি
৪. আরো কার্যকরভাবে দুর্যোগে সাড়াদানের উদ্দেশ্যে স্থানীয় ও জাতীয় সংস্থার জন্য সুযোগ-সুবিধা সৃষ্টি করতে হবে।	সময়কাল
১. কর্পোরেট/প্রাইভেট সেক্টরের আর্থিক সহযোগিতা জোরদার করতে হবে (জাতিসংঘের গ্লোবাল কম্প্যাক্ট মেম্বারদের দিয়ে শুরু করার কথা বলা হচ্ছে) যাতে করে তারা দুর্যোগ সাড়াদানের জন্য স্থানীয় এনজিওদের সরাসরি তহবিল দিতে পারে।	মধ্য-দীর্ঘ মেয়াদি
২. স্থানীয় ও জাতীয় এনজিও প্ল্যাটফর্মগুলোকে সদস্য সংস্থাসহ বিভিন্ন উৎস থেকে অর্থ সংগ্রহের চেষ্টা করতে হবে।	মধ্য মেয়াদি
৩. মূল স্টেকহোল্ডারদের সাথে মিলে স্থানীয় পর্যায়ে জরুরি দুর্যোগ তহবিল গড়ে তোলার চেষ্টা করতে হবে যাতে করে স্থানীয় এনজিওগুলো ঐ তহবিল পেতে পারে।	মধ্য-দীর্ঘ মেয়াদি
৪. প্রযোজ্য ক্ষেত্রে স্থানীয় ও জাতীয় সংগঠনগুলোকে কনসোর্টিয়াম গঠন করার কথা বিবেচনা করতে হবে (স্থানীয় অথবা খাতভিত্তিক) যাতে করে তহবিলে তাদের অভিজ্ঞতার সুযোগ বৃদ্ধি পায়।	মধ্য মেয়াদি



সাড়াদানে স্থানীয়করণের চিত্র

এখানে স্ব-মূল্যায়ন সমীক্ষা হতে প্রাপ্ত প্রধান ফলাফলের কিছু চিত্র উপস্থাপন করা হয়েছে। তহবিল সংক্রান্ত পরিসংখ্যানের উপর অতিরিক্ত তথ্য-উপাত্ত সমগ্র প্রতিবেদন জুড়ে প্রদান করা হয়েছে।

আন্তর্জাতিক

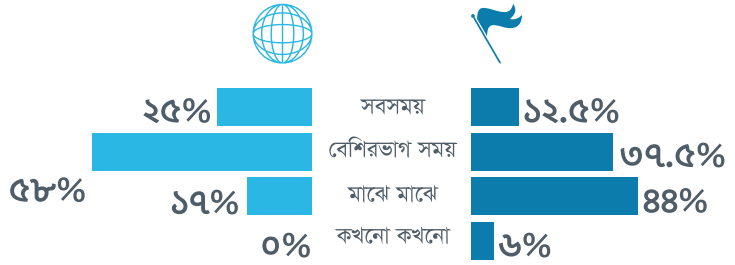
জাতীয়



নেতৃত্ব

আপনি কি মনে করেন যে, বন্যায় সাড়াদানের সময় আন্তর্জাতিক কর্মীবৃন্দ দেশীয় নেতৃত্বের কাঠামো ও ব্যবস্থাকে যথাযথ সম্মান দেখিয়ে থাকেন এবং তাঁদের সাথে যথাযথভাবে কাজ করে থাকেন?

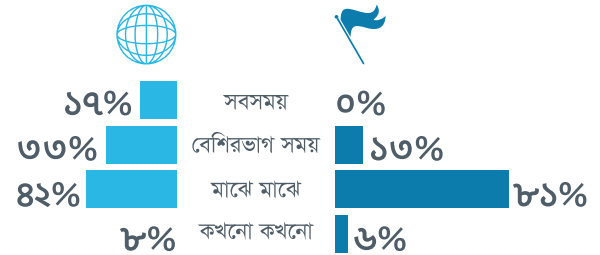
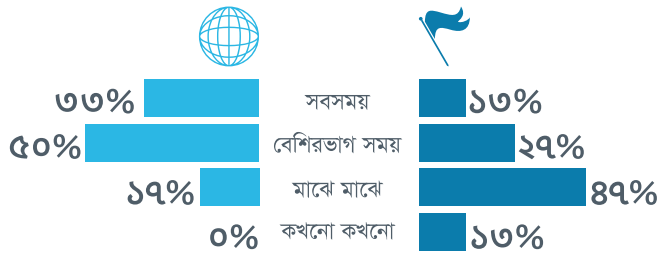
আপনি কি মনে করেন যে, মানবিক জরুরি অবস্থায় স্থানীয় ও জাতীয় পর্যায়ের এনজিওগুলো সিদ্ধান্ত গ্রহণের ক্ষেত্রে নেতৃত্ব দিয়ে থাকেন?



সমন্বয় ও পরিপূরকতা

সমন্বয় ফোরামগুলোতে কি আপনার ধারণা ও সুপারিশসমূহ ঠিকমত শোনা হয়ে থাকে?

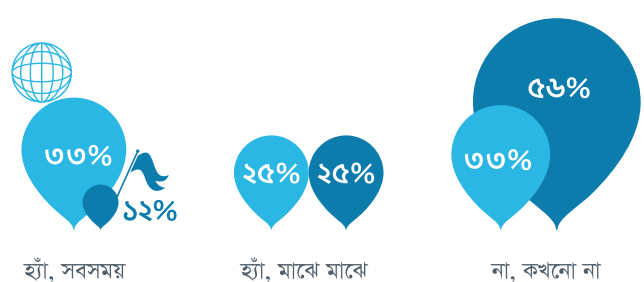
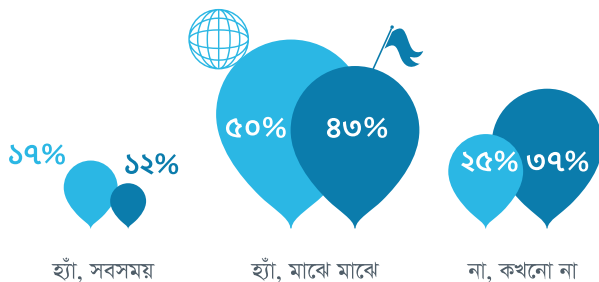
স্থানীয় ও জাতীয় পর্যায়ের সিভিল সোসাইটির কর্মীবৃন্দ জাতীয় ও আঞ্চলিক পর্যায়ের সমন্বয় প্রক্রিয়ায় কতটুকু অংশগ্রহণ করতে পারেন এবং অবদান রাখতে পারেন?



অংশীদারিত্ব

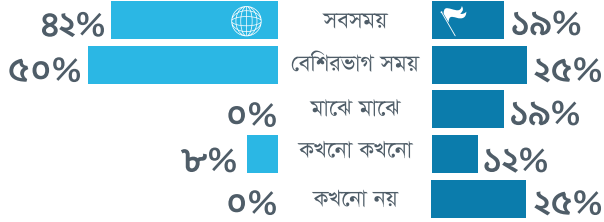
আপনাদের অংশীদারিত্ব কি সংস্থার অপারেশনাল স্টাফ এর ব্যয় নির্বাহের জন্য অর্থের যোগান দেয় (যারা প্রকল্পের সাথে যুক্ত নন)?

অংশীদারিত্ব কি প্রকল্পের সাথে যুক্ত নয় এমন কোন ওভারহেড ব্যয়ের জন্য অর্থের যোগান দেয় (যেমন- প্রশাসনিক ব্যয়/ অফিস ভাড়া)?

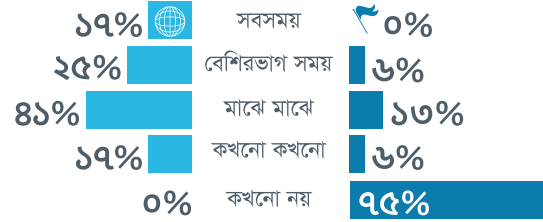


অর্থায়ন

কখন মনে করেন আপনার প্রতিষ্ঠান আর্থিকভাবে স্থিতিশীলতার মধ্যে রয়েছে?



বন্যায় সাড়াদানের ক্ষেত্রে জাতীয় ও স্থানীয় সংস্থাগুলো কি আন্তর্জাতিক সংস্থার তুলনায় ন্যায্য অনুপাতে অর্থায়ন পেয়েছে বলে কি আপনি মনে করেন?

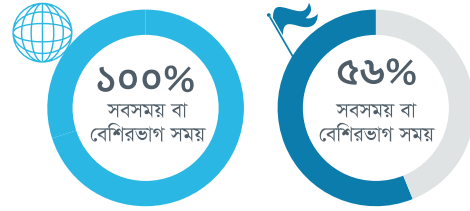


সক্ষমতা

বন্যা সাড়াদান সম্পর্কিত কার্যক্রমে সক্ষমতা বৃদ্ধির ক্ষেত্রে স্থানীয় সংস্থাগুলো যে বিষয়সমূহকে অগ্রাধিকারকরণ করে আন্তর্জাতিক সংস্থাগুলো কি সেগুলোতে যথেষ্ট মনোযোগ দিয়ে থাকে?

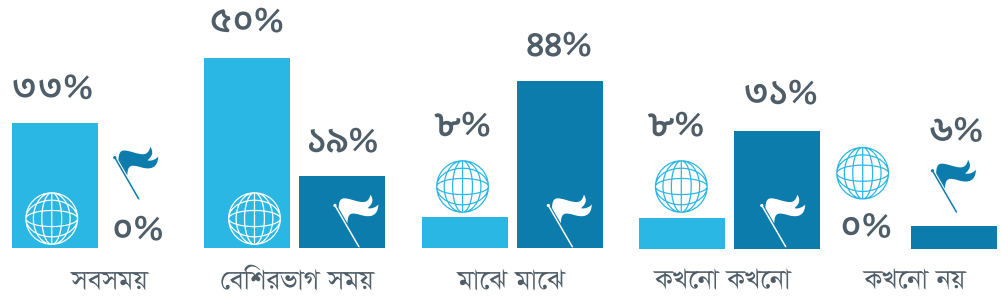


আন্তর্জাতিক সহায়তায় আপনার সংস্থার সক্ষমতা বৃদ্ধি পেয়েছে বলে কি আপনি মনে করেন?



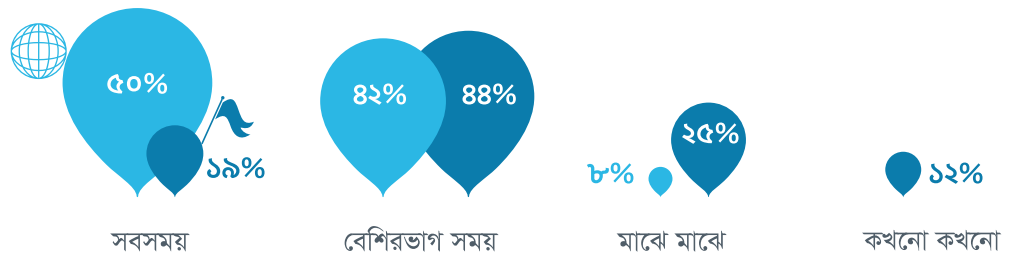
নীতিমালার প্রভাব

আপনারা বা আপনাদের প্রতিষ্ঠান দেশের মানবিক সহায়তা সংক্রান্ত নীতিমালা এবং পরিকল্পনা প্রণয়ন প্রক্রিয়ায় কতটুকু প্রভাব বিস্তার / অভিমত প্রদান করতে পারেন?



অংশগ্রহণ

কর্মসূচি প্রণয়ন ও বাস্তবায়নের সময়ে কি আপনার প্রতিষ্ঠান ক্ষতিগ্রস্ত মানুষের মতামত বিবেচনায় নেয়?



INTRODUCTION

The monsoon flooding in Bangladesh in 2019 affected more than 7.6 million people across 28 districts and caused widespread displacement. The government-led response, supported by local, national and international civil society stakeholders, sought to provide life-saving assistance, restore safety and dignity to vulnerable populations and facilitate rebuilding and recovery.⁶ Progressing the localisation commitments made at the World Humanitarian Summit was identified as a priority for the humanitarian community's response.

Strengthening the localisation of humanitarian action in Bangladesh has been a key focus over the last four years. Several initiatives have sought to progress World Humanitarian Summit localisation commitments such as the Grand Bargain, and the Charter for Change, in particular in relation to the response to the Rohingya crisis.⁷ In the 2019 flood response, the international humanitarian community recognised the opportunity to build upon these existing initiatives and learning, and committed to agree on and implement a common approach to measuring progress.⁸

"Partners recognize that the HRP [Humanitarian Response and Recovery Plan] is an opportunity to make progress on the localization agenda following the commitments made at the World Humanitarian Summit in 2016. Generating an evidence base on localization is important in order to demonstrate that change is happening and its impact ... A framework to measure localization will be developed to serve as a baseline against which progress will be assessed on a regular basis."⁹

About this report

This report provides an analysis of localisation in the flood response and serves as a baseline for future responses. The Network for Information, Response and Preparedness Activities on Disasters (NIRAPAD), supported by Humanitarian Advisory Group (HAG) and the UN Resident Coordinator's Office, undertook a rapid analysis of localisation in the context of the 2019 monsoon flood response to meet the objectives outlined in the HRP. This included the [adaptation of a localisation measurement approach](#), used in four Pacific countries, to serve as a common measurement framework.

The report is divided into seven key areas: leadership, coordination and complementarity, partnerships, funding, capacity, policy influence, and advocacy and participation.

Localisation initiatives in Bangladesh

Localisation of humanitarian action in Bangladesh has been an important focus in recent years. There have been several initiatives, including Bangladesh being selected as the first 'demonstrator country' for the Grand Bargain Localisation Workstream Field Mission in September 2018. Many of the international organisations involved in this response are also Charter for Change and Grand Bargain signatories.

⁶ Humanitarian Response and Recovery Plan – Monsoon Floods (August 2019 – April 2020)

⁷ <https://charter4change.org> and <https://www.agendaforhumanity.org/initiatives/3861> This includes through large-scale initiatives, such as the selection of Bangladesh as a demonstrator country for the Grand Bargain Workstream 2, organisational partnerships and projects through platforms such as the Start Fund Bangladesh and NAHAB and research initiatives.

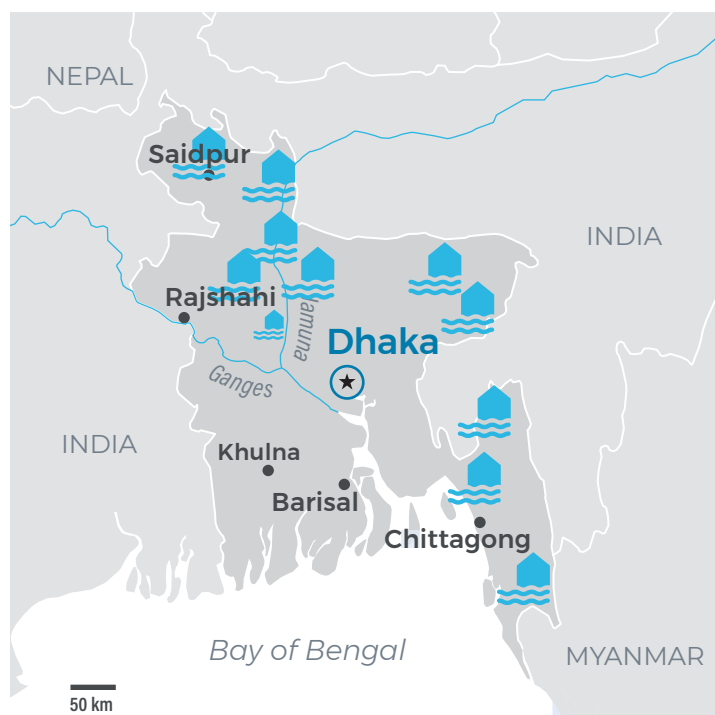
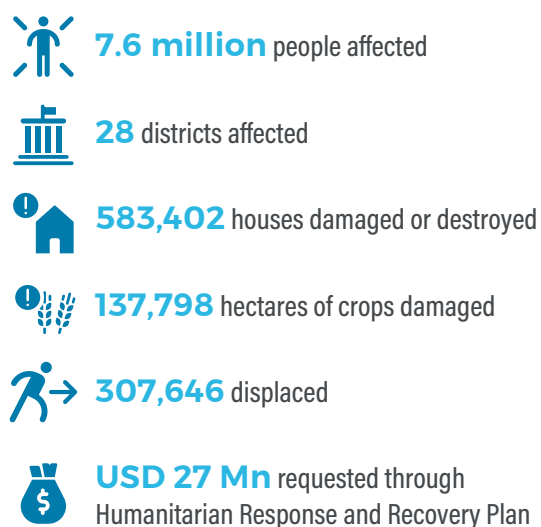
⁸ Humanitarian Response and Recovery Plan – Monsoon Floods (August 2019 – April 2020)

⁹ Ibid.

FLOOD IMPACT

Bangladesh is highly vulnerable to cyclones and floods.¹⁰ The low-lying nature of the country, high population density and socio-economic conditions compound the impacts of flooding and cyclones. More than 25% of the land is flooded every year, with severe flooding covering around 60% of the land every four to five years.¹¹

Figure 1: Overview of flood impact



Response context

Due to the protracted Rohingya crisis, Bangladesh has a large presence of international actors with significant in-country capacity. It also has a large civil society presence, with local and national organisations involved in response across the country through various platforms such as NIRAPAD, National Alliance of Humanitarian Actors (NAHAB), Disaster Forum and Association of Development Agencies in Bangladesh (ADAB). With UN agencies and INGOs directly receiving a large majority of the aid provided for the Rohingya response (98% of 2019 funds¹²), international actors play a significant role in the humanitarian response setting. As the flood response activities took place within this context, the in-country presence of international actors played an important role in determining how localisation was supported.

¹⁰ GFDRR Bangladesh country profile <https://www.gfdr.org/en/bangladesh>

¹¹ World Bank <https://www.worldbank.org/en/country/bangladesh/brief/bangladesh-disaster-risk-climate-change-program>

¹² OCHA Financial Tracking Service data. This does not capture how much funding is passed to local and national partners from international organisations.

METHODOLOGY

This baselining process adapted and contextualised the [Measuring Localisation approach and framework](#) and the associated tools that HAG and the Pacific Islands Association of Non-Governmental Organisations (PIANGO) developed and used to baseline localisation in four countries in the Pacific region between October 2018 and November 2019. NIRAPAD carried out primary data collection, with support from HAG on tool development. NIRAPAD collected data from a sample of three of the six flood-affected districts where the response was ongoing.

Data collection used a mixed methods approach, including a survey, key informant interviews and focus group and consultation sessions with community representatives, local, national and international actors. A self-completed survey was answered by 28 organisations (12 international organisations and 16 local and national organisations). The survey questions (Appendix 1) captured quantitative data against key indicators in the Measuring Localisation Framework. Interviews, focus group discussions and consultation sessions were conducted with relevant groups to explore the themes emerging from the survey data and to provide context-specific examples.

Data from all sources were triangulated to determine the level of evidence of action and/or impact against the indicators in the framework. It is important to note that this is a high-level snapshot of trends; not all activities were captured in this process.



Limitations

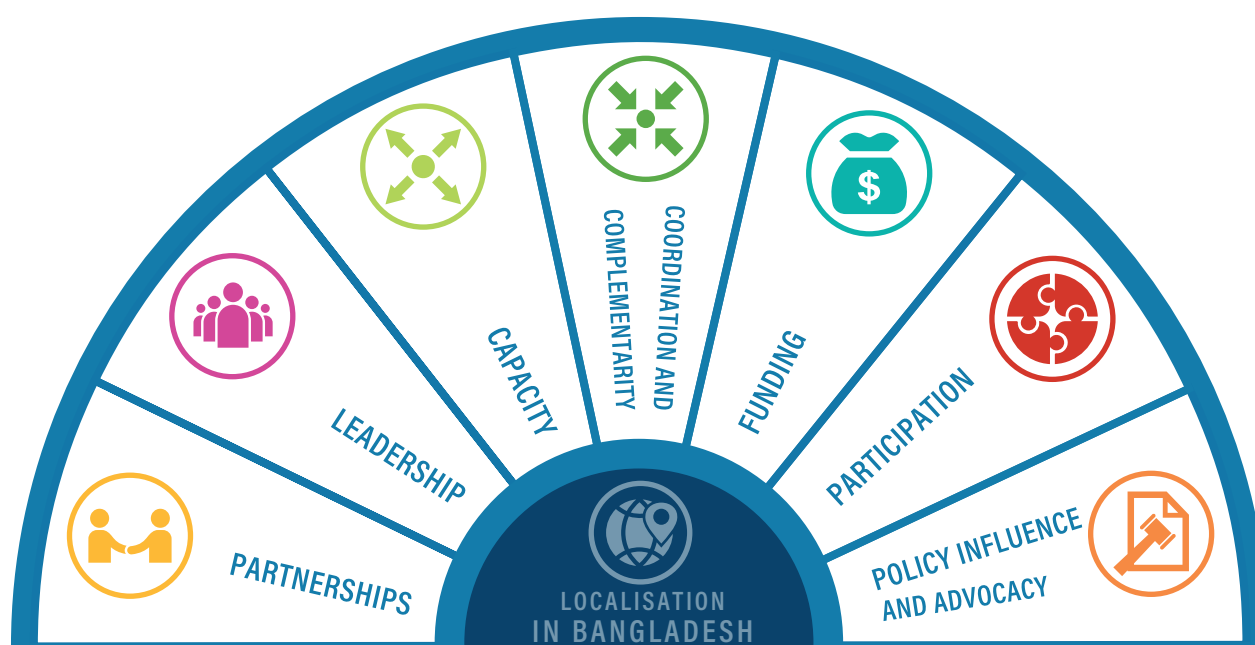
Sample size: The quantitative dataset was analysed alongside the qualitative dataset, which strengthened the significance of the findings and provided context and nuance.

Interpretation bias: The data may be influenced by differing interpretation of key terms used during the survey process.

Representation: Most of the stakeholders involved in the research were from national NGOs and international NGOs. Some government representatives and community members also participated in the process.

Level of evidence: Where indicators are rated as having no or limited evidence of action, this does not mean that action is not taking place but that it did not emerge as part of the baseline process.

ABOUT THE FRAMEWORK



The Measuring Localisation Framework has seven areas of measurement: partnerships, leadership, capacity, coordination and complementarity, funding, participation, and policy influence and advocacy.

Each area presents the key findings and evidence of progress against localisation indicators. Each area has a set of qualitative and quantitative indicators, with associated means of verification.

The indicators and means of verification were drawn from the consultation process and previous work on localisation at regional and global levels, including HAG's Measuring Localisation paper, the START Network, ALNAP and the NEAR Network.¹³ This framework can be used to measure progress in response in the future, using the data in this report as a baseline.

Level of evidence

In this paper, we assess the level of evidence of action against indicators in each of the seven areas of measurement. The four levels of evidence are no evidence, limited evidence, some evidence and strong evidence.

	⊘	✓	✓✓	✓✓✓
LEVEL OF PROGRESS	NO	LIMITED	SOME	STRONG

¹³ HAG, [Measuring localisation](#), 2018; START Network, *Localisation in practice: emerging indicators and practical recommendations*, 2018; ALNAP, *Making it count: a feasibility study on collective indicators to monitor progress in the Agenda for Humanity*, 2018



Key finding: **SOME-STRONG EVIDENCE that national actors define and lead on humanitarian action**

INDICATOR 1: Some-strong evidence that local and national actors lead response and dominate decision-making

The response to the 2019 floods – a medium-scale disaster – was led by the Government of Bangladesh. Existing national and local disaster management structures mobilised in the aftermath of the disaster to lead the initial response.¹⁴ The Government’s ability to rapidly respond to widespread disasters, such as the 2019 floods, highlights its capacity and leadership in disaster response.¹⁵

Via the National Disaster Management Committee and the Ministry of Disaster Management and Relief (MODMR), national and sub-national government led the response efforts. This included coordination with the broader humanitarian community by the MODMR, which co-chairs the HCTT with the UN Resident Coordinator’s Office (UNRCO).

Government processes for leading and decision-making continue to evolve in Bangladesh. The revision of the Standing Orders on Disaster (1997, revised 2010 and 2019) has provided better clarity on the roles of government, NGOs and other actors.¹⁶

Nevertheless, the decentralisation of decision-making and roles and responsibilities, with respect to both government and non-government actors, was challenging in the flood response. All stakeholders recognise that local governments struggled in leading flood response at the district level. Some of these challenges included the capacity of local government officials in coordinating responses, as well as issues of needs-based decision-making – also highlighted in the Transparency International Bangladesh report

Integrity Watch in Flood 2019 Preparedness and Relief Operations.

Clear national leadership was evident in the Government of Bangladesh’s response, which included:

- ▶ Continuous monitoring and information dissemination by National Emergency Operations Center, also termed National Disaster Response Coordination Center
- ▶ Operationalising the Health Emergency Operation Center under the Directorate General of Health in flood-affected districts
- ▶ Government District Disaster Coordination Teams coordinating response efforts
- ▶ Immediate distribution of food aid, cash grants and addressing WASH requirements
- ▶ Warnings and operational directives disseminated via media

“Without the commitment of local leaders (i.e. Union Parishad Chairman and Members) no activity will take place. Some active leaders are happy to take on the responsibility to manage response work and help people in need. Others want to display their authority, but don’t want to take on any responsibility. For better results, all political leaders, traditional leaders and women leaders should be trained to understand the concepts of disaster, localisation, and beneficiary selection.”¹⁷

¹⁴ Monsoon Flooding Situation Update 1

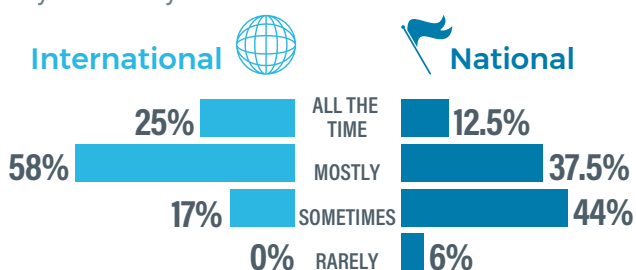
¹⁵ Monsoon Flood 2019 Joint Needs Assessment: Phase 1

¹⁶ HCTT–National Disaster Management System in Bangladesh; Interview 9

¹⁷ Local NGO leader

The decision to support local and national NGOs to take increased leadership, including of international actors, through the HCTT district focal point role was welcomed. Stakeholders reported that this had positively challenged the ‘international lead – national support’ institutionalised mindset.¹⁸ It also positively changed the dynamic around local and national NGOs primarily playing an implementation role. National and local actors, however, perceive that there is still considerable room to strengthen local/national NGOs role in decision-making.¹⁹

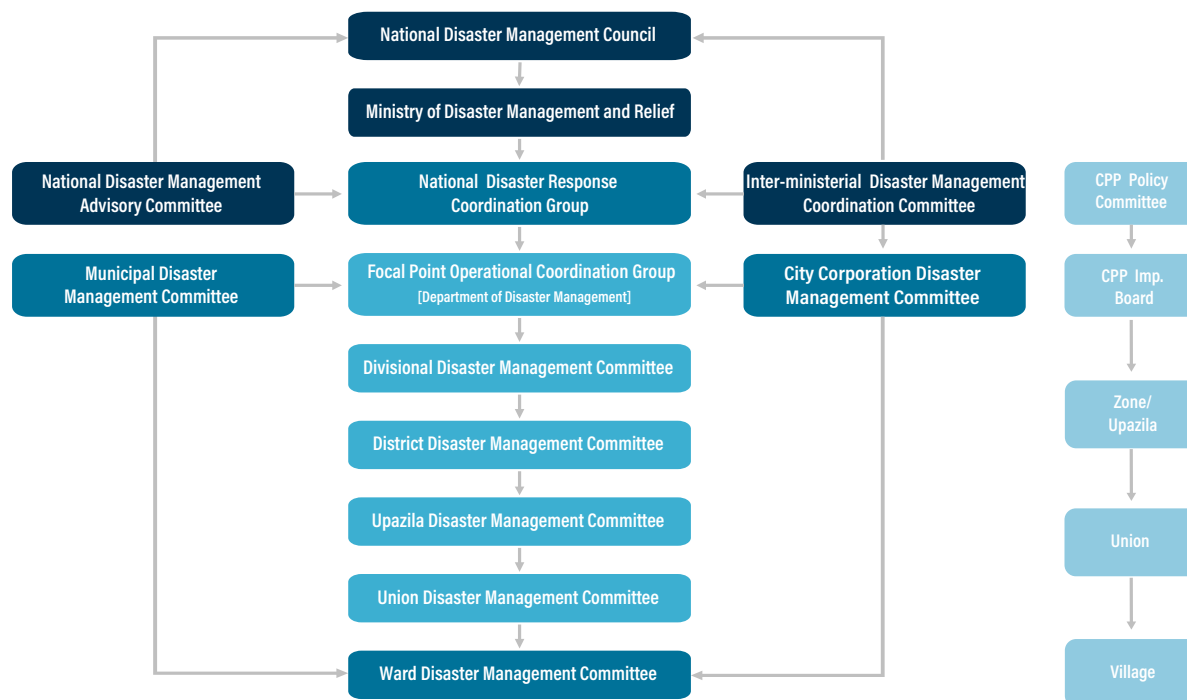
Figure 2: Do you think that local and national NGOs lead decision making in humanitarian emergencies in your country?



Decentralisation: challenges and opportunities

Much of the localisation research and evidence generation globally has emphasised the importance of considering the challenges and opportunities in decentralising response from the national to divisional and local levels.²⁰ The Government of Bangladesh has been making progress towards decentralising disaster response structure and responsibility. The recent revisions to the Standing Orders on Disaster were an important step in this process, including establishing divisional-level committees and allocating local-level funding.

National Coordination Mechanisms



18 Interview 9

19 Consultation meeting 1

20 START Network – Going the Extra Mile 2017

However, decision-making and coordination of responses (regardless of the scale of disasters) is still managed at the national level.²¹ Decentralisation will reduce delays in decision-making and release immediate relief for ground level needs. However, capacity gaps and the role of local power and influence networks will become important considerations in a decentralised model.

Local political issues have influenced humanitarian response decision making and prioritising, based on local power dynamics.²² Lack of formal partnerships between local government and local, national and international actors on planning and coordination can also increase involvement of individual local politicians in determining beneficiaries and actions.

“Power influence was visible in fund allocation and relief distribution. In many cases, the lists of beneficiaries were created considering the vote bank and relationship with the local leaders.”²³

INDICATOR 2: Some-strong evidence that international actors support and strengthen national leadership

INDICATOR 3: Some evidence that international actors work with and respect in-country leadership structures and mechanisms

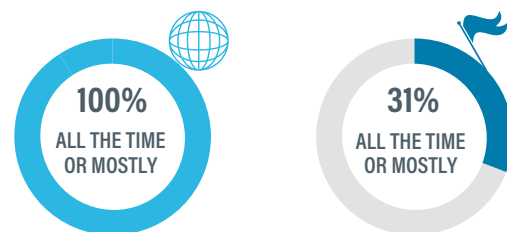
The government-led response to the floods was supported by the humanitarian community in Bangladesh, including international actors through the HCTT. The HCTT made the decision to activate international response and clusters after a series of steps including a joint needs assessment, with the participation of the MODMR, Department of Disaster Management (DDM) and National NGOs.²⁴

Before reaching a decision to trigger an international humanitarian response, the HCTT carried out consultations with its members – including the HCTT national and local NGO representatives.²⁵ The national NGO representatives in the HCTT were also requested to consult with their local networks to confirm if an international response was required to support the government response.²⁶

Some local and national NGOs indicated that while the international response mechanisms supported government leadership in the response, leadership for local and national NGOs needed to be further improved. Perceptions about how international

actors work with and respect in-country leadership structures and mechanisms are divided. While all international actors indicated that they respected in-country leadership and mechanisms most or all of the time, just 31% of local and national actors accepted this. Local organisations have expressed that in some instances, international organisations do not always respect decision-making by local organisations and highly experienced local personnel.

Figure 3: Do you think that international actors respect and work with in-country leadership structures and mechanisms?



Leadership within responding organisations is also an important issue. With 55% of senior managers in international organisations being national staff, there is considerable potential for improvement. As expected, local and national organisations had 99% national staff in their senior manager roles.

The definition of what constitutes a local or national organisation, and how this influences leadership, remains an ongoing concern for local actors.

21 Interview 9

22 Consultation meeting 3

23 Local NGO representative – Consultation meeting 3

24 UNRCO presentation on Humanitarian Architecture in Bangladesh; Interview 9

25 UNRCO presentation on Humanitarian Architecture in Bangladesh

26 Interview 9

"The term local is associated with the origin. The organisation that is established and originated in a particular area will be a local NGO for that area. I believe, local NGOs are more accountable to local people and sustainability of local NGOs also depend on this accountability. So, localisation will be ensured if truly local NGOs get the preference in disaster response activities."²⁷

Elevating Local and National Civil Society Leadership in Response

The response had a strong focus on strengthening the leadership role of local/national civil society. For the first time in Bangladesh, nine national NGOs were selected to function as the district focal points in the priority districts.²⁸ This area-based coordination arrangement supported the HCTT and broader cluster arrangements.

The HCTT's decision to appoint national NGOs to act as district coordination focal points is a significant step towards increasing local and national leadership in response coordination and planning, particularly as it was previously specifically defined that the UN and INGOs would play this role.²⁹

Purpose of the District Coordination Focal Points³⁰

Maintain close cooperation with humanitarian partners involved in HCTT activities and support and complement the government's humanitarian effort during any disaster. Key tasks include:

- ▶ Effective communication and information sharing
- ▶ Establish mechanisms to enhance accountability to the affected populations
- ▶ Support community involvement and participation.

Criteria for Selection of District Coordination Focal Points³¹

- ▶ Proven presence and capacity at district level
- ▶ Have sufficient response program at District level
- ▶ Demonstrated capacity to contribute strategically and to provide practical support
- ▶ Established linkage and relationships with District Disaster Management Committees and District Government officials
- ▶ Accountability (capacity/willingness to dedicate time required)
- ▶ Based on their area presence, national/local organisations will get preference.

The HCTT facilitated a workshop for these organisations in September 2019, one month into the implementation of the HRP period. The meeting organised in Dhaka allowed them to share nuanced issues that are not always noticeable or considered at the central level. It also allowed the focal points to receive updates from the cluster and working groups to understand the broader recovery effort. The event was conducted in Bengali, rather than English, allowing local organisations to fully participate in the process.

This experience provided valuable learning for the RCO and HCTT. Some focal point organisations have been able to respond and coordinate more effectively than others due to a range of factors including workload, capacity and local political contexts.³² Supporting all focal points to respond in the future is an important next step.

27 Interview 8

28 1. Bandarban District: Caritas Bangladesh; 2. Bogura: Grameen Bikas Foundation (GBF); 3. Gaibandha: Gana Unnayan Kendra (GUK); 4. Jamalpur: Adarsha Polly Unnayan Songstha (APUS); 5. Kurigram: Mahideb Jubo Somaj Kallayan Somity (MJSKS); 6. Sirajgonj: Manab Mukti Sangstha (MMS); 7. Sunamgonj: Efforts for Rural Advancement (ERA); 8. Sylhet: Society for Sylhet resources advancement (SRAC); 9. Tangail: Palli Unnayan Sangstha (PUS)

29 TOR for District Coordination Focal Point for Roanu Affected Area

30 UNRCO presentation on Humanitarian Architecture in Bangladesh to District Coordination Focal Points

31 ibid

32 Interview 9



COORDINATION AND COMPLEMENTARITY



Key finding: **SOME EVIDENCE** of application and respect for commonly agreed approaches to 'as local as possible and as international as necessary'

INDICATOR 1: Some-strong evidence of national representation and engagement in coordination forums and meetings

Coordination for response in Bangladesh involves three key government-led forums.³³ The National Disaster Management Council (NDMC) is the highest-level strategic decision-making body on disaster management. The two other forums are the Inter-Ministerial Disaster Management Committee (IMDMC), responsible for coordination across ministries, and the National Disaster

Management Advisory Committee, responsible for policy development and advice.

The Government of Bangladesh leads and is well represented in the international and national humanitarian forums that supported this response. The national cluster system has a government ministry functioning in the lead role and a UN or international NGO function as the co-lead. Notably, no local or national NGOs have a co-lead role in the clusters.

Figure 4: National cluster system in Bangladesh³⁴

Cluster	Lead	Co-Lead
 Food Security	Ministry of Food/Ministry of Agriculture	WFP/FAO
 Health	Ministry of Health and Family Welfare	WHO
 WASH	Ministry of Local Government, Rural Development and Co-operatives	UNICEF
 Shelter	Ministry of Disaster Management and Relief/Ministry of Housing and Public Works	IFRC/UNDP
 Nutrition	Ministry of Health and Family Welfare	UNICEF
 Logistics	Ministry of Disaster Management and Relief	WFP
 Education	Ministry of Education/Ministry of Primary and Mass Education	UNICEF/Save the Children
 Early Recovery	Ministry of Disaster Management and Relief/Ministry of Local Government, Rural Development and Co-operatives	UNDP
 Child Protection	Ministry of Women and Children Affairs	UNICEF
 Gender Based Violence	Ministry of Women and Children Affairs	UNFPA

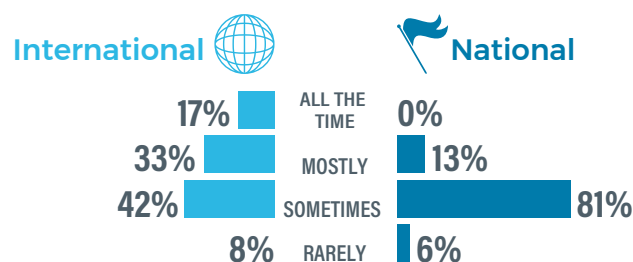
³³ HCTT, National Disaster Management System in Bangladesh

³⁴ UNRCO, Humanitarian Architecture in Bangladesh

The Terms of Engagement proposed by the agencies leading/ co-leading the clusters, highlight the HCTT's commitment to increasing coordination and complementarity between humanitarian actors and the government.³⁵ These commitments include increased information sharing, joint decision-making and increased accountability.

As disaster response coordination is primarily centralised in Dhaka, international actors are perceived to have greater influence on response planning and implementation. Both national and international actors have indicated that local and national organisations have less opportunity than international actors to participate and contribute to coordination process at national and sub-national level (figure 4).

Figure 4: To what extent are local and national civil society actors able to participate in and contribute to coordination processes at national and sub-national level?



Local and national NGO engagement in the HCTT

Local and national actors have indicated the need for greater local and national representation in the HCTT and cluster system. The current HCTT structure has three national NGO representatives and three national NGO alternatives nominated by DDM – presently these are COAST, NIRAPAD, NAHAB, Disaster Forum, Bangladesh Disaster Preparedness Centre (BDPC) and Bangladesh Centre for Advanced Studies (BCAS) These six national NGOs sit make up about 19% of the 31 members in the HCTT.

The HCTT, together with the DDM, identified these six main national coordination organisations to sit in the HCTT so that they can be the conduit for the larger local and national NGO network. The HCTT national NGO representatives have an important role to play in increasing local and national participation and representation

in humanitarian coordination structures. This includes identifying local NGOs who can become active members of clusters, because participation in the cluster system will benefit local NGOs in improving response coordination and efficiency.³⁶

Clusters and working groups can also benefit from the HCTT national NGO representatives by using them to amplify their reach to local and national actors. The HCTT and the UNRCO had used available networks to inform local and national organisations of coordination meetings taking place during the flood response.³⁷ However, some local and national organisations indicated that they had inadequate information on the meetings taking place. International organisation indicated that while participation in coordination meetings was open for interested organisations, many local and national organisation did not participate, potentially due to language barriers.³⁸

³⁵ HCTT, Proposed terms of engagement between Agencies leading/co-leading humanitarian clusters and working group with national government counterpart

³⁶ Synthesis report on meeting with local NGOs, 19 Sep 2019

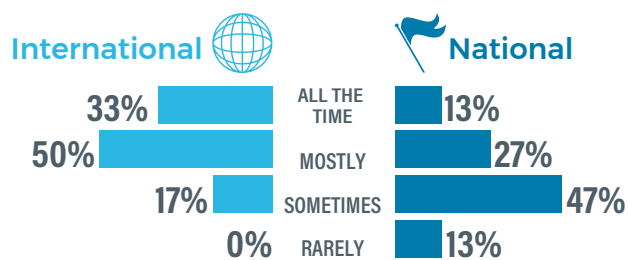
³⁷ Interview 9

³⁸ Consultation meeting 4

While government-led coordination structures are in place at district and upazila level, they require further strengthening. Regular stakeholder meetings at district levels were indicated as not functioning according to the prescribed schedules without the direct patronage and participation of senior district administrators. The recently updated Standing Order on Disasters has for the first time proposed a divisional-level committee to coordinate disaster response.

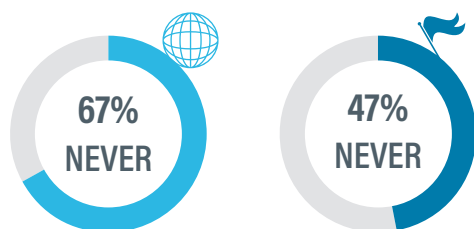
While local and national actors indicated they are taking part in coordination mechanisms, international actors indicated that their ideas and suggestions are still more likely to be heard in coordination forums (figure 5).

Figure 5: Are your ideas and suggestions heard in the coordination forums?



There are opportunities to strengthen engagement, such as providing more space for local and national actors in coordination platforms to voice their opinions, as well as working around language barriers. See Figure 6.

Figure 6: Are cluster reports written in the local language?



INDICATOR 2: Some evidence of clearly defined parameters for international actors complementing local and national actors in humanitarian response

INDICATOR 3: Some evidence that humanitarian response is delivered in a way that is collaborative and complementary (i.e. based on an analysis of the specific strengths/weaknesses of different humanitarian actors)

In the early stages of the response, there was constructive discussion about how international actors are best placed to support local and national actors – that is, analysing complementary strengths. From the early stages of the response, there was a focus on defining how international actors would best add value to a government-led response.

“As recommended by the MODMR, which co-chairs the HCTT together with the UN, the clusters liaised closely with their national technical government partners in order to analyse jointly the situation and to identify possible areas where a complementary support from the humanitarian community would add-value to the government-led response.”³⁹

Research has found that the government plays a strong convening role in other responses in Bangladesh and in creating opportunity for discussions about complementarity.⁴⁰ However, limited funding and partnership opportunities means competition among local and national organisations to secure funding for their individual organisations and projects is higher. This does not bode well for complementary delivery of work and efficiency of operations.

39 https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/2019/08/HCTT-HRP-Monsoon-Floods-August-2019-April-2020_final.pdf

40 HPG, Capacity and complementarity in the Rohingya response in Bangladesh, 2018



District coordination focal points met with the HCTT members and cluster leads to share experiences and discuss the implementation of the HRP. Photo: UN RCO Bangladesh/ Kazi Shahidur Rahman

INDICATOR 4: Limited evidence that national civil society coordination mechanisms are funded and have technical capacity to operate in humanitarian response

The six national NGO representatives in the HCTT (including NAHAB and NIRAPAD,) facilitate coordination of response of local actors and represent local viewpoints in various mechanisms, including clusters. Initiatives such as NAHAB's to strengthen national, district, upazila and union-level capacities and explore pool funding arrangements at each level will be important in improving coordination activities.⁴¹

These networks do not always receive sufficient funding to continue their important roles within the coordination structures for response in Bangladesh. There is potential for these networks to secure their own internal funding by linking up with the business components of their partner national NGOs.

Beneficiary duplication and intervention overlap was noted to have taken place due to lack of coordination at different levels, especially in relief distribution.⁴² Due to data gaps or inaccuracies in government lists, NGOs implemented additional review processes for beneficiary selection, but these did not solve the problem completely. Coordination platforms for local and national organisations will have an important role to play in ensuring more open and accurate information sharing among local and national responders.

⁴¹ Localisation Road Map of NAHAB

⁴² Transparency International Bangladesh, Integrity Watch in Flood 2019 Preparedness and Relief Operations

PARTNERSHIPS



Key finding: **LIMITED EVIDENCE** of equitable and complementary partnerships between local, national and international actors

Indicator 1: Limited-some evidence that partnerships are based on equitable and ethical partnership practices

Localisation in Bangladesh over the last three years has seen more discussions about partnerships between international, and national and local actors. International organisations remain committed to localisation and recognise its value – especially in the context of the ongoing Rohingya response.⁴³ Local organisations show a keen interest to further develop partnerships that support more localised response and better delivery of aid. For instance, in Kurigram, 29 NGOs had agreed to explore the possibility of forming a consortium to reduce overhead costs and improve localisation efficiency.⁴⁴

There is further opportunity for improvement in how equitable partnerships are set up and managed with local and national actors. During the response situation, international actors reverted to their existing processes around project-based, short-term partnerships focused on implementation, rather than seeking to explicitly strengthen localised partnerships and address power differentials. Lack of pre-planning, such as setting up longer-term partnerships based on ethical practices, is a critical factor; as also identified during the Rohingya response.⁴⁵ Organisation that establish partnerships prior

to crisis situations are able to respond more effectively and support more equitable partnership processes.⁴⁶

Many INGOs and UN agencies have been operating in Bangladesh for several years, and most of them have ongoing projects with local and national actors.⁴⁷ These existing relationships were relied on to deliver flood response initiatives. For example, the World Food Program (WFP) worked with Eco-Social Development Organization, who they have worked with since 2001, to deliver emergency flood response support.⁴⁸

“Many international actors understand localization from an implementation partnership standpoint and as such there is limited attention and varied appreciation to issues around power, decision making and leadership.”⁴⁹

Further progress is needed to support more equitable partnerships between international and national actors, especially in formulating partnerships. Of the survey respondents, all international organisations noted that their ideas and views are all the time or mostly taken into account in their partnerships during the flood response. The corresponding figure for national and local organisations was only 47%.

Fifty per cent of both international and national actors responding to the survey reported they had three or more partnership agreements in place.

43 Interview 9

44 Consultation meeting 3

45 HPG, Capacity and complementarity in the Rohingya response in Bangladesh, December 2018

46 [Charter for Change: From commitments to action \(Progress Report 2018- 2019\)](#)

47 IFRC, Mission Report: Grand Bargain Localization Workstream Mission to Bangladesh, 2018

48 [ESDO, List of completed projects](#)

49 IFRC, Mission Report: Grand Bargain Localization Workstream Mission to Bangladesh, 2018

Figure 7: Approximately how many partnerships do you have?



Figure 9: Do partnerships fund training for staff not related to the project (eg. finance training)?

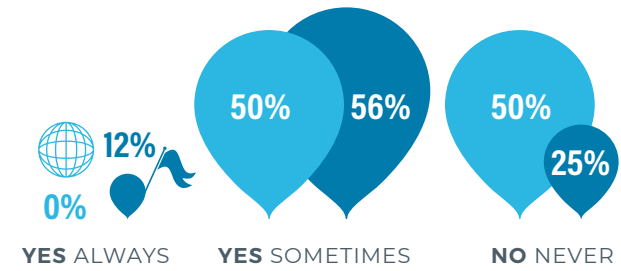


Figure 8: Do the partnerships fund overhead costs not linked to projects (eg. administration / office rent)?

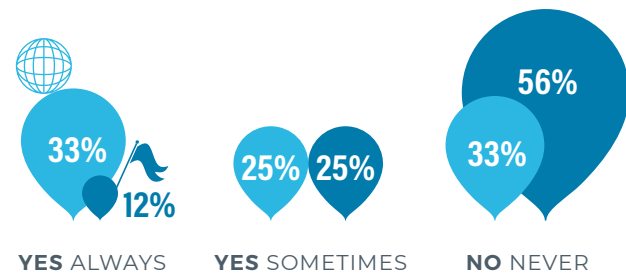
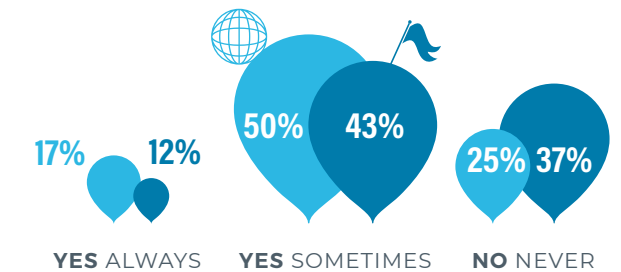


Figure 10: Do your response partnerships fund for operational staff of your organisation (staff not linked to project)?



However, 12.5% of national actors responding to the survey indicated they didn't have any partnership agreements in place to support their response effort.

Moreover, funding provided through partnerships or projects did not allow local organisations to cover operational and overhead costs. Of the local and national agencies responding to the survey, 56% noted they could not cover overhead costs through their partnerships. This becomes restrictive for smaller local and national organisations, which rarely have substantial financial reserves.

The capacity of local organisations is regularly assessed by international actors, but reciprocal assessments are not frequent. Of the survey respondents, 92% of international organisations had assessed the capacities of their local and national counterparts, while only 47% of local or national actors were able to assess the capacity of their partners in return.

INDICATOR 2: Limited evidence of longer-term strategic partnerships that aim to build systems and processes that mirror the ambition and goals of the local/national partner

INDICATOR 3: Limited evidence of increased power and decision-making of local and national actors within partnerships

Although partnerships between international and national actors were operational on the ground for the flood response, long-term partnerships agreements are uncommon. Of the local and national actors responding to the survey, 27% said they had long-term agreements in place, while none of the international actors indicated they had such arrangements. Funding provided to local organisations is often prescriptive in nature. This takes away the flexibility organisations need to respond to changing situations on the ground – especially the preferences of affected communities.

Selection criteria for partnerships are skewed in favour of existing and larger national organisations.⁵⁰ The risk-averse nature of international organisations and donors deters them from establishing working partnerships with local organisations. The low risk tolerance of INGOs was also noted in the Rohingya response.⁵¹

“If one international NGO partners with a local NGO then they continue that partnership. So new local NGOs don’t get the opportunity to participate and enter into partnerships. As the previously selected organisation is already trusted by the international NGO, further localisation is ignored.”⁵²

The limited windows provided by INGOs and donors to apply for projects, complicated by their due diligence requirements, make it difficult for small or new applicants to be selected over existing partners.⁵³ Decision-making is still largely driven by international organisations, with local and national organisations receiving insufficient opportunity to influence it. Seventy-five per cent of international organisations responding to the survey indicated they are involved in the decision making in their partnerships, while only 40% of local and national organisations indicated the same.

There were limited partnership arrangements between international or local NGOs and local governments to coordinate response activities. However, all organisations kept local government informed of their planned and ongoing activities. The full potential of partnerships with local government has not been utilised in the flood response. As the first teams on the ground during a disaster, local government structures offer a valuable opportunity for better delivery of aid.

“The fact is that the donors are only relying on NGOs and they are not relying on local government. If we get this funding support together, with proper training, I think we can act accordingly and introduce the pragmatic emergency management system.”⁵⁴

50 Consultation meeting 1

51 HPG, Capacity and complementarity in the Rohingya response in Bangladesh, December 2018

52 Local NGO Representative, Consultation meeting 1

53 Charter for Change: From commitments to action (Progress Report 2018–19)

54 Local Government Representative, Interview in Kurigram



FUNDING



Key finding: LIMITED EVIDENCE that national and local organisations have financial independence that allows them to respond more efficiently

INDICATOR 1: Limited-some evidence that local/national actors have access to direct funding with few or no barriers

There is increasing focus on making direct funding more accessible to local and national partners. START Fund Bangladesh (SFB) and Oxfam's Humanitarian Response Grant Facility (HRGF) under the Empowering Local and National Humanitarian Actors program are examples of direct funding for local and national actors being made available to increase national leadership and capacity.⁵⁵

The SFB has been working towards opening up more of its financing for local and national organisations. Currently, among the SFB members registered and eligible to receive funding, more than half are local or national organisations.⁵⁶

In response to the 2019 floods and landslides, SFB released funding for three alerts raised by members. Funding allocated for the response was split relatively evenly between national and international members, with the six national and international members each receiving funding.⁵⁷

In an increasingly positive trend, international members channelled 77% of the funding they received to local partners who were non-SFB members. As a result, of the total funding released by SFB for the flood and landslide response, 88% ended up with local and national actors.⁵⁸

While the SFB international members showed an increase in sharing funds with local partners, in general, local organisations face an ongoing challenge in directly accessing funding. This has been noted extensively in other analyses.⁵⁹ Local and national actors still receive a considerable portion of their funding from international actors via sub-contracting modalities. Even indirect funding available through other international organisations has its own complexity as a result of the associated due diligence processes. Such limitations usually link to both internal limitations of the INGOs and UN as well as restrictions imposed by the international donors.⁶⁰ Furthermore, the funding coming through to local organisations often incurs an administration cost from their international counterparts.

"Perceived barriers to accessing direct funding include a lack of capacity in proposal writing and grant management; weak English language skills; domestic competition and dominance of one or two very strong NNGOs preventing others from accessing funding; and lack of trust by international actors to manage funds."⁶¹

55 Oxfam and ODI, Money Talks: A synthesis report assessing humanitarian funding flows to local actors in Bangladesh and Uganda, 2018

56 <https://startnetwork.org/start-fund/bangladesh>

57 Caritas Bangladesh is considered a national partner by SFB as multiple country-specific entities under Caritas are represented throughout the Start Network. If Caritas is considered an international actor, the split between direct funding to international and national actors becomes 63%–39%.

58 Data provided by START Fund Bangladesh

59 HPG, Capacity and complementarity in the Rohingya response in Bangladesh, 2018; IFRC, Mission Report: Grand Bargain Localization Workstream Mission to Bangladesh, 2018; HPG Grand Bargain annual independent report, 2019

60 [Charter for Change: From commitments to action \(Progress Report 2018- 2019\)](#)

61 Oxfam and ODI, Money Talks: A synthesis report assessing humanitarian funding flows to local actors in Bangladesh and Uganda, March 2018



START FUND BANGLADESH (SFB) RESPONSE TO 2019 BANGLADESH MONSOON FLOODING



3 alerts
raised by SFB
members



£ 999,394
distributed
under **8 awards**
(including 2
consortiums)



12 members
of SFB received
funding



5 local
partners
(non SFB members)
sub-contracted by
recipient SFB
members

Local and national SFB members who received funding⁶²

6



International SFB members who received funding

Funding provided by member type



National members International members

Final destination of funds



Spent by local and national actors Spent by international actors

How international actors used their SFB funding



Given to local partners Spent by international actors

Modality of funding received by national actors



Directly provided to SFB national members Sub-contracted by SFB members

Data provided by the START Fund Bangladesh.

⁶² Caritas Bangladesh is considered a national partner by SFB as multiple country specific entities under Caritas are represented throughout the Start Network.

Harnessing private sector to support localisation in Bangladesh

There is further potential for harnessing the corporate financing resources available in Bangladesh; major business organisations in the country want to become more involved in the response efforts as part of their corporate social responsibility. An example of such efforts is Banglalink (a major telecom provider) supporting the Bangladesh Red Cross Society (BDRCS) to provide food packages to affected families⁶³. However, such partnerships will need to be closely managed, as private sector interventions can also be aimed at generating publicity and media coverage.

Further funding opportunities relating to the corporate arms of the larger national NGOs need to be explored.⁶⁴ These larger NGOs, through their corporate financing, can play a more prominent role in supporting local NGOs and more importantly, the NGO coordination platforms in the country. To date these larger NGOs and coordination platforms have preferred to rely on donor financing.

Local administrations usually request assistance from local and national actors who closely engage with them. However, since they rarely have sufficient means to support these requests, these are channelled to international partners. Setting up local partnerships with access to pooled funding can enable increased capacity for immediate response as well as reduce dependence on international funding.⁶⁵

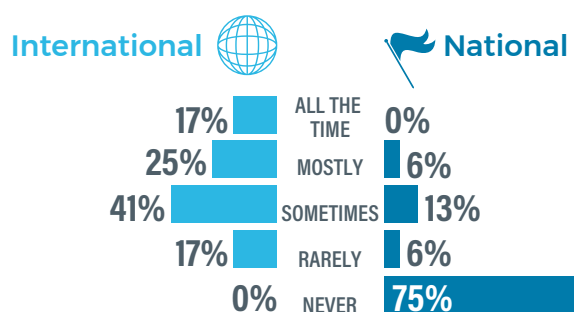
“There is no partnership among local government, NGO and the local administration. This kind of partnership could be effective. Upazila Parishad needs to be involved and introduce this form of collaboration/partnership for the sake of the affected people.”⁶⁶

INDICATOR 2: Limited evidence of increased humanitarian funding to local and national actors

International organisations and donors use different approaches to channel their funding, including directly to government, to other international organisations or to local and national organisations. A positive sign is that 75% of international organisations indicated they have specific targets to increase funding to local and national actors.

Of the survey respondents, 75% of international actors reported that 76–100% of their flood response funding is passed on to national and local organisations. This contrasts with the 81% of local and national actors which stated they had never or rarely received a fair proportion of the funding (Figure 11).

Figure 11: Do you feel national and local actors receive a fair proportion of funding compared to international actors in the context of the flood response?



63 IFRC Operational Update Report – Bangladesh: Monsoon Floods, 20 February 2020

64 Interview 9

65 Synthesis report on meeting with local NGOs, 19 September 2019

66 Interview, local government representative

With local organisations having more understanding of the local context, better local networks and much smaller overhead costs, they question why more money is not channelled through to them for managing the response.

The Bangladesh Red Cross Society (BDRCS) requested International Federation of Red Cross and Red Crescent Societies (IFRC) to activate their Disaster Relief Emergency Fund (DREF) which provided financial support for BDRCS' immediate response.⁶⁷ Subsequently the IFRC launched an emergency appeal in coordination with BDRCS. The BDRCS response has been supported by IFRC, the International Committee of the Red Cross (ICRC) and other partner national societies within the movement.

Beyond the SFB, local and national actors continued to face challenges in directly accessing funding in this response. Based on available data, INGOs, UN Agencies and IFRC/BDRCS received a majority of direct funding made available for the response (Figure 12).⁶⁸ A review of the 2015 aid distribution in Bangladesh found that while UN agencies shared 63% of the funds they received with local and national actors, the corresponding figures for INGOs and Red Cross were quite low at 12% and 5% respectively.⁶⁹

“It is not simply about getting more resources to the local organisations, but also about the increased responsibilities that come along with more resources. They need to be prepared to accept all of it together.”⁷⁰

Financial stability is an important indicator for the level of funding received by the organisations. Only 44% of national and local actors feel that their organisation is mostly or always financially stable, compared to 92% of international actors (Figure 13). This also alludes to potential capacity and process gaps in the local and national organisations in securing funding.

Figure 13: How often do you feel that your organisation is financially stable?

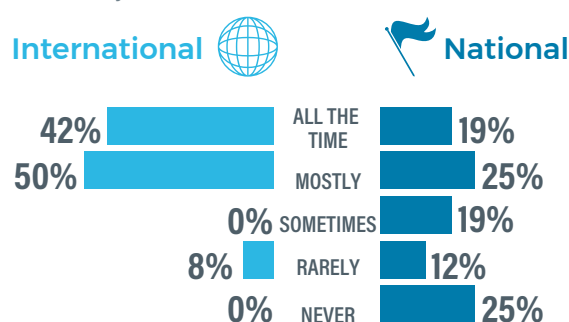


Figure 12: Bangladesh 2019 Flooding Humanitarian Response and Recovery Plan - top funding recipients

Organisation type	Amount (USD)	% of total funding
International NGO	7.38	46%
UN agency	5.37	33%
IFRC / BDRCS	2.45	15%
International SFB members	0.50	3%
National SFB members	0.50	3%

67 IFRC Operational Update Report – Bangladesh: Monsoon Floods, 20 February 2020

68 Data compiled by UNRCO from various sources

69 Oxfam and ODI, Money Talks: A synthesis report assessing humanitarian funding flows to local actors in Bangladesh and Uganda, March 2018

70 Interview 9

Figure 14: Approximately how many different sources of funding does your organisation have for humanitarian preparedness and response work?



International organisations, as expected, also had more sources of funding for their flood response, with 42% of international actors having three or more sources of funding, compared to 25% of local and national actors. However, some national organisations such as Gana Unnayan Kendra (GUK) have diversity in their funding, with their sources including SFB, WFP and TESCO Funding Futures charity project⁷¹.

There is little evidence of transparency in funding relationships, including with respect to international organisations sharing budgets with local partners. Local NGOs submit financial documents to upazila and district administrations, as well as their partner organisations. They, in turn, receive little or no information about the international partners' overall budget details and financial decisions.

INDICATOR 3: Limited evidence that local and national actors have increased decision-making power over financial matters

There is little to no evidence that local partners have increased their influence in financial decision-making. The amount of funding for the response and how it is allocated is decided at the national level or at high-level coordination meetings. Local NGOs perceive they are very rarely consulted or kept informed of these plans and decisions. It remains a challenge for local and national organisations to overcome existing dynamics and form partnerships with and among international actors and donors.⁷²

71 GUK project reports

72 Oxfam and ODI, Money Talks: A synthesis report assessing humanitarian funding flows to local actors in Bangladesh and Uganda, March 2018

CAPACITY



Key finding: **SOME EVIDENCE** that local and national organisations are able to respond effectively and efficiently, and have targeted and relevant support from international actors

INDICATOR 1: **Limited-some evidence** of national and regional surge capacity and use of local/national over international expertise

INDICATOR 2: **Some evidence** that international actors do not undermine capacity of national actors in emergency response

INDICATOR 3: **Some evidence** that contextualised humanitarian standards, tools and policies are available

INDICATOR 4: **Some evidence** that legislation and plans are in place to support national response capacity

The response to the floods showed some positive examples of international actors providing appropriate and relevant capacity support to their local and national partners. Longer-term partnerships predating the flood response tended to facilitate appropriate capacity support. Only 56% of national actors indicated international support strengthens their capacity most or all of the time, indicating room to improve appropriate capacity development. National actors also indicated that capacity needs are either defined by themselves or jointly with their partners.

This response was managed primarily nationally, while some international surge deployments still

took place (42% of international organisations).

There is also evidence that national surge capacity was prioritised during the response by international actors, with 63% reporting deploying national surge resources.

There is a clear difference between how international and national actors perceive appropriateness of capacity-strengthening activities (Figure 15).

Figure 15: Do you feel that the capacity of the in-country partner is strengthened by international support?



National partner capacity assessments during the response were carried out as part of sub-contracting processes, which can be duplicative when national partners are partnering with multiple international partners. National partners continued to indicate there is opportunity to improve capacity-strengthening approaches. Although all international actors believed that they mostly or always focused on the flood response capacity building areas prioritised by national actors, only 50% of local and national actors agreed.

Figure 16: Who defines the capacity needs of national partner organisations? (only responses from local/national organisations)



Local organisations having multiple international partners hasn't necessarily translated into additional local capacities, especially sectoral capacities.⁷³ This highlights the need to better plan and coordinate capacity development of local NGOs during the preparedness phase.

Local actors in particular often lack sufficient resources or in-house skills to upskill their staff and rely on international partners to support in this regard.⁷⁴ Local actors found the capacity assessment process challenging because it did not provide an accurate reflection of their potential. Not customising the assessments to the local context and using the same scales for local and national organisations often put the local organisations at a disadvantage. Local organisations identified scoring low on inequitable capacity assessments as a major reason for international actors overlooking them, along with shortcomings in the district portals set up to share updated data and language barriers.

"Giving projects through assessing the capacity of the organisations alone is not always helpful. Because local-level NGOs certainly know the local context and they can work efficiently and effectively in their areas even with their limited capacity."⁷⁵

The HCTT and clusters have been supporting local organisations to become more aware of the standards, as well as tools and other information available. Cluster-level policies are also available for use, but more at a national level. There is limited evidence of contextualised standards and tools accessible at the local level to support local actors. The revision of the Standing Orders on Disaster, to which international and national actors contributed, have been an important development.⁷⁶ While this is expected to improve decentralisation, there is further opportunity to strengthen implementation of the policy.

⁷³ Synthesis report on meeting with local NGOs, 19 Sep 2019

⁷⁴ Consultation meeting 1

⁷⁵ *ibid*

⁷⁶ Interview 9



POLICY INFLUENCE AND ADVOCACY



Key finding: LIMITED EVIDENCE that humanitarian action reflects the priorities of affected communities and national actors

INDICATOR 1: Limited evidence that policies are informed by local and national voices, including communities

INDICATOR 2: Some evidence that national actors are recognised as key stakeholders in discussions regarding policies and standards that may have significant impact on them

INDICATOR 3: Limited evidence that local and national actors can influence donor priorities in country, including program design and implementation

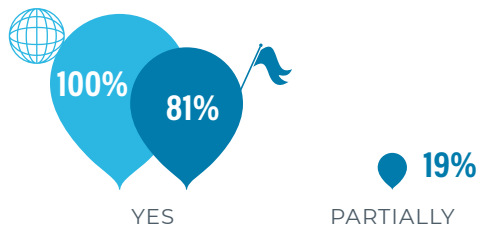
Contribution of both international and national actors on the review of the Standing Orders on Disaster was noted.⁷⁷ International actors were also regularly involved in national-level dialogues on disaster planning and response. Local and national actors were part of the national, local, upazila and district level-discussions. They also contributed more to local-level planning and policy work than international actors.

There is more comprehensive involvement of international organisations in disaster planning and response, especially at the national level where overall disaster response decisions are made. Only 19% of local and national actors reported that their organisation is involved in influencing the development of humanitarian policies and national planning processes mostly or all the time, compared to 83% of international actors.

Local and national organisations have been successful in integrating some local priorities into disaster planning and policy. This includes integrating their widely used cash support process into the national policy. They continue to advocate on areas such as mobile banking for cash transfers (introduced in some areas) and disability-inclusive shelters.

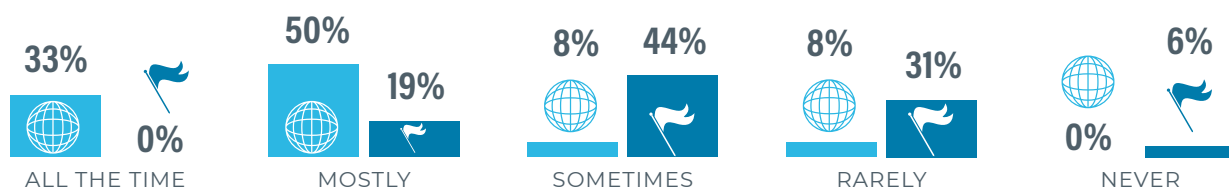
While there are positive trends emerging from the survey regarding local and national actors meeting with donors, there is opportunity to strengthen this.

Figure 17: Are you aware of the humanitarian policies an planning processes in country?



The ability of local, national and international actors to influence policies and donor priorities that guide response is differentiated. International actors also report greater awareness of humanitarian policies; this suggests that there is opportunity to strengthen national actors' awareness of national and international policies and ability to engage.

Figure 18: To what extent are you or your organisation involved in influencing / feeding ideas into the development of humanitarian policies and planning processes in your country?



77 Survey responses



PARTICIPATION



Key finding: **LIMITED EVIDENCE** that communities lead and participate in humanitarian response decision-making

INDICATOR 1: Limited evidence of development of community/ contextualised standards for all actors working in that context

Previous major disasters and the protracted Rohingya response has prompted development of more cluster-specific standards and guidelines.⁷⁸ While some of these standards and guidelines (especially for the Rohingya response) can be context specific, they contribute to the overall improvement in the cluster functionality. However, their wider availability to local organisations needs to be reviewed, including availability in local languages. With the standards and guidelines being managed by clusters, the limited involvement of local actors in the cluster system reduces their contribution to these standards – and in turn their local adoption.

Beyond the NGO groups, corporate, micro-finance and media organisations also played an important role in the response work – positively and otherwise. The lack of coherent standards around this in response has resulted in some negative effects to communities. Local organisations expressed concerns over how media – although invited to consultation meetings – do not actively contribute to response planning but regularly share negative reporting on the response efforts

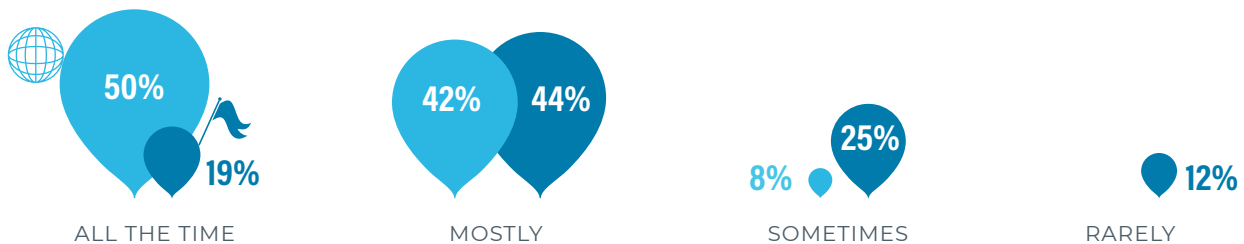
Media still remain a crucial part of the localisation and accountability processes, and guidelines and procedures to facilitate better integration will be needed.

Community participation levels in the hill tract districts were noted to be lower than in plains districts. This stems from a systemic process of socio-economic challenges resulting in the people from the hill tract districts being less vocal about their concerns and having lower expectations of what they should receive.

INDICATOR 2: Limited evidence that communities have increased opportunities to shape programming, including evaluating INGO work

While all national and international organisations felt that the opinions of affected people were considered during design and implementation of the interventions in some degree, only 32% of all organisations perceived that opinions of affected people were factored in all the time. The difference in opinion between international and local/national organisations on how the views of affected people factored into the flood response design and implementation (Figure 19) shows a gap in integration of Accountability to Affected People (AAP) approach.

Figure 19: Does your organisation take opinions of affected people into account during design and implementation of programmes?



⁷⁸ <https://www.humanitarianresponse.info/en/operations/bangladesh>

Community-level participation in supporting affected communities was noted to be high. Local community members were involved in a range of flood response activities, including rescue work and providing financial or material support. Most efforts were altruistic, but incidents of people trying to earn money or obtain other benefits were also noted.

There was evidence of community consultations for planning and design of activities at an individual organisation level, as well as during some of the needs assessments carried out in the aftermath of the flooding.⁷⁹ For example, Plan International carried out a rapid needs assessments in some of the affected districts, while the BDRCS relied on its local units to share relevant data from the ground level.⁸⁰

A major gap in the participation of communities included generating loss and damages lists without visiting affected households, insufficient participation when creating beneficiary lists, and ineffective complaints mechanisms.⁸¹ The low level of participation of local organisations

in coordination meetings with international organisations and donors likely contributed to the minimal contribution of local communities to the planning and response process.

There is also some evidence of feedback mechanisms being used for evaluation of interventions. However, for the most part community engagement was limited to project-specific interventions, rather than taking a more consolidated approach. A recently completed assessment aimed at increasing Accountability to Affected Populations (AAP), commissioned by SFB, has shown that, there is a notable difference among local and international organisation in practising AAP; weak communication with communities; unclear and weak involvement of communities in decision making; and that AAP is seen as a tick in the box exercise⁸². However, the study also shows there is increased focus on AAP, with an interest to establish a common approach consistent across both national and international partners.

Figure 20: Responses from local community and local NGO members about the flood response effort and the role of local and national NGOs

The national level NGOs often have less community engagement capacity, and they are happy to use the support of the local NGOs for this work as they recognise our capacity. So, the question is **WHY INTERNATIONAL NGOS ARE NOT GIVING IMPORTANCE TO THE LOCAL NGOS?** Communities face disasters without any special capacity building or training because of their local knowledge and skills. Similarly, **local NGOs have existing capacities and other local strengths to help manage disasters. The 4500 taka grant we received worked like one million taka during the flood.** You couldn't get any money or even a loan from anybody during that time. **This is the biggest help we received,** and the NGOs did a great job in providing the cash support because we were able to use that cash to meet our needs during the flood. **Help us move to safe and flood free areas and then it will not be necessary to distribute relief every year. We are landless people and if we are given a piece of land, we ready to build the house on our own**

79 Plan International, Rapid Needs Assessment

80 IFRC, Emergency Plan of Action – Bangladesh: Floods, November 2019

81 Transparency International Bangladesh, Integrity Watch in Flood 2019 Preparedness and Relief Operations

82 SFB and NIRAPAD, Development of mechanism for accountability to the affected population in rapid response, December 2019



USING THIS BASELINE

This baseline can act as a catalyst for change among national and international stakeholders in Bangladesh. In addition to the specific steps under the ‘Way Forward’ noted in the Executive Summary, the evidence can be used as a basis for discussion between key actors working in Bangladesh. It can also allow individual organisations and the humanitarian community in Bangladesh to set targets and continue to track change. Key possibilities for use are detailed below.

- ▶ **As a basis for discussion.** The baseline is intended to provide an objective basis for discussion about how localisation is progressing in context. This discussion would be useful at an organisational level, but also at an ecosystem level. Cluster meetings would be a good forum for examining some of the relevant datasets.
- ▶ **As a basis for planning.** The report can be used to identify areas in which progress is limited and that could be prioritised in planning processes. International, national and local organisations could work together to identify specific actions and set targets for change.
- ▶ **As a basis for tracking change.** The framework for measuring change and associated indicators will be publicly available in the report. Organisations can track how they are progressing against these key indicators at any time and can develop their own organisational baselines to track their progress.

APPENDIX 1 SELF-ASSESSMENT SURVEY

This self-assessment survey is intended to understand relationships between local, national, regional and international entities and what more can be done to further localise the flood response.

Three responses per organisation are requested with the opinions from (a) senior leadership position (b) operational staff and (c) HR/finance staff. In case of single response, please ensure the opinions from (a) senior leadership position (b) operational staff and (c) HR/finance staff.

You are requested to **circle your answer and write comments** (where necessary).

The survey will take approximately **10-15 minutes** to complete.

The deadline for survey responses is **29th December 2019**.

Local or national organisations: Please respond to the questions thinking about your partnership or relationship with one or more international organizations.

International organisations: Please respond to the questions thinking about your partnership or relationship with one or more local/national organizations.

KEY DETAILS

Name of organisation:
National or international organisation:
Type of organisation (please tick): <ul style="list-style-type: none"><input type="checkbox"/> Local government<input type="checkbox"/> National government<input type="checkbox"/> Local NGO/Community-based organisation<input type="checkbox"/> National NGO Other (please specify)<input type="checkbox"/> National Society of the Red Cross/Crescent<input type="checkbox"/> UN organisation<input type="checkbox"/> Donor government<input type="checkbox"/> International NGO<input type="checkbox"/> Other (please specify)
Category of the response personnel (please tick): <ul style="list-style-type: none"><input type="checkbox"/> Senior Leadership Position<input type="checkbox"/> Operational Staff<input type="checkbox"/> HR/Finance Staff

1. PARTNERSHIPS

1. Do you have any partnership agreements for the flood response?

Yes / No

How many?

0 1 2 3 4 5+

2. What kind of partnership agreements does your organisation have in the context of the flood response?

- Project grants
- Partnership agreements
- Cost-sharing agreements
- Long-term MOUs
- Other (please specify)
- Don't know

3. Do your response partnerships fund:

a) project-related work

YES always YES sometimes NO never Don't know

b) training for your staff not related to the project e.g. finance training

YES always YES sometimes NO never Don't know

c) operational staff costs of your organisation (staff not linked to project e.g. finance staff)

YES always YES sometimes NO never Don't know

d) overhead costs not linked to project (e.g. administration / office rent)

YES always YES sometimes NO never Don't know

4. Are your organisations' ideas and views taken into account in your partnerships for the flood response?

All the time mostly sometimes rarely never

5. How often is your organisation involved in decision-making in your partnership/s e.g. decisions on changing geographic focus of a project / decisions on budget reallocations for this response? (scale)

All the time mostly sometimes rarely never

6. Have you ever formally assessed the capacity of your partner in your partnership e.g. undertaken an assessment of their strengths and weaknesses and provided recommendations on areas for improvement?

YES NO Don't know

DOCUMENT ATTACHMENT: Please share copies of any partnership arrangements for confidential analysis.

2. LEADERSHIP

<p>7. Do you think that local and national actors led on decision-making in the flood response?</p> <p>All the time mostly sometimes rarely never</p>
<p>8. Do you think that international actors respect and work with in-country leadership structures and mechanisms during the flood response?</p> <p>All the time mostly sometimes rarely never</p>
<p>9. How many times in the last six months has your organisation met directly with an international donor?</p> <p>0 1 2 3 4 5+</p>
<p>10. Please provide the following information about leadership (CEO/Country Director, etc.) in your organisation:</p> <ul style="list-style-type: none"> • Total number of all staff in leadership positions: • Number of staff that are national in leadership positions: • Number of staff that are international in leadership positions:

3. COORDINATION AND COMPLEMENTARITY

<p>11. Do you participate in international-national coordination forums and meetings such as clusters?</p> <p>YES NO Don't know</p>
<p>12. To what extent are coordination mechanisms related to the flood response led by government actors?</p> <p>All the time mostly sometimes rarely never</p>
<p>13. To what extent are local and national civil society actors able to participate in and contribute to coordination processes at national and sub-national levels?</p> <p>All the time mostly sometimes rarely never</p>
<p>14. Are cluster meetings conducted in the local language?</p> <p>All the time mostly sometimes rarely never</p>
<p>15. Are cluster reports written in the local language?</p> <p>All the time mostly sometimes rarely never</p>
<p>16. Are your ideas and suggestions are heard in the coordination forums?</p> <p>All the time mostly sometimes rarely never</p>

4. POLICIES

17. Are you aware of the humanitarian policies and planning processes in country?

YES NO Partially

18. How much are you or your organisation involved in influencing / feeding ideas into the development of humanitarian policies and planning processes in your country?

All the time mostly sometimes rarely never

FREE TEXT BOX: Please give examples.....

5. PARTICIPATION

19. Are the views and opinions of affected people taken into account during design and implementation of programmes for this response?

All the time mostly sometimes rarely never

6. FUNDING

20. Approximately how many different sources of funding does your organisation have for this response?

0 1 2 3 4 5+

21. Approximately how much funding has your organisation received for activities related to the flood response? Please provide a figure in US\$:

22. (for international actors only) Approximately what share of flood response funding is passed on to national and local organisations?

0-25% 26-50% 51-75% 76-100%

If possible, provide an estimate of breakdown:

1. Government authorities at national and sub-national levels
2. National and local NGOs
3. National Societies of the Red Cross and Red Crescent
4. Local and national private sector organizations
5. Local and national research organisations

23. (For international actors only) Does your organisation have specific targets to increase funding to local/national actors in disaster preparedness and response?

Yes No

- Why is this the case? (Written answer):

24. A. (National actors) Do you feel you receive a fair proportion of funding compared to international actors in the context of the flood response?

Yes mostly Partially rarely No

B. OR (international actors) Do you feel national and local actors receive a fair proportion of funding compared to international actors in the context of the flood response?

Yes mostly Partially rarely No

25. How often do you feel that your organisation is financially stable e.g. good cash flow / operational budget in the bank for at least 3 months?

All the time mostly sometimes rarely never

26. Do you share project budgets and financial reports with your partners (local/national/international)?

All the time mostly sometimes rarely never

7. CAPACITY

27. Do you feel that the capacity of your organisation is strengthened by international support?

All the time mostly sometimes rarely never

28. Did international expert staff deploy to support your organisation in this response?

Yes No Don't know

If yes, How many?

1-2 3-4 5+

Was this an appropriate amount?

Too many right number too few don't know

29. Did national expert staff deploy to support your organisation in this response?

Yes No Don't know

If yes, How many?

1-2 3-4 5+

Was this an appropriate amount?

Too many right number too few don't know

30. Did you/your organisation get to decide on who would be deployed and when into your organisation?

Yes No sometimes don't know

31. Did you/your organisation provide a performance review on the deployed staff into your organisation?

Yes No sometimes don't know

32. (For local and national actors only) Who defines the capacity needs of your organisation?

International partners our own organisation combination of both

Is this appropriate?

Yes No Partially

33. Have international actors focused on the areas of capacity strengthening that local and national actors prioritise for flood response-related interventions?

All the time mostly sometimes rarely never

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APPENDIX 3: DETAILED MEASUREMENT FRAMEWORK

Key	
ALL	National/local and international actors
SAS	Self-assessment survey
DR	Document review - contracts/ MOUs / partnership agreements
KII	Key Informant Interview
L/NA	Local/National Actors
MOU	Memorandum of Understanding

 IMPACT INDICATOR: PARTNERSHIPS - Equitable and complementary partnerships between local, national and international actors			
Indicator	Means of verification (or evidence of activity)	Data source	Data collection tool
1. Partnerships are based on equitable and ethical partnership practices	Is there a partnership agreement/MOU?	ALL	DR
	Are there a set of partnership principles embedded in partnership documentation ?	ALL	DR - Partnership agreements/contracts
	Are there opportunities for national/local partners to assess the capacity of the international partner?	ALL	KII, DR - Partnership agreements/contracts
	Do the MOUs include reciprocal reporting?	ALL	DR - MOUs/Partnership agreements
	Are there partnership review processes?	ALL	KII
	Is there a perception that partnerships are equitable (partners feel respected and equally valued)?	ALL	SAS (Self-assessment survey)
	Is there a perception that partnerships are publicly recognised?	ALL	SAS

	Average duration of all partnership agreements that have any humanitarian component	ALL	DR - partnership agreements/contracts
	Average proportion of total partnership funding per contract that is allocated to anything other than project implementation	ALL	DR - partnership agreements/contracts
	Proportion of partnership contracts that go beyond funding for project-based activities (overhead, capacity development etc.)	ALL	DR - partnership agreements/contracts
	Do partnerships invest in long terms systems and processes for your organisation?	ALL	KII
	Perception of local and national actors of a shift from project-based to strategic funding and partnerships	ALL	SAS
	Evidence that projects are co-designed, implemented and evaluated with national and local partners	ALL	KII, DR - Partnership agreements/contracts
	Perceptions of local and national actors that they have increased decision making	ALL	SAS
	To what extent do L/NA lead on decision making about budget allocations?	ALL	SAS
IMPACT INDICATOR: LEADERSHIP- National actors define and lead on humanitarian action			
	Indicator	Means of verification (or evidence of activity)	Data source
			Data collection tool
	1. International actors support and strengthen national leadership	Evidence of national organisations meeting with and directly engaging with donors on programs Percentage of leaders that have mentoring support (designated mentors in structured process) disaggregated by national and international	Donors / national humanitarian leaders National and international humanitarian leaders
	2. Local and national actors lead response and dominate decision-making	Perceptions that international actors support and strengthen national leadership Representation of national staff in leadership positions - % across all organisations (top 2 tiers of the organisation) Representation of national leadership in media reporting of recent responses Perception that L/NA lead response and dominate decision making (potentially in last response)	KII & SAS National and international humanitarian leaders SAS KII & DR - org charts
	3. International actors work with and respect in-country leadership structures and mechanisms	Perception that there is investment in increasing national leadership Perceptions of local, national and international actors about respecting and working with in-country leadership structures and mechanisms	ALL Media ALL ALL SAS SAS



IMPACT INDICATOR: COORDINATION AND COMPLEMENTARITY - Application and respect for commonly agreed approaches to 'as local as possible and as international as necessary'

Indicator	Means of verification (or evidence of activity)	Data source	Data collection tool
<p>1. National representation and engagement in coordination forums and meetings</p>	<p>% breakdown of national and international organisations leading national and subnational clusters</p> <p>% breakdown of national and international organisations participating in clusters</p> <p>Proportion of coordination meetings conducted in local language</p> <p>Ownership of cluster administration and report writing (who writes/ who sets meeting agenda)</p> <p>Perception that local and national actors can engage as equal partners and are able to participate actively in coordination mechanisms</p> <p>Floor time of international and national actors in cluster meetings</p>	<p>Cluster coordinators</p> <p>Cluster coordinators</p> <p>Cluster coordinators</p> <p>Cluster coordinators</p> <p>ALL</p> <p>Cluster meeting</p>	<p>KII & DR</p> <p>KII & DR</p> <p>KII & DR</p> <p>KII</p> <p>SAS</p> <p>Observation</p>
<p>2. Clearly defined parameters for international actors complementing local and national actors in humanitarian response</p>	<p>Perception that international actors support, rather than undermine, government coordination mechanisms</p> <p>Perception that local, national and international actors have understanding of complementarity of roles</p>	<p>ALL</p> <p>ALL</p>	<p>KII</p> <p>KII</p>
<p>3. National civil society coordination mechanisms are funded and have technical capacity to operate in humanitarian response</p>	<p>% of national civil society coordination mechanisms' budgets funded by international donors</p> <p>Perception that civil society coordination mechanisms have capacity in humanitarian response</p>	<p>National Co-ordination mechanism</p> <p>ALL</p>	<p>KII - national coordination bodies</p> <p>SAS</p>
<p>4. Humanitarian response is delivered in a way that is collaborative and complementary (i.e. based on an analysis of the specific strengths/weaknesses of different humanitarian actors)</p>	<p>Extent to which organisations felt their potential contribution to the last response was fully utilised</p> <p>Extent to which organisations felt their capacity was strengthened or undermined in the last response</p>	<p>ALL</p> <p>ALL</p> <p>ALL</p>	<p>SAS & KII</p> <p>SAS & KII</p>

 IMPACT INDICATOR: PARTICIPATION - Communities lead and participate in humanitarian response			
Indicator	Means of verification (or evidence of activity)	Data source	Data collection tool
1. Development of community/ contextualised standards for all actors working in that context	Number of common humanitarian standards, tools and policies that have been contextualised	ALL	KII & SAS
2. Communities have increased opportunities to shape programming, including evaluating INGO work	Number of key documents such as emergency response procedures that have been translated or developed by L/NA Perception that standards, tools and policies are appropriate to meet the needs of the affected population Existence of formal mechanisms within L/NA and international organisations to provide information to, and ensure the participation of affected populations (including feedback mechanisms)	ALL ALL ALL	SAS & DR - Response plans, standards, policies, needs assessments SAS KII
 POLICY INFLUENCE/ADVOCACY/VISIBILITY - Humanitarian action reflects the priorities of affected communities and national actors			
Indicator	Means of verification (or evidence of activity)	Data source	Data collection tool
1. Policies are informed by local and national voice including communities	Involvement of L/NA in the preparation of the Humanitarian Needs Overview and Humanitarian Response Plan Recognition of partner role, and credit for local design and implementation of programming in international partner reporting Perception that humanitarian policies and approaches are informed by local and national voice including communities	ALL ALL ALL	KII KII & DR- INGO reports SAS
2. National actors are recognised as key stakeholders in national debates about policies and standards that may have significant impact on them	Increase in the number of times that the names of national and local collaborators, including sub-contractors, appear in reports to donors and external communications, relative to those of international actors Engagement of L/NA and NGO networks in humanitarian policy issues and standard-setting Proportion of national and international authorship of significant research products related to humanitarian issues in country	Documents Research publications (within selected locations for specific time period)	DR - INGO report and public documentation DR - research publications
3. Local and national actors influence on donor priorities in country, including program design and implementation	Increase in L/NA access to the largest in-country donors	National actors	SAS



CAPACITY - Local and national organisations are able to respond effectively and efficiently, and have targeted and relevant support from international actors

Indicator	Means of verification (or evidence of activity)	Data source	Data collection tool
1. National and regional surge capacity and use of local over international expertise	Use of national and regional surge capacity over international expertise	ALL	KII, DR - response reports
	Pre-mapping of surge support in national and local organisations	ALL	KII, DR - project plans, organisational development documents
	Number of Australian based staff on deployment registers / number of annual deployments	ALL	DR- organisation reporting
	Number of national and local organisations that have been facilitated to engage with international frameworks and standards such as CHS, HQAI, Sphere etc.	ALL	KII, DR
2. Actors do not undermine capacity of national actors in emergency response	Perception that L/NA are appropriately supported by partner/international organisations in advance of and during humanitarian response	ALL	SAS
	Are L/NA receiving an explicit funding line item to determine their own capacity?	Budget proposals	DR - budgets/funding agreements
	Perception that L/NA are able to define their own organisational capacity needs	ALL	SAS
3. Contextualised humanitarian standards, tools and policies are available	Perception that international actors do not undermine capacity of national actors in emergency response	ALL	SAS
	Number of humanitarian standards, tools and policies available in the local language	ALL	DR - standards, tools and policies
4. Legislation and plans in place to support national response capacity	Perception that humanitarian standards, tools and policies are accessible and appropriate	ALL	SAS
	Key documents such as emergency response procedures and needs assessments have been developed by L/NA (authorship of documents)	ALL	KII, DR - emergency response procedures, policies
	Disaster response legislation and plans in place with clear roles for international and national actors	ALL	

 FUNDING - Increased number of national/local organisations describing financial independence that allows them to respond more efficiently to humanitarian response			
Indicator	Means of verification (or evidence of activity)	Data source	Data collection tool
1. L/NA have access to direct funding with limited or no barriers	Perception that L/NA have increased control over funding decisions	ALL	SAS
	Perception that humanitarian funding is more directly allocated to L/NA	ALL	SAS
	Transparency of financial transactions and budgets as perceived by L/NA. Do L/NA have visibility over project budgets?	ALL	SAS, DR - contracts
	Do L/NA actors receive over heads?	ALL	KII, DR - budgets
	Mechanisms exist to provide funding quickly in emergency response for national actors (e.g. Emergency Response Funds)	ALL	KII, DR - policies and procedures
	L/NA can access funding without intermediary	ALL	KII
	For the top five largest national/local organisations, how many have direct engagement with key donors (without presence of international partners)?	ALL	KII, DR - annual report
	Perception that more humanitarian funding is being allocated to local and national actors	ALL	SAS
	%/\$ of funding that is directly given to L/NA	ALL	DR - funding agreements, WHS commitment reporting
	Increase in the number of international actors that publish the percentage of funding passed on to local NGOs	ALL	DR - response reporting/ annual reports
2. Increase in the amount of humanitarian funding to local and national actors	Perception that L/NA receive a fair proportion of funding compared to international actors in humanitarian response	ALL	SAS
	Perception that L/NA have increased control over funding decisions	ALL	SAS
	Do partners see overall budgets?	ALL	KII
3. Local and national actors have increased decision making over financial matters	Perception that L/NA have increased control over funding decisions	ALL	SAS
	Do partners see overall budgets?	ALL	KII

