

**LOCALISATION  
or BUSINESS-  
AS-USUAL?**

IMPRESSIONS  
OF THE FIRST 5 MONTHS RESPONSE TO  
THE FORCIBLY DISPLACED MYANMAR  
NATIONALS



**STRUCTURE OF FEEDBACK & CONVERSATION**

1. SETTING & SURGE
2. UNDERSTANDING LOCALISATION
3. SEVEN DIMENSIONS OF LOCALISATION: SURVEY & LISTENING
4. WHERE WITH LOCALISATION?: IN THE FDMN RESPONSE; IN BANGLADESH

This was a 'listening' and 'reflection' exercise, identifying key attention points, for constructive conversation among actors in Bangladesh – and beyond.

**PURPOSE & BASIS FOR OUR  
OBSERVATIONS**

- 5 government entities + army contact
- 4 donor agencies
- 2 UN agencies
- 6 people from interagency coordination groups
- 19 INGOs
- 2 INGO interagency initiatives
- 16 N/LNGOs
- 3 'dual identity' NGOs
- 3 N/LNGO networks
- 8 working or discussion meetings observed or facilitated

**SETTING**

- UNPRECEDENTED, NEW EXPERIENCE
- INTERNATIONAL SUPPORT NEEDED
- POLITICALLY DIFFICULT
- FIRST RESPONDERS

## SURGE STRATEGIES


- FROM PARTNER APPROACH TO DIRECT IMPLEMENTATION (& BACK)
- SCALE UP DIRECT IMPLEMENTATION
- ✓ BRING EXPERIENCED STAFF FROM ELSEWHERE IN COUNTRY
- ✓ FLY IN OUTSIDE EMERGENCY RESPONSE TEAMS
- GO WITH INT'L PARTNER
- GO WITH / BRING HERE EXISTING NATIONAL PARTNERS
- FIND NEW, NATIONAL, PROJECT IMPLEMENTERS / PARTNERS
- SECONDMENTS TO NATIONAL / LOCAL ORGANISATIONS?
- BUILDING UP N/L ORGANISATION INTO LARGE RESOURCE CENTER FOR MANY?

## A SECOND RAPID INFLUX: 'AID WORKERS'

INTERNATIONALS SCALING UP

- LARGE NUMBER INTERNATIONALS (1200 in January 2018)
- MANY SHORT TERM
- SEASONED / YOUNG & INEXPERIENCED
- SENIOR POSITIONS

*"INTERNATIONALISATION"*  
*"SUPPLY DRIVEN – NOT DEMAND LED"*



## UNDERSTANDING 'LOCALISATION'

*"THE DEFINITION IS UNCLEAR"*  
*"THE BENEFICIARY DOESN'T CARE WHERE THE MONEY COMES FROM"*  
*"LOCALISATION IS ABOUT EMPOWERING COMMUNITIES, NOT NATIONAL OR LOCAL AGENCIES"*  
*"DECENTRALISATION"*

INTERNATIONALS: *"engage with local and national responders in a spirit of partnership and aim to reinforce rather than replace local and national capacities".*

ALL OF US: *"include people receiving aid in making the decisions which affect their lives."*

Grand Bargain

## COMMITMENTS

- *"The Grand Bargain recognises that, faced with the reality of our woefully under-resourced humanitarian response, the status quo is no longer an option."*
- *"We commit to support local and national supporters on the frontline."*
- *"An understanding inherent to the Grand Bargain is that benefits are for all partners, not just the big organisations."*
- *"The Grand Bargain is a level playing field where we all meet as equals."*



## COMMITMENTS

*"Increase and support multi-year investment in the institutional capacities of local and national responders, including preparedness, response and coordination capacities, especially in fragile contexts..."*

*"Work to remove or reduce barriers that prevent organisations and donors from partnering with local and national responders, to lessen their administrative burden."*

*"Support and complement national coordination mechanisms where they exist, and include local and national responders in international coordination mechanisms as appropriate and in keeping with humanitarian principles."*

## WHO KNOWS?

- KNOW GRAND BARGAIN?
- KNOW CHARTER FOR CHANGE?
- HAS YOUR AGENCY SIGNED UP TO IT / ENDORSED IT?
- PRACTICAL GUIDANCE RECEIVED?
- KNOW CHARTER OF EXPECTATIONS?

## SEVEN DIMENSIONS FRAMEWORK strategic, intra-interorganisational, operational

FUNDING	PARTNERSHIPS	CAPACITY	PARTICIPATION REVOLUTION	COORDINATION MECHANISMS	VISIBILITY	POLICY
<ul style="list-style-type: none"> <li>• 25% as directly as possible</li> <li>• better quality</li> </ul>	<ul style="list-style-type: none"> <li>• less sub contracting</li> <li>• More equitable</li> </ul>	<ul style="list-style-type: none"> <li>• Institutional development</li> <li>• Stop undermining</li> </ul>	<ul style="list-style-type: none"> <li>• all crisis affected communities</li> <li>• gender, age, disabilities...</li> </ul>	<ul style="list-style-type: none"> <li>• national actors greater presence and influence</li> </ul>	<ul style="list-style-type: none"> <li>• roles, results and innovations by national actors</li> </ul>	<ul style="list-style-type: none"> <li>• national actors greater presence and influence in international policy debates</li> </ul>

## 'INTERMEDIARIES'

- **SMALL:** SUPPORT ROLE; HELP WITH DONOR REQUIREMENTS; SHARE MANAGEMENT FEE; HELP WITH NETWORKING; MORE PERSONALISED
- **BIG:** HIGH QUALITY WORKING FACILITIES; STRONGER ORGANISATIONAL SELF-INTEREST; LESS PERSONALISED; RISK OF SUBORDINATING
- ADDING RESTRICTIONS & PROCEDURAL AND REPORTING REQUIREMENTS TO THOSE OF BACK DONOR ?



### "PARTNERSHIP WITH DIGNITY" MINDSET & BEHAVIOURS

- A. SMALL PRESENCE TO SUPPORT NATIONAL/LOCAL PARTNER
- B. GENERALISED PREJUDICE
- "PROJECT-TO-PROJECT"; "ASSETS ONLY SERVING DIRECTOR";
- "WANT TO BECOME LIKE BRAC" ....
- C. SUPERIORITY
- EXPAT WORKING UNDER A NATIONAL STAFF???
- 1 MONTH EXPAT DRIVING NATIONALS TO WORK DAY & NIGHT
- EXPAT SOLUTION IS TO CALL FOR MORE EXPATS
- WHO COMES TO WHOSE OFFICE
- "NEED A REPORT NOW" / "RECEIVE THE VISITOR NOW"
- TELL WHERE TO IMPLEMENT WHAT
- SAY 'PARTNER' - TALK 'DONOR'



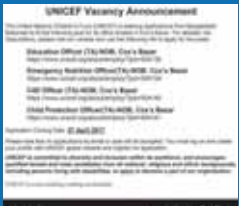
### CAPACITY OF N/LNGOs: RECRUITMENT BONANZA

N/LNGO STAFF LOSSES

- 2; 3; 7; 6 or 7; >20; > 40; >50
- NOT RESPECT NOTICE PERIODS
- NO RELEASE CERTIFICATE
- NO REFERENCES ASKED
- NO COMPENSATION (C4C AGENCIES!!!)
- YEARS OF STAFF DEVELOPMENT INVESTMENT LOST
- 'TALENT SPOTTING'
- SALARY INFLATION

"N/LNGOs were happy to offer their staff"

GOVERNMENT STAFF LOSSES LESS; BUT SOME




### COORDINATION, COLLABORATION, JOINT PLANNING

"We have not engaged enough with the government."

"The most competitive environment I have ever seen."

- STRATEGIC: DHAKA
- OPERATIONAL: ISCG – GOVERNMENTAL
- PROXIMITY: WITH ARMY
- AT CAMP LEVEL
- BELATED GEOGRAPHICAL
- NO N/L NGO MAPPING
- NO SALARY SCALE
- HARMONISATION



- UN NOT ACTING AS ONE
- ISCG: NO FORMAL AUTHORITY, NOT RESPECTED
- IMPACTS OF FD 7
- NOT 'JOINT' PLANNING: GOB; LOCAL AUTHORITIES & COMMUNITY STRUCTURES; N/LNGOs:

### NATIONAL LEADERSHIP?

GOVERNMENT	BANGLADESHI NON-GOVERNMENTAL ACTORS
<ul style="list-style-type: none"> <li>NOT CLEAR, EXPRESSED, POLICY</li> <li>LACK OF CLARITY IN PROCEDURES &amp; CONSISTENCY IN APPLICATIONS</li> <li>STREAMLINED COORDINATION &amp; PROCESSING BETWEEN GOVERNMENT DPTS</li> <li>LITTLE PRESENCE IN ISCG</li> <li>NOT CO-LEADING</li> <li>'TAKING NOTE OF' BUT NOT 'ENDORISING'</li> <li>LOCAL LEVEL TIERS NEGLECTED</li> <li>CAPACITIES STRETCHED: HUMAN RESOURCES &amp; EQUIPMENT</li> <li>RULES &amp; REGULATIONS NOT RESPECTED</li> <li>HOST POPULATIONS</li> </ul> <p>"If I were the government, I would be very angry..."</p>	<ul style="list-style-type: none"> <li>LONG-TIME ABSENCE: OPERATIONAL &amp; STRATEGIC</li> <li>NO PROCESS TO ENSURE 'REPRESENTATION'</li> <li>CHALLENGE 'ENGLISH' &amp; ACCENTS</li> <li>NOT LISTENED TO</li> <li>MUCH EXPAT TURN OVER: ASSERTIVE NEWCOMERS</li> <li>SPEED VS REFLECTION &amp; CONSULTATION</li> <li>NOT STAFF NUMBERS TO ATTEND MEETINGS</li> <li>STAFF FUNCTION NOT PAID FOR</li> <li>USED TO COORDINATING WITH GOVERNMENT AGENCIES</li> <li>QUESTION PSEUDO-AUTHORITY OF ISCG</li> <li>NOTICE THE COMPETITIVE DISREGARD FOR COORDINATION AMONG INTERNATIONALS</li> </ul> <p>"We want an enabling coordination environment."</p>

### FROM 'DEVELOPMENT' & DRR TO 'HUMANITARIAN'

- DIRECT TO INTERMEDIARY FUNDING
- PARTNERING TO SUBCONTRACTING
- RESOURCE ORGANISATION WITH TRACK RECORD --- 'WITHOUT CAPACITY'
- TRUSTED, NOW NEED TO PROVE YOURSELF
- ORGANISATIONAL DEVELOPMENT, NOW CAPACITY UNDERMINED
- 'PROGRAMME' TO 'PROJECT' ('not sustained')
- CLOSE COLLABORATION WITH GOB, NOW PRIMACY OF INTERNATIONAL RELATIONSHIP

### Participation Revolution

*"We need to include the people affected by humanitarian crises and their communities in our decisions to be certain that the humanitarian response is relevant, timely, effective and efficient.*

*We need to provide accessible information, ensure that an effective process for participation and feedback is in place and that design and management decisions are responsive to the views of affected communities and people."*

### IMPROVE LEADERSHIP AND GOVERNANCE MECHANISMS

HCTT AND CLUSTER/SECTOR MECHANISMS TO ENSURE ENGAGEMENT WITH AND ACCOUNTABILITY TO PEOPLE AND COMMUNITIES AFFECTED BY CRISES.

NEED FOR AWARENESS ON AAP AT AGENCY LEADERSHIP AND CLUSTER LEAD LEVEL

*"SOME STILL NEED TO BE EXPLAINED WHAT IS PSEA AND AAP"*

### DEVELOP COMMON STANDARDS TO STRENGTHEN DECISION-MAKING, TRANSPARENCY, ACCOUNTABILITY AND LIMIT DUPLICATION

- AD HOC SYSTEMS EXIST WITH VARYING DEGREE OF SUCCESS.
- MORE THAN THREE QUARTERS (77%) OF REFUGEES FEEL THAT THEY DO NOT HAVE ENOUGH INFORMATION TO MAKE GOOD DECISIONS,
- ALMOST TWO-THIRDS (62%) REPORT THAT THEY ARE UNABLE TO COMMUNICATE WITH AID PROVIDERS.
- LESS THEN 20% OF AFFECTED POPULATIONS KNOW ABOUT FEEDBACK AND COMPLAINTS MECHANISMS
- RESPONSE TO FEEDBACK IS VERY WEAK WITH ALMOST 80% NOT CLOSING THE FEEDBACK LOOP
- INFORMATION STILL BEING PRINTED IN ENGLISH
- LOTS OF STUDIES HAVE BEEN CARRIED OUT BUT NOT ENOUGH ACTION

- POOR UNDERSTANDING OF THE AFFECTED POPULATION – NOT HOMOGENEOUS, VARYING NEEDS
- COMMUNITY REPRESENTATIVES NOT TRUSTED
- FOCUS ON COMMUNICATIONS AND CAMPAIGN STYLE MESSAGES
- NOT SUFFICIENT ATTENTION TO PARTICIPATION OF AFFECTED POPULATIONS IN DECISION-MAKING PROCESS TO SHAPE THE RESPONSE
- HOW WERE AFFECTED POPULATIONS INVOLVED THE JRP???
- JRP A REAL OPPORTUNITY TO FOR PARTICIPATORY PROCESS
- MOST OF THE PLANNING AND DECISIONS ARE MADE IN THE SECTOR MEETINGS

- “I’ve not seen before so little consultation with affected people.”*
- HUNDREDS OF NEW STAFF EMPLOYED IN SHORT PERIOD OF TIME
  - SOME HAVE NO IN EMERGENCY RESPONSE
  - LANGUAGE BARRIERS ARE HUGE
  - NEED FOR SOFT SKILLS TO ENGAGE WITH POPULATIONS
  - INCIDENCE OF DISRESPECTFUL BEHAVIOR AND PREJUDICE.
  - THE AWARENESS ON PSEA VERY LOW AT STAFF LEVEL
  - NO INFORMATION TO THE COMMUNITY ON WHAT IS THE EXPECTED BEHAVIOR FROM OUR STAFF
  - NO INFORMATION ABOUT HOW TO FEEDBACK OR COMPLAIN ABOUT SENSITIVE INFORMATION
  - PILOT PROJECTS TO START LOOKING AT AAP

### ‘HOST COMMUNITY’


- GENEROSITY & TENSION
- WINNERS & LOSERS: RISING INEQUALITY?
- MARKETS & PRICES
- SKILLED & UNSKILLED EMPLOYMENT
- ENVIRONMENTAL DAMAGE
- IMPACT OF INTERNATIONAL STANDARDS
- AVOID CONFLICT-SUPPORT SDGs
- N/NGOs KNOWLEDGE-CONTACTS-POLITICAL SKILLS / WORK GOVERNANCE RELATIONSHIP
- WORKING GROUP ‘HOST COMMUNITY’
- CONFLICT-SENSITIVITY SKILLS
- CONTINUED FRAGMENTATION: TENSIONS



### MONEY & POWER?

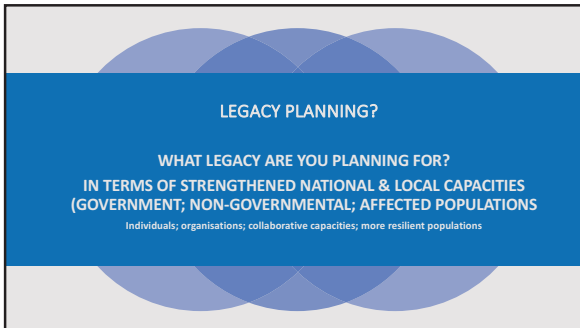
‘STATUS HIERARCHY?’

- DONOR AGENCY
- GOVERNMENT
- UN
- INTERNATIONAL NGO
- NATIONAL NGO
- LOCAL NGO
- AFFECTED PERSON



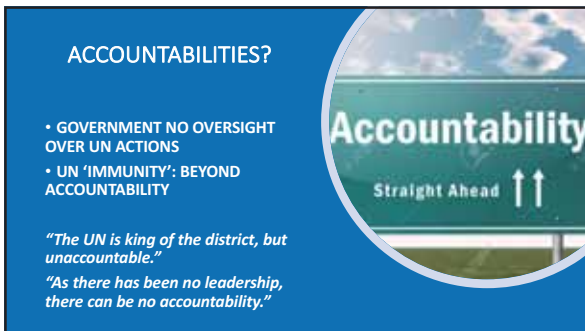


**PARTNERING-IMPLEMENTING-PARTNERING**



**LEGACY PLANNING?**


WHAT LEGACY ARE YOU PLANNING FOR?  
IN TERMS OF STRENGTHENED NATIONAL & LOCAL CAPACITIES  
(GOVERNMENT; NON-GOVERNMENTAL; AFFECTED POPULATIONS)  
Individuals; organisations; collaborative capacities; more resilient populations



**ACCOUNTABILITIES?**

- GOVERNMENT NO OVERSIGHT OVER UN ACTIONS
- UN 'IMMUNITY': BEYOND ACCOUNTABILITY

*"The UN is king of the district, but unaccountable."*  
*"As there has been no leadership, there can be no accountability."*



**VISIBILITY & DECLINING FUTURE PROSPECTS?**

WE MUST BE THERE!

BANGLADESH  
MIDDLE INCOME COUNTRY



## DONORS – SHAPERS OF THE RESPONSE

FAVOURING BIG & EXPAT HEAVY?

HUMANITARIAN ADVISORS

REGISTRATION AND FD 7s?

HOW MANY EXPATS YOU HAVE?

HOW MUCH MONEY CAN YOU BRING IN YOURSELF?

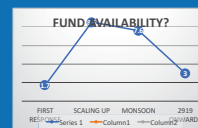
- a) Many N/LNGOs; live from project-to-project; family business; one man show.....
- b) We allow core costs; no objection in principle to appropriate flexible management fee; strong national/local capacities are essential for our exit strategy; encourage internationals to propose with real partners & present a localisation plan
- c) Knowledge & guidance Grand Bargain?

## VALUE-FOR-MONEY?

“LEAKING VALUE”

DELIVERY WITH INVESTMENT?

- EXPAT HEAVY & FAST ROTATION: EXPENSIVE
- LACK OF EXPERIENCE & EXPERTISE
- FAILURES GEOGRAPHICAL COORDINATION
- DISCONNECTS BETWEEN SECTORS AND WITHIN SECTOR ACTIVITIES
- EXPENSIVE TECHNOLOGICAL ‘SOLUTIONS’
- LARGE NUMBER OF AGENCIES
- OVERLOAD OF MEETINGS
- ‘BURN RATE’
- LOSS INVESTMENT N/LNGO CAPACITY DEVELOPMENT



MAKE THE MONEY GO FURTHER....

## WHERE NEXT?

LOCALISATION IN THE FDMN RESPONSE?

LOCALISATION IN BANGLADESH?

*“I have not seen any response that is so disrespectful of localisation principles as this one. There is almost a refusal to acknowledge the contributions of national actors.”*

*“This is setting us ten years back”*