

# THE HUMANITARIAN RESPONSE PROGRAMME OF CARITAS RWANDA

## Localisation in Practice



In Partnership with Trócaire, in Mahama Camp,  
Kirehe District, Eastern Province, Rwanda

**FINAL REPORT . OCTOBER 2018**

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**A Case Study of the  
Humanitarian Response  
Programme of Caritas  
Rwanda in Partnership with  
Trócaire in Mahama Camp,  
Kirehe District of the Eastern  
Province of Rwanda**

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# List of Abbreviations & Acronyms

ADRA	Adventist Development and Relief Agency
C4C	Charter for Change
CRRF	Comprehensive Refugee Response Framework
DRC	Democratic Republic of the Congo
GB	Grand Bargain
ICVA	International Council of Voluntary Agencies
IFRC	International Federation of Red Cross and Red Crescent Societies
INGOs	International Non-Governmental Organisation
JADF	Joint Action Development Forum
MINEMA	Ministry in charge of Emergency Management
NNGOs	National Non-Governmental Organisations
NGOs	Non-Governmental Organisations
RGB	Rwanda Governance Board
UN	United Nations
UNHCR	United Nations High Commission for Refugees
WFP	World Food Programme
WHS	World Humanitarian Summit

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# Executive Summary

In 2018, Trócaire undertook a study to understand the application of localisation of aid response in Rwanda. While a globally accepted definition of localisation remains elusive, the period leading up to and beyond the World Humanitarian Summit<sup>1</sup> and the launch of the Grand Bargain<sup>2</sup> in 2016, has seen a flourishing in discussions and examination of the term 'localisation', and its meaning in policy and practice.

Recognizing the critical, but neglected role, of national and local actors in humanitarian response, international humanitarian actors made substantial pledges under agreements such as, the Charter4Change<sup>3</sup> and the Grand Bargain, to establish explicit targets and commitments to promote localisation, including through: the strengthening of partnerships and increased institutional capacity investment; more equitable engagement in humanitarian response; increased funding flows to local and national responders; improved participation in coordination mechanisms; as well as explicit recognition of the important role played by national and local actors.

From 2015, Trócaire was actively engaged in the discussions and preparations for the WHS and, as a partnership agency, chose to focus on the issue of localisation as a key pillar of its engagement with the ongoing debate. As part of this engagement, Trócaire became a signatory to the Charter4Change, an initiative of 30 INGOs focusing on improving their ways of working with local and national partners. In 2016, Trócaire commissioned a study, '*More Than the Money: Localisation in Practice*' (2017),<sup>4</sup> to examine the concept

of localisation in the contexts of the Democratic Republic of Congo and Myanmar. Through a wide process of consultation, the 2016 study explored a range of issues linked to localisation and set out recommendations for Trócaire to strengthen its partnerships, as well to advocate for greater equity in the global humanitarian system.

Continuing with this commitment to localisation, and building on the 2016 localisation study carried out in DRC and Myanmar, Trócaire Rwanda commissioned this case study in 2018 to contribute to discussions on localisation in Rwanda; the organisation believes there is an opportunity to learn from the collaboration of Trócaire and Caritas Rwanda in relation to the localisation agenda. As such, this case study is an opportunity to inform debate and policy actions on localisation in Rwanda.

The study provides insights into the perspectives of Trócaire, as an international organisation, and of Caritas Rwanda, as a national organisation, along with the views of other stakeholders, on their experience as partners in the delivery of a humanitarian programme in response to the needs of Burundian refugees in Mahama Camp. The study also assessed wider perspectives on the concept of localisation among other actors involved in the response in Mahama Camp, including the government, INGOs and UN.

The humanitarian response undertaken in Mahama Refugee Camp was, ultimately, a successful example of a model of partnership that is closely aligned with ambitions set out under the localisation agenda. The partnership was characterized by: a mutually respectful relationship; shared values and priorities; a commitment to programme quality and effectiveness, including high levels of accountability to programme participants; and to collaborative and open approaches to working in coordination with others.

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1 <https://www.agendaforhumanity.org/summit>

2 <https://www.agendaforhumanity.org/initiatives/3861>

3 <https://charter4change.org/>

4 <https://www.trocaire.org/resources/policyandadvocacy/more-than-the-money->

The partnership between Caritas Rwanda and Trócaire was perceived as positive by all respondents. A review of data from surveys and consultation with programme participants consistently indicate moderately high to high levels of satisfaction, across different target groups, with regard to the overall quality of goods and services provided. Programme participants indicated they were treated in a dignified way, by staff and volunteers, and that they felt safe when accessing support and services. Enhanced efforts to ensure participation by programme participants in programme design were implemented in 2017, and programme participants demonstrated high levels of awareness and understanding of targeting criteria, familiarity with the range of feedback and complaints handling mechanisms and could provide examples of when and how they engaged in participatory decision-making opportunities.

Perspectives from the staff of Trócaire and Caritas Rwanda were also positive. Key areas of strength noted by staff include: a foundation for partnership based on mutual respect and shared values; commitment to negotiation, openness and clarity on mutual accountability; targeted investments in capacity strengthening across a range of areas of technical competence; close accompaniment which reinforced levels of trust; a participatory approach that facilitated better team work and resulted in greater flexibility; a shared commitment to responding to beneficiaries' needs in a safe and dignified way and ensuring that concerns relating to the programme could be handled and resolved appropriately; a focus on supporting groups that may be vulnerable to marginalisation or disadvantage.

From a more objective perspective, other local actors involved in the response in Mahama Camp, noted that Caritas Rwanda and Trócaire: participated regularly in coordination meetings; shared relevant information in a timely way; were involved in collective planning activities and gave particular attention to participation in Refugee Coordination Meetings, where representatives of programme participants could raise issues of

concern for discussion and resolution. Overall, respondents were positive about the value of the model of partnership and indicated it was unique in the context of the response. The following areas were noted as strengths of the partnership: timely operationalisation of the programme, high levels of professionalism demonstrated by staff and volunteers, systematic management and oversight; provision of effective mechanisms for accountability to programme participants and a demonstrated commitment to coordination and collaboration with other actors.

All of the UN/INGO respondents demonstrated a good understanding of the concept of localisation, although the majority of respondents work for organisations that use a direct implementation model rather than working through local partners. The general perspective is that greater localisation is welcome, and increased resources (financial and technical), will contribute to greater sustainability for national and local organisations in Rwanda and facilitate higher capacity and increased effectiveness. Higher levels of trust among local communities and a better understanding of the local context, were also cited as added-value dimensions of localisation.

Despite the generally positive perceptions of localisation, the respondents representing international agencies, identified a number of challenges that will hinder progress towards localisation. These include: global funding shortfalls; the complexity of donor requirements and mechanisms for humanitarian funding; poor compliance capacity on the part of national and local actors and weak management systems; limits imposed by the short delivery timeframes that characterise humanitarian response programming. Respondents also noted a trust deficit on the part of UN and INGOS, with regard to national and local partners and their skills and capacities.

Overall, respondents were broadly confident that support for targeted capacity investments would go a long way towards enabling local actors to take on a greater leadership role in humanitarian response.

Key to achieving support for such investments is, a broader awareness and understanding of commitments, such as those outlined in the Grand Bargain, and moving away from sub-contracting towards more equitable models of partnership.

Respondents from the government were generally unfamiliar with the concept of localisation. However, after explanation of the concept it was welcomed and understood as providing greater scope for the development of home grown solutions to humanitarian crises in Rwanda. Respondents considered resistance to change, on the part of international actors, as a key challenge while acknowledging gaps in the capacities of local actors. Government respondents further suggested that humanitarian principles may sometimes be unworkable in the local context. In summary, there was a view that raising awareness of localisation is a key priority in order to promote space for dialogue.

The respondents from government believe that facilitating advocacy by national and local actors and moving towards the mainstreaming of locally-led responses, along with support for increased investment in capacity strengthening and the promotion of local actors to take the lead in humanitarian response, are all critical elements of a process of greater localisation.

The final piece of analysis was based on a survey of satisfaction levels of local actors on the quality of their relationship with UN and INGO funding partners. Responses indicate overall satisfaction, with no neutral or negative ratings for issues relating to: responsiveness; adaptable funding; core funding support; contextual understanding; and respect.

However, responses to the final question, regarding non-financial supports, offered a more nuanced picture of levels of satisfaction on the part of local

NGOs, indicating poor levels of satisfaction with regard to: support related to support to strengthen management and leadership skills; support to long-term planning; support to strengthen technical abilities to deliver services; and support for communicating and publicizing their work, respectively.

At the end of the study a validation meeting was held in October 2018 with respondents from the various organisations who supported this case study, and who took part in interviews, surveys and discussions. A summary of the findings was presented, and participants then worked together to identify key opportunities and barriers in relation to localisation in Rwanda. The analysis and outcomes of the validation workshop provided the basis for the development of a series of recommendations to key stakeholders, with a view to supporting the primary objectives of the study:

- a. Contributing to localisation discussions at national level;
- b. Maximising the added-value local actors, particularly in ensuring accountability to affected populations; and
- c. Improving partnership arrangements to enable global commitments to localisation to be met in Rwanda.

## RECOMMENDATIONS

A number of recommendations were made by respondents during the key informant interviews, surveys and validation meetings held. These recommendations target the Government of Rwanda, Donors, UN and INGOs in Rwanda, Trócaire Rwanda, and Local and national NGOs in Rwanda. These recommendations are outlined at the end of this report.

# 1. Background and objectives of the Case Study

## 1.1. Background

Trócaire is an International Non-Government Organisation, established in 1973 as the overseas development agency of the Catholic Church in Ireland. Trócaire has been operating in Rwanda since 1994 through local partners, with a focus on 3 programme pillars under the Country Strategic Plan (2016-2020): Women's Empowerment; Resource Rights; and Humanitarian Preparedness and Response. The Country Strategic Plan is aligned to the global strategic priorities of the organisation<sup>5</sup>. The Humanitarian Preparedness and Response programme pillar is focused on ensuring that communities affected by crises receive timely, accountable and needs-based humanitarian assistance. Trócaire does not implement programmes directly; the organisation works in partnership with local civil society and Catholic organisations in 7 districts in Rwanda.

Trócaire's work is guided by the values of Solidarity, Participation, Perseverance, Courage and Accountability<sup>6</sup>. The organisation's commitment to partnership is based on respect and mutual collaboration and is underpinned by the principle of subsidiarity; that decision-making and authority is exercised at a level that is at the closest appropriate level to partners and communities. Essentially, partnership is at the heart of how Trócaire works.

Trócaire and Caritas Rwanda have been collaborating on the implementation of a humanitarian response programme in Mahama Refugee Camp since 2015.

The camp was established by the Government of Rwanda at the end of April 2015 and has a

population of 67,027 (May 2018)<sup>7</sup>. A range of actors, including national and international organisations, in collaboration with UNHCR and the Government of Rwanda, through the Ministry of Disaster Management and Refugees (MIDIMAR)<sup>8</sup>, continue to respond to the needs of refugees in the camp. Caritas Rwanda is funded from an Emergency Appeal mechanism, launched on annual basis through the global Caritas Confederation and is also in receipt of Irish Aid funding through its partnership with Trócaire.

Commitments made as part of the Grand Bargain (GB) and launched at the 2016 World Humanitarian Summit (WHS) set out an agenda to improve the efficiency and effectiveness of humanitarian action. Localisation, a term that gained increasing attention in the build up to, and in the aftermath of, the WHS was given greater impetus, particularly under the second work stream of the **Grand Bargain - More support and funding tools for local and national responders (Localisation)**. From 2015, Trócaire was actively engaged in the discussions and preparations for the WHS and, as a partnership agency, chose to focus on the issue of localisation as a key pillar of its engagement with the ongoing debate.

As part of this engagement, Trócaire became a signatory to the *Charter4Change*, an initiative of 30 INGOs focusing on improving their ways of working with local and national partners and setting out tangible commitments to practically demonstrate their willingness to address imbalances in the global humanitarian system.

<sup>5</sup> <https://www.trocaire.org/resources/policyandadvocacy/trocaire-strategic-plan>

<sup>6</sup> <https://www.trocaire.org/about/how-we-work>

<sup>7</sup> Data provided by MINEMA

<sup>8</sup> During the study the name of the ministry was changed from Ministry of Disaster Management and Refugees (MIDIMAR) to Ministry in charge of Emergency Management (MINEMA).

In 2016, Trócaire commissioned a study, *'More Than the Money: Localisation in Practice'* (2017)<sup>9</sup>, to examine the concept of localisation in the contexts of the Democratic Republic of Congo and Myanmar. Through a wide process of consultation, the study explored a range of issues linked to localisation and set out recommendations for Trócaire to strengthen its partnerships, as well to advocate for greater equity in the global humanitarian system.

Continuing with this commitment to localisation, and building on the study in DRC and Myanmar, Trócaire Rwanda commissioned this case study to contribute to discussions on localisation in Rwanda. The organisation believes that there is an opportunity to learn from the collaboration of Trócaire and Caritas Rwanda in relation to the localisation agenda.

The case study is an opportunity to inform discussions and policy actions in relation to localisation in Rwanda. As there is much discussion around what *'localisation'* is and how

*'localisation'* works, there is value in offering practical case study examples of how such collaboration works in practice in a humanitarian response and gathering the experiences of key stakeholders, namely: programme participants; other (I)NGOs; government, UN agencies and donors and exploring how the concept of localisation is currently understood in Rwanda.

After reviewing existing literature that describes key initiatives on localisation, as well as programme documentation from the humanitarian response undertaken in Mahama Camp by Trócaire and Caritas Rwanda, the consultant gathered perspectives from Caritas Rwanda and Trócaire staff along with those of respondents from international, national and local actors in Rwanda.

This report brings together the findings from these various sources to gain an understanding of current practices and issues in Rwanda in relation to localisation. It also offers a series of recommendations to facilitate an improved understanding of localisation in the context of Rwanda and to lay the foundations for strengthening localisation in practice in Rwanda.

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<sup>9</sup> <https://www.trocaire.org/resources/policyandadvocacy/more-than-the-money-localisation-practice>

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## 1.2. Objectives

National humanitarian actors are instrumental to ensuring greater effectiveness, efficiency, relevance and sustainability of humanitarian action as they are in place before, during and after crises, and are usually the first to respond when an emergency strikes. Recognizing this critical role, international humanitarian actors made substantial commitments as part of the Grand Bargain at the 2016 World Humanitarian Summit, to making principled humanitarian action ‘as local as possible and as international as necessary’. These commitments aim to strengthen new partnerships and collaboration with national actors, including government institutions, to enhance necessary capacities and increase access to funding.

In order to understand how these commitments might be achieved, it is useful to reflect on a specific example of a partnership that is viewed, by its primary stakeholders, Trócaire and Caritas Rwanda, as an example of localisation in practice in humanitarian response. The case study is also an opportunity to gather the perspectives of other key players in Rwanda, on the concept of localisation; how it is understood and how progress towards greater localisation might be achieved in the Rwanda.

This study provides insights into the experiences of Trócaire, as an international organisation, and of Caritas Rwanda, as a national organisation. It explores the benefits of the partnership, as well as the challenges, and includes perspectives from staff of both organisations, along with other stakeholders, on how the collaboration worked, what challenges were encountered, as well as considering how such insights can inform the localisation debate in the context of practice in Rwanda. The study is also an opportunity to assess wider perspectives on the concept of localisation among other actors involved in humanitarian response in Mahama Camp, including the government, INGOs and UN.

### **The primary objectives of the case study are:**

- To contribute to localisation discussions at national level on how the participation of local actors in coordination structures, including decision-making and funding mechanisms, could be increased;
- To maximize the added-value of local actors, particularly in ensuring accountability to affected populations; and
- To improve partnership arrangements to enable global commitments to localisation to be met in Rwanda (Government and Civil Society).

## 2. Review of global perspectives and initiatives on localisation

While a globally accepted definition of localisation remains elusive, the period leading up to and beyond the World Humanitarian Summit and the launch of the Grand Bargain in 2016, has seen a flourishing in discussions and examination of the term 'localisation', and its meaning in policy and practice. Increasingly, it is accepted that efforts to improve the effectiveness and efficiency of humanitarian response requires greater inclusiveness of national and local actors.

ICVA (2018)<sup>10</sup> proposes that localisation has now emerged as a system-wide goal and identifies a number of factors that underpin this:

- Local and national actors are stronger, better connected and more diverse than ever
- Humanitarian needs continue to increase but funding shortfalls persist and grow
- Complex and protracted crises require greater coherence across humanitarian, development and peace interventions
- Increased commitment to better inclusion of people affected by crisis at the centre of the design and delivery of humanitarian response

Agreements, including **Charter4Change** and the **Grand Bargain**, represent substantial efforts to establish explicit targets and commitments to promote localisation, including through: the strengthening of partnerships and increased institutional capacity investment; more equitable engagement in humanitarian response; increased funding flows to local and national responders; improved participation in coordination mechanisms;

<sup>10</sup> <https://www.icvanetwork.org/resources/localization-examined-icva-briefing-paper>

as well as explicit recognition of the important role played by national and local actors.

Localisation is featured prominently in the **Grand Bargain**. The second work stream - **More support and funding tools for local and national responders** – is considered by some the most important one and contains six commitments (C1-C6) on local and humanitarian actors, which have been categorized as relating to capacity strengthening, partnership, coordination and funding<sup>11</sup>:

- **Capacity strengthening:** multi-year investment in the institutional capacities of local and national responders (C1);
- **Partnership:** incorporate capacity strengthening in partnership agreements (C1), remove barriers that prevent organizations and donors from partnering with local and national responders (C2);
- **Coordination:** Support and complement national coordination mechanisms, include local and national responders in international coordination mechanisms (C3); and
- **Funding:** a global, aggregated target of at least 25 per cent of humanitarian funding to local and national responders (C4), greater use of funding tools which increase and improve assistance delivered by local and national responders (C6), 'localisation' marker to measure direct and indirect funding to local and national responders (C5).

<sup>11</sup> <https://www.trocaire.org/resources/policyandadvocacy/road-2020-grand-bargain-commitment-support-national-and-local-responders>

Originally conceived as an advocacy initiative in the run-up to the WHS in 2015 the **Charter for Change** has been successful with advocating for localisation and will remain live beyond the original end date of May 2018. According to its most recent progress report, almost 90% of signatory organizations reported progress on their commitments<sup>12</sup>, most of which focused on prioritising the implementation of two or three specific commitments.

### The C4C commitments relate to<sup>13</sup>:

- **Financial flows and tracking:** Commit to pass 20% of humanitarian funding to National NGOs;
- **Recruitment:** Address and prevent the negative impact of recruiting NNGO staff during emergencies;
- **Partnerships:** Reaffirm the Principles of Partnership;
- **Advocacy:** Emphasize the importance of national actors to humanitarian donors;
- **Equality:** Address subcontracting and ensure equality in decision-making;
- **Capacity support:** Provide robust organizational support and capacity-building; and
- **Communications:** Promote the role of local actors to media and public.

The 2017 study commissioned by Trócaire, *'More than the Money – Localisation in Practice'*<sup>14</sup>, evolved a working definition of localisation that was used to frame and inform discussions with respondents and which captured critical nuances and dimensions of the concept:

12 <https://reliefweb.int/report/world/charter-change-commitments-action-progress-report-2017-2018>

13 <https://www.trocaire.org/resources/policyandadvocacy/road-2020-grand-bargain-commitment-support-national-and-local-responders>

14 <https://www.trocaire.org/resources/policyandadvocacy/more-than-the-money-localisation-practice>

Aid localisation is a collective process by the different stakeholders of the humanitarian system (donors, United Nations agencies, NGOs) which aims to return local actors (local authorities or civil society) to the centre of the humanitarian system with a greater, more central role.

In addition to enabling a more effective and efficient humanitarian response, the long-term aim of localisation is to build the resilience of crisis-affected communities by establishing links with development activities.

Localisation can take a number of forms: increased and more equitable partnerships between international and local actors; increased and more direct funding of local organisations; or a greater role for local actors in delivering and coordinating aid.

Over the past number of years, the humanitarian agenda has broadened in response to a number of challenges: efforts towards reform have led to the increasing centralization of the global humanitarian system, and standardisation of its norms and procedures, which can undermine the promotion and use of nationally and locally available capacities.

While it is recognised that local actors can respond more quickly because they are closer to affected communities, and may have access where international actors do not, they face greater difficulties in accessing funding than their international counterparts. Donor procedures and stringent accountability measures mean that donors frequently prefer to fund international NGOs and UN agencies. Furthermore, despite improvements in recent years, national and local actors continue to be under-represented in humanitarian coordination mechanisms.

However, the challenges to increased localization extend beyond the issue of increasing funding flows to national and local actors and facilitating better representation in coordination mechanisms.

In the 2017 localisation study report, *'More than the Money: Localisation in Practice'*<sup>15</sup>, Trócaire identified six key issues that will impact on all actors in the humanitarian sector, and which are critical in ensuring that commitments to localisation, such as those outlined above, are translated into practical and operational considerations. Without addressing these issues, endeavours to 'return local actors to the centre of the humanitarian system with a greater, more central role' will be hindered.

Critical to this discourse and underpinning all efforts to strengthen the role of national and local actors, is a need for a shift in power relations between actors, both in terms of strategic decision-making and control of resources. The 6 key issues identified are summarised below, and will inform wider analysis of the findings in this case study:

**a. Heightened tension between international and local actors** – local and national NGOs have mixed feelings about their relations with international actors and depends on both the international actor's behaviour and approach and the national actor's maturity and independence.

Notwithstanding, a recognition of positive and constructive interaction tensions persist, including in the areas of: competition for funding; overhead costs; respect and equal treatment; access to information; and the complexity and cumbersome nature of reporting mechanisms.

**b. Critical analysis of the humanitarian sector by local and national actors** – the risk of the imposing existing global norms and standards could lead to a loss of diversity and creativity to do things differently.

If localisation is intended to promote resilience and sustainability, then programmes must be adaptable to context and promote difference and diversity.

**c. Humanitarian principles** – some international stakeholders expressed concerns that local organisations may not respect humanitarian principles, although such concerns also apply to international actors.

How neutrality and impartiality are understood may have to be questioned in the context of the localisation agenda; it is aid as a whole that should be impartial and neutral and not necessarily each individual project or partner.

**d. Security management and risk transfer** – in highly insecure contexts, local actors may be subject to fewer security constraints and make take greater risks. Localisation can lead to risk transfer from international to local actors. Strategies to mitigate these risks are still in their infancy and local actors often do not have the same access to protection or support if a security incident takes place.

**e. Direct funding and accountability** – the size of a response that a local NGO can implement is seen as a constraint by many donors. Upwards and downwards accountability is already a challenge for large INGOs and even more complicated for local NGOs.

Donors need to clarify the level of risk they are prepared to take responsibility for, support the assessment of local organisations and establish a pre-vetting mechanism. Local NGOs need to develop their own institutional budgets and donors should accept support costs as a direct eligible cost.

<sup>15</sup> <https://www.trocaire.org/resources/policyandadvocacy/more-than-the-money-localisation-practice>

**f. Linking Relief, Rehabilitation and Development (LRRRD) –**

local actors often have both humanitarian and development partnerships, but the amounts involved are significantly higher in humanitarian programmes. Concentrating resources in a small number of local NGOs, with capacity and access in a humanitarian crisis, risks undermining wider civil society.

Injecting more money into local NGOs when public services are underfunded risks creating tension between different local actors which may grow more influential than local government and also puts local NGOs at risk of becoming dependent on external aid and vulnerable to drastic reductions when funding ends. This can undermine the state and civil society's abilities

to fulfil their responsibilities and commitments.

A literature review of existing resources was conducted to identify previous reports and analysis in relation to localisation in Rwanda; however, no previous studies were identified.

**This study aims to contribute to a nascent body of knowledge and practice around localisation in Rwanda by exploring aspects of the partnership between Caritas Rwanda and Trócaire and gathering the observations and perspectives of other key stakeholders, on their implementation of the humanitarian response programme in Mahama Refugee Camp, and on issues related to localisation in general.**



Photo Mahama Camp, Kirehe District, Eastern Province

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## 3. Methodology

This case study is exploratory in nature; it seeks to generate an understanding of issues of relevance to the localisation debate in Rwanda, primarily within the context of Trócaire and Caritas Rwanda's humanitarian response programme in Mahama refugee camp. Based on a desk review of existing literature and relevant programme documentation; structured interviews with key stakeholders; and a questionnaire administered to local NGOs, the consultant analysed findings to gain insights into current practices, trends and issues in Rwanda in relation to localisation. It also offers a series of recommendations to facilitate an improved understanding of localisation and to contribute to the broader localisation debate in Rwanda.

A purposive sampling methodology was used to determine respondents for the case study. The sample included participants from Caritas Rwanda and Trócaire, as well as four other categories of organisation, all of which are involved in humanitarian response in Mahama Camp: UN agencies; government institutions responsible for coordination and management of emergencies; international NGOs; and local actors/NGOs.

### The study included the following:

- A review of existing literature to establish global perspectives and initiatives on localisation;
- An analysis of the documented experience and different perspectives of key stakeholders: programme participants; Caritas Rwanda staff; Trócaire staff; and staff of other local actors involved in the response in Mahama camp;
- Structured interviews with respondents, representing INGOs, UN agencies and the government to gather perspectives on localisation;
- A survey administered to five local NGOs to measure satisfaction levels on the quality of their relationship with donor partners (INGOs and UN); and
- A validation workshop with respondents to review findings and summarise key opportunities and barriers in relation to localisation in Rwanda.

The study was initiated in June 2018 and completed in October 2018, after fulfilling the administrative requirements set by the Rwanda Governance Board and the National Ethics Committee.

Table 1 below indicates planned and actual respondents that were engaged in the study.

**Table 1. Planned and actual respondents**

Group category	Target	Field effectiveness	Percentage
<b>Respondents from INGOs</b>			
ADRA, American Refugee Committee, Humanity & Inclusion, Plan International, Save the Children, Trócaire, World Vision International			
<b>Total</b>	<b>7</b>	<b>6</b>	<b>85 %</b>
<b>Respondents from local actors / NGOs</b>			
Caritas Rwanda, Global Humanitarian and Development Fund, Inkomoko, Legal Aid Forum, Rwanda Civil Society Platform, Rwanda Red Cross			
<b>Total</b>	<b>8</b>	<b>8</b>	<b>100 %</b>
<b>Respondents from Government</b>			
MINEMA, Rwanda Governance Board			
<b>Total</b>	<b>3</b>	<b>3</b>	<b>100 %</b>
<b>Respondents from UN Agencies</b>			
UNHCR, WFP			
<b>Total</b>	<b>2</b>	<b>2</b>	<b>100 %</b>
<b>Grand Total</b>	<b>19</b>	<b>19</b>	<b>95 %</b>

*Note: Save the Children, UNHCR, WFP and the Red Cross Movement are all signatories to the Grand Bargain.*

## 4. Summary of Findings

This section summarises the main findings of the case study based on the review of project documentation, data gathered from key informant interviews (KIIs) and from the survey; it is organised under the following headings:

a. Perspectives on the humanitarian response programme undertaken by Caritas Rwanda in partnership with Trócaire in Mahama Camp:

- Programme participants;
- Caritas Rwanda;
- Trócaire Rwanda; and
- other local actors involved in the response

in Mahama Camp

b. Perspectives on the concept of localisation:

- INGOs and UN Agencies; and
- Government.

c. Results of satisfaction survey of local NGOs on their partnership with international donor partners (UN and INGOs)

The table below provides a summary of the respondents organised according to organisational affiliation, number of years of experience in humanitarian response and gender.

**Table 2. Category of Respondents**

Organisation	Experience in humanitarian response (years)				Gender		Number of Respondents	Percentage
	1-5	5-10	10-20	Over 20	Male	Female		
International NGOs	1	1	3	1	4	2	6	31.58 %
Local Actors/ NGOs	3		4	1	4	4	8	42.11 %
Government			3		3		3	15.79 %
UN Agencies				2	2		2	10.53 %
<b>Total</b>	<b>4</b>	<b>1</b>	<b>10</b>	<b>4</b>	<b>13</b>	<b>6</b>	<b>19</b>	<b>100%</b>

## 4.1. Programme summary

Since July 2015 Trócaire has partnered with Caritas Rwanda to implement a humanitarian response programme in Mahama refugee camp in Kirehe District, Eastern Province of the Republic of Rwanda. This is the only permanent camp in Rwanda hosting Burundian refugees who fled the political violence that erupted in Burundi in April 2015.

The refugee response in Rwanda is led and coordinated by the Ministry in charge of Emergency Management (MINEMA) and UNHCR at the capital and field levels, and includes a range of UN and NGO partners, and local civil society organizations. Caritas Rwanda is a member of the coordination mechanism in place at Mahama camp and programming at camp level is well coordinated. Trócaire and Caritas Rwanda have strong working relationships with other actors in the camp and coordinate on targeting, referrals for Psychosocial support and medical needs. Caritas Rwanda also collaborates closely with protection clusters and other working groups in the camp including, Health & Nutrition, WASH and Livelihood sectors.

The Trócaire and Caritas Rwanda programme has primarily focused on the provision of food and psychosocial support to vulnerable groups (including referral) including at different stages; single mothers, lactating mothers, persons with disabilities, persons with chronic illnesses, the elderly, those suffering from anemia and new arrivals, particularly those who have been traumatized. Protection Mainstreaming and accountability have been prioritized throughout the programme cycle to ensure beneficiaries have access to necessary assistance in dignified manner without exposing them to harm and refugee community participation takes place at all stages of the project.

## 4.2. Perspectives on the Caritas Rwanda / Trócaire programme

### 4.2.1. Programme Participants

It was not possible to directly interview programme participants for this study, so analysis of monitoring reports, conducted throughout implementation of the programme, provides the basis for an understanding of programme delivery from the perspective of programme participants.

Data from surveys and consultation with programme participants consistently indicate moderately high to high levels of satisfaction, across different target groups, with regard to the overall quality of goods and services provided by the programme. The provision of food to meet the specific needs of particular target groups and improved access to psychosocial support services, between 2016 and 2017, were particularly valued by programme participants. Ongoing analysis through post-distribution monitoring also shows incremental improvements in satisfaction levels for specific groups, including: older persons; persons with a disability; and persons with a chronic disease.

Beyond satisfaction with the quality and relevance of goods and services, programme participants overwhelmingly expressed feeling that they were treated in a dignified way by Caritas Rwanda staff and volunteers. Furthermore, programme participants indicate feeling safe when accessing support and services.

Accountability mechanisms, including opportunities for feedback and consultation with programme participants also showed improvement over the period 2016-17, particularly with regard to the timely provision of information and the availability of improved opportunities for providing feedback, by specific target groups. Enhanced efforts to ensure participation by programme participants in programme design were implemented in 2017, along with the introduction of more systematic pre and post-distribution community meetings. In focus group discussions, programme participants demonstrate high levels of awareness and understanding of targeting criteria, familiarity with the range of feedback and complaints handling mechanisms and could provide examples of when and how they engaged in participatory decision-making opportunities.

Overall, monitoring and evaluation reports indicate that the programme is perceived as relevant and appropriate, has been responsive to feedback from programme participants and has endeavored to respond to the particular needs of groups that may be at risk of discrimination or marginalisation.

#### 4.2.2. CARITAS RWANDA

Caritas Rwanda perceives itself as a sister organisation to Trócaire. Given their background as Church-based organisations, they see the relationship as one of partners who share mutual values and goals. The two organisations broadly conform to the same principles, standards and administrative structures and are committed to operating in ways that are flexible and adaptable and to solving issues of common concern through open discussion and negotiation. Caritas Rwanda believes that the financial and other reporting procedures for both organisations are well understood and transparent, and that lines of mutual accountability are clear.

Overall Caritas Rwanda believes that the experience of working together in partnership on the Burundian refugee response has: strengthened the working relationship between the two organisations; optimised the use of shared resources; improved coordination and collaboration between the two agencies; generated more funding to meet needs; and, as a result, has meant that the project is more efficient and effective than each agency working independently.

One Caritas Rwanda respondent observed that the relationship between the two agencies was very good, like ‘flour and water’ (‘tubanye nk’ubufu n’amazi’):

The following areas were noted as working particularly well:

- Negotiation and agreement of the Memorandum of Understanding between Caritas Rwanda and Trócaire, set the foundation for a respectful partnership and clarity on mutual accountability.
- Capacity building and technical support from Trócaire on financial management and budgetary procedures ensured Caritas Rwanda’s capacity to comply with financial reporting procedures and minimised the risk of disbursement delays.
- The sharing of management tools (financial and technical), as well as joint planning activities, meant administrative delays were minimised, implementation was smooth, and objectives were achieved.
- Information sharing and communication was open and responsive, at both country office and field office levels. Training by Trócaire for Caritas Rwanda staff along with the provision of tools for improved information collection and information sharing, facilitated greater understanding of, and responsiveness to, the needs of refugees in Mahama camp.

- Technical trainings delivered by Trócaire on: psycho-social support; protection mainstreaming; gender sensitivity; accountability; and monitoring and evaluation, were seen as tangible evidence of Trócaire's commitment to the strengthening and sustainability of Caritas Rwanda.
- Trócaire's willingness to share logistical resources with Caritas Rwanda was appreciated as a commitment to more efficient resource utilisation.
- A participatory approach, throughout project implementation, ensured Caritas Rwanda was fully involved in decision-making processes, and facilitated better team work, flexibility and adaptation.
- The establishment of a shared office space in Mahama Camp ensured more effective and responsive project delivery and oversight; it brought the project staff closer to programme participants and reinforced a greater sense of trust.

#### Areas of further support and collaboration proposed by Caritas Rwanda included:

- More investment in capacity strengthening, including refresher training, in the areas of: monitoring and evaluation, psychosocial support and protection; and
- Increased clarity on budgeting processes.

In summary, Caritas Rwanda noted that, prior to the project in Mahama Camp, Trócaire's relationship to Caritas Rwanda was more like a donor, rather than a partner. Earlier challenges in the partnership, such as, delays in feedback on project proposals and changes to templates without prior consultation, were addressed early on through a shared commitment to identifying timely and workable solutions. Caritas Rwanda believes it has benefited significantly from its experience of working with Trócaire on the humanitarian response programme in Mahama Camp and the partnership represents a successful model of localisation whereby local and international organisations worked together to reinforce and strengthen a locally-led response.

### 4.2.3. TRÓCAIRE

As a partnership agency Trócaire implements programmes through partners and is not operational, for this reason, Trócaire places significant value on its partnership with Caritas Rwanda as this allows the organisation to fulfil its commitment to supporting timely, accountable and need-based humanitarian assistance and to share its available expertise and resources. The humanitarian response programme undertaken with Caritas Rwanda in Mahama Camp is seen as a good example of how partnership allows Trócaire to achieve its organisational goals and objectives.

From the perspective of Trócaire respondents a key added value in the humanitarian response in Mahama Camp was to ensure accountability to communities and to design and deliver a programme that responds to beneficiaries' needs in a safe and dignified way, and which ensures meaningful access to assistance, by applying a protection mainstreaming approach. Trócaire has invested significant resources in strengthening the capacity of Caritas Rwanda on accountability and protection mainstreaming with a focus on ensuring that assistance is provided in a way that does not cause harm to programme participants or disempower or exclude groups that may be vulnerable to marginalisation or disadvantage.

A commitment to working to support Caritas Rwanda to establish effective and appropriate feedback and complaints mechanisms, as well as carrying out pre and post-distribution monitoring, were prioritised so that beneficiary concerns relating to the programme could be handled and resolved appropriately. Trócaire also focused on supporting Caritas Rwanda to improve the quality and availability of information for programme participants, and on facilitating Caritas Rwanda to set up referral mechanisms, providing training for staff in the administration of these.

Overall, the findings indicate that the partnership and delivery of the programme is perceived as very successful, grounded in strong collaboration, shared values and mutual respect. Respondents indicate that the partnership was positive from the outset of the programme, that programme participants were increasingly involved at all stages of the programme and regular monitoring and consultation with programme participants indicated good levels of satisfaction. Notwithstanding the current positive working relationship, Trócaire respondents indicated a commitment to continue to work towards even deeper levels of partnership and collaboration.

#### **4.2.4. LOCAL ACTORS WORKING IN MAHAMA CAMP**

The purpose of gathering perspectives from other actors also working in Mahama Camp was to get a more objective insight on the response undertaken by Caritas Rwanda and Trócaire.

Overall the analysis indicated that other actors in Mahama Camp perceived a strong collaboration between Caritas Rwanda, Trócaire and other NGOs and stakeholders from the outset of the response in 2015. Respondents noted regular participation in coordination meetings across relevant sectors, timely information sharing, regular updating on activities and participation in collective planning activities.

Respondents further noted that Caritas Rwanda and Trócaire maintained a high level of collaboration with Refugee Committee Mechanisms, where

representatives of programme participants could raise issues of concern for discussion and resolution, contribute to planning activities and receive information on project implementation and progress.

Perspectives on the project of Caritas Rwanda and Trócaire were also positive in terms of the food and non-food assistance provided to particular groups with specialised needs, including: older people, people with disabilities, people with chronic illness, lactating mothers, single mothers and new arrivals. Each category had unique requirements and the project endeavoured to ensure that the specific needs of each group were met, e.g., enriched supplementary food, fresh food, hot meals, etc.

There was an overall sense from respondents that the Trócaire and Caritas Rwanda model of working was quite unique and very positive, in the context of the humanitarian response in Mahama Camp.

#### **The following areas were noted as particular strengths:**

- Efficient and timely operationalising of the response;
- High levels of staff professionalism;
- A strong focus on the vulnerabilities of specific groups;
- Systematic management and oversight of the project;
- Cost effectiveness;
- Strong engagement with project participants and good levels of accountability; and
- Collaboration and coordination with other stakeholders.

## 4.3. Perspectives on localisation

### 4.3.1. INGOs & UN agencies

All of the respondents had a good understanding of the concept of localisation, although the majority of respondents work for organisations that use a direct implementation model rather than working through partnerships; the exceptions being both UN agencies, UNHCR and WFP. For those respondents working for agencies that implement directly, they observed that the issue of localisation currently has greater priority at a corporate, rather than an operational level. Some noted that there was a need for the move towards greater localisation to be given greater impetus.

The following potential benefits and added-value of greater localisation were observed:

- Increased sustainability and continuity of local actors who will remain after international organisations have left;
- Increased resources directed to local organisations will lead to increased capacity and effectiveness;
- Higher levels of trust of local actors from their communities;
- Better understanding of the local context means more appropriate, needs-based programming; and
- Improved efficiency in the utilisation of resources will lead to lower delivery costs.

Such potential benefits notwithstanding, respondents also pointed to a number of key challenges that they believe will hinder progress

towards greater localisation of humanitarian response in Rwanda; these include:

- Budget constraints and funding shortfalls due to the global financial crisis;
- The complex nature of donor requirements and the mechanisms of humanitarian funding;
- Weak compliance policies of local organisations, particularly in terms of, finance, audit and human resource procedures;
- Poor organisational systems and management resulting in a failure to meet donor deadlines, poor reporting and improper documentation;
- Low trust of local actors and a perception, on the part of INGOs/UN, that local actors do not have sufficient skills and/or neutrality;
- Limited humanitarian experience and expertise as most local actors are involved in development programming;
- Lack of capacity to demonstrate accountability and transparency; and
- Limitations imposed by short implementation timeframes in humanitarian response.

Regarding challenges in accessing funding, one respondent noted that access to funds is becoming increasingly difficult and suggests that achieving the commitments set out in the Grand Bargain will not be straightforward:

*'We dance to the tune of funders; we are like subcontractors. There is no breathing space, we always work under pressure. It's even hard to build capacity for local actors. They impose on us tough conditions. Somehow we don't have the room to move except if we get multi-year funding'.*

Reflecting on their experiences of working with local actors, respondents proposed recommendations to promote more locally-led humanitarian response:

- Increase capacity building investments by government, INGOs, UN and donors to improve effectiveness of national and local actors;
- Improve capacity of national and local actors to fulfil legal and contractual compliance requirements;
- Provide workshops and training on humanitarian principles and standards;
- Advocate for increased ownership by local actors;
- Raise awareness about Grand Bargain commitments among all stakeholders; and
- Establish initiatives to support organisational change through learning from the experience of international partners.

Overall, respondents demonstrated a clear understanding of the concept of localisation and were confident that support for targeted capacity investments would go a long way towards enabling local actors to take on a greater leadership role in humanitarian response. Key to achieving support for such investments is, a broader awareness and understanding of commitments such as those outlined in the Grand Bargain and moving away from the sub-contracting towards more equitable models of partnership.

### 4.3.2. Government actors

In the section below, perspectives on localisation from government institutions in Rwanda involved in the humanitarian sector, Ministry in charge of Emergency Management (MINEMA) and Rwanda Governance Board (RGB) are summarised.

Respondents from the government were initially unfamiliar with the concept of localisation upon engagement by the study team. However, after some introduction to, and explanation of, the concept, it was welcomed and understood as providing towards greater scope for home grown solutions to humanitarian crises in Rwanda.

Respondents identified several key challenges that could hinder the implementation of nationally and locally-led humanitarian response in Rwanda:

- Resistance to change by international partners;
- Dependence on funding from international partners;
- Underestimation of capacity of national and local NGOs;
- Lack of trust and transparency;
- Conflict between local actors and gaps in capacity; and
- Humanitarian principles and standards are sometimes unworkable in the local context.

Respondents proposed a range of possible solutions to help overcome some of these challenges:

- Promotion of local actors to take a lead in humanitarian response;
- Strengthen support for partnerships both in humanitarian and development sectors;
- Enhance monitoring processes after provision of funding;
- Develop advocacy strategies to promote the concept of localisation among key stakeholders;
- Develop strategies for mainstreaming locally-led responses; and
- Empower human and financial capacities for local actors to enable localisation.

One government respondent noted: *“Local actors should be competitive, aggressive and enter in humanitarian sector because their involvement is still low. Regarding the future plans, Rwanda signed the 2016 New York commitment pertaining to Comprehensive Refugee Response Framework (CRRF) to address refugees’ problems and improve their livelihood, shifting from the traditional approach and building their capacity to become self-reliant and be competitive nationally and internationally”.*

In summary there was a view that raising awareness of localisation is a key priority by promoting space for dialogue, facilitating advocacy by national and local actors and moving towards the mainstreaming of locally-led responses along with support for increased investment in capacity strengthening.

## 4.4. Satisfaction survey - local NGOs

The following section is based on analysis of responses to a short survey of five local NGOs to measure satisfaction levels on the quality of their relationship with UN and INGO funding partners. The survey questions addressed issues of:

- Responsiveness;
- adaptable funding;
- core funding support;
- contextual understanding;
- respect; and
- non-financial support.

Responses were measured on a five-point scale (1: strongly agree to 5: strongly disagree).

Five local organisations participated in the survey. The charts presented below provide a summary of the responses. It is worth noting that responses are consistent for Questions 1-5 indicating overall satisfaction, with no neutral or negative ratings. However, responses to the final question regarding non-financial supports offers a more nuanced picture of levels of satisfaction on the part of local NGOs. Of the five respondents, one is in receipt of funding from an INGO partner only, two receive funding from UN partners only, and two receive funding from both INGO and UN partners.

**Q1 Responsiveness:** All 5 respondents indicate satisfaction that their international partners listen and respond appropriately to their questions and concerns.



**Q2 Adaptable Financing:** All respondents are satisfied with regard to the flexibility shown by UN agencies and INGOs in adapting the terms of financial support.



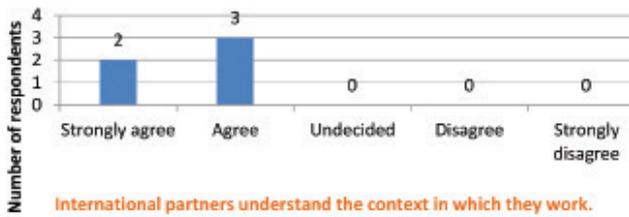
**Q3 Core funding support:** Respondents expressed satisfaction that the funding received from international partners makes an appropriate contribution to organisation’s core costs.

**Q3: Level of satisfaction with core funding support**



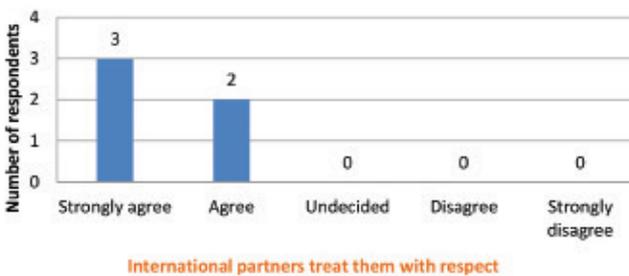
**Q4 Contextual understanding:** Respondents are satisfied that international partners understand the context in which they work.

**Q4: Level of satisfaction with understanding of context**



**Q5 Respect:** Respondents indicate overall satisfaction that international partners treat them with respect.

**Q5: Level of satisfaction with respect**

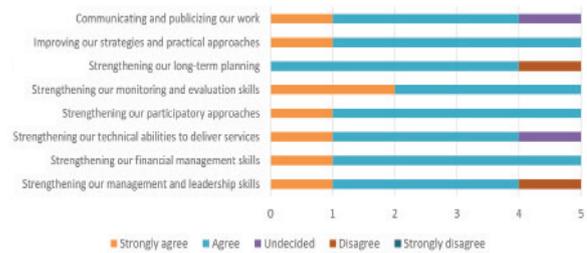


**Q6 Non-financial support:** The chart below outlines responses to levels of satisfaction with forms of non-financial support on eight different dimensions.

Most respondents indicated good satisfaction levels (scores of 1 and 2) with most forms of non-financial support; however, 2 respondents disagreed (a score of 4 on the scale) in terms of their levels of satisfaction regarding: support to strengthen management and leadership skills and, support to long-term planning, respectively.

Two respondents also indicated they were undecided (a score of 3 on the scale) in terms of their satisfaction with regard to: support to strengthen technical abilities to deliver services, and support for communicating and publicizing their work, respectively.

**Q6. Level of satisfaction with non-financial support**



Respondents from local NGOs expressed confidence during interviews on their abilities to manage grants efficiently and effectively, although they believe that INGOs, UN Agencies and government institutions question their capacity. Overall, however, there was agreement that perceptions of local capacity are shifting in a positive direction. Respondents recommended that INGOs and UN Agencies should show higher levels of trust given their view that local NGOs have shown significant levels of improvement in recent years. One interviewee recommended that international partners should consider increasing

financial support for longer-term programmes to build greater sustainability, both in terms of programmatic gains for beneficiaries as well as for organisational sustainability.

On discussions relating to challenges for local NGOs, it was acknowledged that the complexity of donor procedures and standards can be very challenging for local actors, including requirements relating to adherence to humanitarian principles. These challenges undermine the ability of local actors to lead humanitarian responses, even though they have a much deeper understanding of the local context.

## 5. Opportunities and Barriers

On 17 October 2018, a validation meeting was held with respondents from the various organisations who supported this case study and who took part in interviews, surveys and discussions. A summary of the findings was presented, and participants then worked together in groups to identify key opportunities and barriers in relation to localisation in Rwanda. The following is a summary of key opportunities and barriers identified:

### 5.1. Opportunities

1. Supportive environment for localisation in Rwanda with commitment from all key stakeholders – government, UN, INGOs, national and local actors.
2. Existing mechanisms and structures at global, national and district levels can facilitate greater leadership and coordination by national and local actors, including, the Comprehensive Refugee Response Framework (CRRF) and the Joint Action Development Forum (JADF).
3. National and local actors in Rwanda are keen to showcase their successes and to engage with opportunities to strengthen their capacities.
4. Global commitments, such as the Grand Bargain, provide a framework for establishing priorities and targets for localisation in Rwanda.
5. The Burundi Refugee Response was characterised by a well-coordinated approach among international, national and local actors and provides an opportunity for lesson learning and the identification of good practice in the context of Rwanda.
6. Greater localisation brings tangible benefits including: greater cost-effectiveness, longer term sustainability of national and

local capacities and locally-informed, more appropriate responses to the needs of crisis affected communities.

7. Rwanda has a large cohort of local volunteers trained in disaster response.

### 5.2. Barriers

1. National and local actors are in competition with international partners when it comes to accessing funding and the complexity of funding models puts them at a disadvantage.
2. National and local actors also face strong competition with one another over limited funding opportunities which restricts opportunities for greater collaboration and coordination.
3. High staff turnover levels and competition for staff with international organisations undermines the sustainability of capacity strengthening investments.
4. There is no harmonised framework for assessing partner capacity to enable access to funding, which places further demands on national and local actors.
5. INGOs are unsure of how localisation will impact on them and this is limiting discussions and progress on localisation.
6. There are no mechanisms in place to invest in national and local capacity building before crises strike; once a humanitarian response is underway, the restricted timeframes limit opportunities for capacity strengthening.
7. Improvement in critical areas of national and local capacity, including, governance, compliance and technical competencies, is essential for greater localisation in Rwanda.

## 6. Conclusions and recommendations

### 6.1. Conclusions

This case study reviewed the humanitarian response undertaken by Caritas Rwanda, in partnership with Trócaire, in Mahama Refugee Camp since 2015. Furthermore, it examined how localisation is understood by key stakeholders, in the context of Rwanda.

The humanitarian response undertaken in Mahama Refugee Camp was, ultimately, a successful example of a model of partnership that is closely aligned with ambitions set out under the localisation agenda.

The partnership was characterized by: a mutually respectful relationship; shared values and priorities; a commitment to programme quality and effectiveness, including high levels of accountability to programme participants; and to collaborative and open approaches to working in coordination with others.

The programme was perceived as timely, relevant, responsive to needs and cost effective. Programme participants consistently indicated moderate to high levels of satisfaction with: the quality and relevance of goods and services provided; the professional behaviour of staff; opportunities for participatory decision-making and the provision of appropriate accountability mechanisms.

For most respondents, localisation is not a new concept; while there is general agreement that efforts towards greater localisation are welcome, respondents noted a range of barriers that will hinder progress. Despite the challenges, however, there is general agreement that the environment in Rwanda is generally supportive, and tangible opportunities exist to promote greater localisation. Key to this will be targeted capacity strengthening for national and local actors, to ensure they have the skills and resources needed, to manage higher levels of funding and play a greater role in coordination and decision-making. Equally important is the need to ensure that donor requirements, and the mechanisms of funding, are less complex and more harmonised.

While local actors broadly agree that perceptions of local capacity are shifting in a positive direction, respondents recommended that INGOs and UN Agencies should show higher levels of trust given, in their view, that local NGOs have shown significant levels of improvement in recent years. Critical to this ongoing improvement will be greater consideration for support, from international partners, for longer-term, multi-year funding to build greater sustainability, both in terms of programmatic gains for beneficiaries as well as for organisational sustainability.

## 6.2. Recommendations

### Rwanda Governance Board (RGB) and MINEMA

- a. Continue dialogue with development, UN and INGO partners to establish a clear, shared understanding of:
  - Global commitments, strategies and targets on localisation; and
  - Strategies, indicators and targets to deliver on these global commitments in the context of Rwanda;
  - Work with development partners, UN, and international, national and local NGOs, and civil society in Rwanda, to convene an open platform for dialogue on localisation;
- b. Recognising that coordination frameworks exist between the government and its international partners, support national and local NGOs to fully and effectively engage in prevention, mitigation, response and recovery to humanitarian emergencies in Rwanda; and
- c. Commission the delivery of training for key actors - government, international and national - on the application of humanitarian principles in Rwanda.

### Donors, UN and INGOs in Rwanda

- a. In consultation with national and local partners develop clear guidance on organisational commitments, targets and strategies on localisation (including on the engagement with private sector for the case of UNHCR), both globally and in Rwanda;
- b. Continue to demonstrate added value in the context of changing partnership and funding models;

- c. Develop appropriate and effective communication strategies and materials to explain the concept of localisation, its origins and ambitions, and its relevance to the Rwandan government and civil society;
- d. Ensure core costs and capacity strengthening are included in partnership agreements and budgets;
- e. Commit to reviewing the norms, standards and procedures for accessing funding to ensure that national and local partners have access to harmonised and simplified processes that take account of their diversity and added-value;
- f. Support the establishment of a localisation consultation group with government, international, national and local actors to map out the localisation landscape in Rwanda to:
- g. Deepen dialogue on localisation in the context of Rwanda;
- h. Establish shared ownership, mutual trust and commitment to localisation in Rwanda;
- i. Identify existing national and local capacities and resources;
- j. establish critical gaps, constraints and risks; and
- k. Agree meaningful opportunities to increase access to funding and capacity investment for national and local NGOs.
- l. Establish a mechanism to monitor and publish levels of direct and indirect funding to national and local partners in Rwanda;
- m. Continue to work with national and local partners to refine the critical elements of a model of partnership that is based on mutual trust, respect for diversity and independence;

- n. Support Rwandan partners to engage in medium and long-term strategic thinking that takes account of capacities for leadership, financial sustainability and linking relief to development (LRRD), paying particular attention to women-centred organisations;
- o. Work with Rwandan partners to develop institutional funding strategies, including analysis of core costs, and to advocate with donors for multiyear funding;
- p. Continue to demonstrate and share good practices on the experience of working with national and local partners, to support shared learning and facilitate exchanges of experience; and
- q. Support national and local partners to communicate and publicise their work.

### Trócaire Rwanda

- a. Share literature and study reports on localisation with national and international actors; and
- b. Continue to prioritise capacity strengthening of partners in relation to:
  - Financial management and compliance;
  - Governance, risk management and oversight;
  - Regulatory and donor reporting requirements;
  - Documentation and information management;
  - Monitoring and evaluation; and
- Technical skills with a focus on: results based management, rights-based approaches, women's empowerment, protection mainstreaming and accountability.

### Local and National NGOs in Rwanda

- a. Work closely with government and international partners to deepen dialogue on localisation and to establish indicators to measure progress towards strengthened localisation in Rwanda;
- b. Engage the Rwanda Civil Society Platform to convene a forum on localisation, for national and local actors, to articulate their diverse and complementary strengths, and to advocate for a greater leadership role in the delivery of principled, rights-based programmes;
- c. Continue to advocate to government and international partners for inclusion, respect and equal treatment in all relevant coordination and decision-making forums;
- d. Demonstrate commitment and capacity to effectively and efficiently deliver on grant & programme management, strengthening governance, compliance and oversight; and
- e. Follow through and timely address capacity gaps highlighted through due diligence, capacity assessments, evaluations and assurance initiatives by donors, auditors and other stakeholders.

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**Photo Mahama Camp, Kirehe District,  
Eastern Province**







Photo Mahama Camp, Kirehe District, Eastern Province

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