

THE CONTRIBUTION OF VARIOUS ACTORS TOWARDS LOCALIZATION OF HUMANITARIAN AND DEVELOPMENT ACTION IN RWANDA



FINAL REPORT

JUNE 2020

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Promotion of kitchen gardens in Rwanda. Credit/Trocaire



Communities celebrate access to clean
water thanks to the Rwanda Red cross.
Credit: Rwanda Red Cross



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ACRONYMS

C4C	Charter for Change
CCOAIB	Conseil de Concertations des Organisations d'Appui aux Initiatives de Base
COFORWA	Compagnon Fontainiers du Rwanda
CSO	Civil Society Organization
DEPP	Disasters and Emergencies Preparedness Programme
DPGC	Development Partners Coordination Group
DPM	Development Partners Meeting
DPR	Development Partners Retreat
DRC	Democratic Republic of Congo
EC	European Commission
FBO	Faith-Based organization
GEPDC	Global Partnership for Effective Development Co-operation
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HGS	Home Grown Solutions
IASC	Inter-Agency Standing Committee
IATI	International Aid Transparency Initiative
ICVA	International Council of Voluntary Agencies
INGOs	International Non-Governmental Organization
IOM	International Organization for Migration
JADF	Joint Action Development Forum
MEAL	Monitoring, Evaluation, Accountability and Learning
MINAGRI	Ministry of Agriculture and Animal Resources
MINECOFIN	Ministry of Finance and Economic Planning
MINEMA	Ministry in charge of Emergency Management
MOU	Memorandum of Understanding
NEAR	Network for Empowered Aid Response
NGO	Non-Governmental Organization
NINGO	Network of International Non-Governmental Organizations
NPA	Norwegian People's Aid
UNOPS	United Nations Office for Project Services
ODA	Overseas Development Assistance
RCSP	Rwanda Civil Society Platform
RGB	Rwanda Governance Board
SDGs	Sustainable Development Goals
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
VSO	Voluntary Service Overseas
WFP	World Food Programme
WHS	World Humanitarian Summit

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GLOSSARY OF KEY TERMS

Ibimina or amatsinda:	Micro saving and credit schemes based upon existent traditions.
Gacaca:	Gacaca is derived from a word in Kinyarwanda, the national language of Rwanda, and refers to a traditional mechanism for resolving local disputes. Gacaca has been revived and adapted to ascertain what occurred during the Rwandan genocide and bring its perpetrators to justice. ¹
Imihigo:	Imihigo is the plural form of the Kinyarwanda word Umuhigo, which means “to vow to deliver”. It was a pre-colonial cultural practice in Rwanda where an individual sets targets or goals to be achieved within a specific period of time. As part of the decentralization process, Imihigo was introduced and is currently referred to as performance contract. ²
Localization:	A process of recognizing, respecting and strengthening the leadership and decision-making by local actors at all levels in humanitarian and development assistance, in order to better address the needs of targeted populations. ³
Local actors:	Civil society groups including NGOs headquartered in Rwanda, faith-based organizations, volunteer groups, community structures, local government, diaspora, and local private sector.

¹ Source: <https://opil.ouplaw.com/view/10.1093/law:epil/9780199231690/law-9780199231690-e1667>

² Source: RGB website: <http://rgb.rw/home-grown-solutions/rwandas-hgs-good-practices/imihigo/>

³ Source: Wall, I. et al.; “Localization and Locally-led Crisis Response: A Literature Review”, L2GP, May 2016. http://www.local2global.info/wp-content/uploads/L2GP_SDC_Lit_Review_LocallyLed_June_2016_final.pdf



Save the Children's First Steps program works with parents of young children to engage them in their children's learning from their earliest days. Credit: Save the Children



EXECUTIVE SUMMARY

This study was commissioned by a number of development and humanitarian actors in Rwanda (Caritas Rwanda, Concern Worldwide, Norwegian People's Aid, Oxfam, Red Cross Rwanda, Save the Children, and Trócaire) to document the contribution of different actors toward the implementation of the Grand Bargain commitments in Rwanda. The qualitative research provides insights on existent partnership models between local and international actors, including good practices, challenges, and recommendations to progress the localization agenda in Rwanda. This paper also analyzes the localization process in Rwanda by using an adapted version of the localization framework developed by the Network for Empowered Aid Response. The research framework distinguishes four components of analysis: partnership, funding, capacity strengthening, and voice and influence.

The research findings highlight that the concept of localization is generally not part of the aid discourse or aid performance system, neither a topic of advocacy in Rwanda. Hence, currently, there is no common vision as to what localization means in the context of Rwanda or the pathways to achieve this. Despite this fact, the majority of international actors in Rwanda are starting to move toward collaborating and working, in some type of partnership, with local actors. Partnerships are commonly project-based alliances where the relationship focuses on transfer of funds and the skills required in order to deliver the project, grant or contract successfully. However, there is a need to move away from this transactional partnership model to a more genuine, equitable, complementary and transformational partnership which supports locally-led responses, sustainable development, and system transformation.

Funding toward local NGOs is slightly increasing but with INGOs predominantly as intermediaries. Although some international development partners have been adjusting funding mechanisms favoring local actors, it remains difficult for the majority of local actors to access direct funding. On the other hand, it seems that there are opportunities to deepen and broaden the resource base, which could be further explored. A core challenge that local organizations are facing is that multi-year funding commitments and overheads are not being passed on to local partners. Consequently, there are gaps and/or shortages when covering core costs, which negatively influences capacity and organizational development.

Capacity strengthening forms an important part of existent partnerships and is highly appreciated by local actors. Nevertheless, capacity strengthening processes could benefit from a stronger recognition of local needs; better coordination of capacity strengthening efforts; appropriate and effective capacity strengthening approaches based upon principles of capacity sharing; M&E systems and the creation of enabling environment to sustain built capital.

Local actors do participate in the multiple available coordination mechanisms at different levels, but only a few CSOs act as 'policy agenda setters'. Coordination and collaboration amongst INGOs and with local actors are increasingly happening. However, the focus is more on operational aspects as opposed to strategic ones. A considerable amount of progress has been made to enhance participation of communities through the use of participatory approaches and setting up of complaints and feedback mechanisms. Nonetheless, the inclusion of targeted people in decision-making structures and processes, and, thereby effectively changing existent power dynamics, remains to be further explored.

The report finally provides recommendations for the different types of development actors in Rwanda and suggests taking forward the localization agenda in the country. Some of these recommendations include:

DISCOURSE

- » Jointly develop a national localization framework, based on existent research and a process of further assessment and dialogue at different levels.

- » Localization principles, commitments, and targets should be integrated into Rwanda's Aid Policy Framework and External Development Finance Performance system.

PARTNERSHIP

- » Partnerships should foster diversity and complementarity. Particularly, community-based organizations and private sector should be increasingly engaged as agents and partners of development and humanitarian action.
- » Partnerships between local and international actors should also focus on emergency preparedness and resilience building of communities.
- » Working practices facilitating quality relationships, where there are trust, respect, transparency, complementarity, mutual ownership, joint learning, and inclusion in decision-making, should be adopted.

FUNDING

- » Donors, intermediaries, and local partners should agree that multi-year funding and specific amounts of overhead costs will be passed on.
- » In order to meet the localization commitments, donors should create more inclusive, streamlined, transparent and flexible funding mechanisms which promote stronger partnerships and increase direct access of local actors to humanitarian and development funding.
- » INGOs should critically review their funding and HR strategies in order to reduce competition with local actors for resources.

CAPACITY STRENGTHENING

- » Capacity strengthening activities and investments by different international and local actors target a diverse range of local actors, build on prior investments, and fit within a broader strategic framework jointly agreed upon.
- » There should be context-specific and effective capacity strengthening approaches delivered by competent professionals. This includes supporting and fostering local learning and the exchange of experiences, capacities, and innovations among actors.
- » All actors should agree upon a coordination & learning platform/structure that facilitates improved working in partnership and civil society capacity development.

VOICE AND INFLUENCE

- » Each actor should map and analyze decision-making processes and power dynamics in programming processes and delivery and assess where target communities should and could have more voice.
- » International actors should consistently and deliberately promote the role that local partners play in humanitarian and development action through the use of different communication strategies and formats.
- » Local actors, particularly networks, should reflect on ways to take up effectively their mandate to shape policy design and implementation. International actors should provide relevant support in the form of capacity strengthening as well as funding for comprehensive civil society-led research to inform advocacy.
- » There should be fund flexibility to facilitate programme adaptation in response to community feedback.

The Executive Secretary of Rwanda Women's Network
Mrs. Mary Balikungeri making a point in Localisation
case study launch on 26th February 2019.
Photo credit: Trócaire.



I. INTRODUCTION

1.1 BACKGROUND AND OBJECTIVES OF THE STUDY

Although the significance of local response in humanitarian action and the principle of local ownership as a best practice have been recognized for a while⁴, the localization agenda has gained momentum since the World Humanitarian Summit of 2016 when several international humanitarian actors and donors signed the Grand Bargain and, subsequently, related initiatives as the Charter for Change (C4C). The agreement emphasized that principled humanitarian action would be made ‘as local as possible and as international as necessary’. The need was recognized to make more deliberate and explicit efforts to better engage with, empower, and promote the work of local actors. This can take a number of forms, such as strengthened and more equal partnerships between international, national and local actors, increased and ‘as direct as possible’ funding for

national/local organizations, and a more central role in aid coordination. Generally, the aim of localization is to improve the effectiveness and relevance of aid and its impacts in the long-term.

Even though the localization agenda originated in the humanitarian sector, the same principles should be applied to the whole ‘humanitarian-development-peacebuilding nexus’. This is particularly relevant in the context of Rwanda, where the largest part of the assistance is geared towards improving the living standards of Rwandans as outlined in the National Strategy for Transformation (2017–2024). Humanitarian assistance only forms 7% of Overseas Development Assistance⁵ (2016–2017) and 4% of INGOs’ funding. The support focuses on hosting and providing protection to refugees from the

Democratic Republic of Congo (over 76,000 people), Burundi (73,000 people), and refugees evacuated from Libya (1,500)⁶.

As 2020 draws close, a number of development and humanitarian actors in Rwanda⁷ expressed their interest to document the contribution of different actors toward the implementation of the Grand Bargain commitments in Rwanda and to capture models of locally-led response that can be used to increase effectiveness of humanitarian and development initiatives in the future. This report is the end product of qualitative research conducted from January to February 2020. The proposed study provides insights on existent partnership models between local and international actors, including good practices, challenges, and recommendations to progress the localization agenda in Rwanda.

⁴ As highlighted in Local2Global Paper (Imogen Wall, “Localization and Locally-Led Crisis Response: A Literature Review”, L2GP, May 2016), these principles can be found in UN Resolution 46/182, the Red Cross Code of Conduct, the principles of Good Humanitarian Donorship, Sphere standards, the Paris Declaration of 2005, IASC guidance documents, ECOSOC resolution on capacity strengthening of local actors, Partnership Principles developed during Global Humanitarian Platform of 2007, and the New Way of Working which operationalizes the 2016 of the Agenda for Humanity and more recently the development of the Core Humanitarian Standards.

⁵ Source: OECD-DAC: https://public.tableau.com/views/OECDDACAidataglacebyrecipient_new/Recipients?:embed=y&:display_count=yes&:showTabs=y&:toolbar=no&:showVizHome=no

⁶ Source: UNHCR- <https://data2.unhcr.org/>

⁷ The agencies are: Trócaire, Caritas Rwanda, Norwegian People’s Aid, Concern World Wide, Save the Children, Oxfam and Rwanda Red Cross.

1.2 METHODOLOGY

1.2.1 Study Design

A qualitative approach was used for the research as it was considered the most appropriate means to achieve the objectives and offer the required in-depth understanding. The study documented the contributions of, particularly, the collaborating agencies towards localization, which represent one set of interventions of many others. Rather than set out a methodology based on proving causality via a counterfactual, contribution analysis was adopted as the main approach in this research. This is a structured approach aiming to clarify the extent to which observed outcomes are a consequence of a particular activity, as opposed to other factors. The purpose is to produce a plausible, evidence-based narrative that a reasonable person is likely to accept. Contribution analysis can also be used to help explain how and why changes occurred⁸. A desk review of available literature was conducted to understand trends of the

implementation of the Grand Bargain and partnership models used both globally and locally. The desk review enabled the research team to draw out key learning in relation to the implementation of the localization agenda by different actors and to develop recommendations built upon existent best practices.

1.2.2 Sampling

The research used a maximum variation/heterogeneous purposive sampling method in order to ensure that a diverse range of practices and models supporting localization in Rwanda would be captured. Seventy-three representatives of civil society, local government, relevant ministries, INGOs, donors, UN agencies, and the private sector were consulted through 32 key informant interviews, 2 focus group discussions and an online survey with 27 respondents. Please refer to Annex 1 for further details on the individuals consulted. The final results were corroborated

through triangulation of the information collected during the different focus group discussions, surveys and literature review.

1.2.3 Ethical Considerations and Data Protection

It is important to note that the research design was approved by the National Ethics Committee and the Rwanda Governance Board (RGB) and that all required standards in relation to data management, confidentiality, and research ethics were met. This means that researchers implemented safeguards to protect the confidentiality of their participants throughout all stages of the research cycle, and that consent to participate in the study was obtained from all informants.

⁸See for more information on Contribution Analysis: <https://www.intrac.org/wpcms/wp-content/uploads/2017/01/Contribution-analysis.pdf>

1.3 CHALLENGES AND LIMITATIONS

Views from local NGOs emanate mainly from the organizations collaborating with the Consortium's members. Generally, these international agencies, who came together to progress the localization agenda, are relatively advanced working in partnership and, therefore, the experiences and views of local partners of working in partnership with international actors might be biased. This bias was mitigated by conducting interviews with representatives of umbrella networks as well as consulting and making comparison with available literature on Rwanda Civil Society.

An additional challenge faced was accessing reliable and accurate data to quantify funding streams. The information provided by INGOs through annual reports submitted to the Rwanda Governance Board was not always sufficiently disaggregated, lacked information on how much funding was passed on to local actors, and demonstrated high discrepancies between planned budgets and actual incomes. Unfortunately, information on incomes of local NGOs was not available in existent reports and could not be accessed from RGB during the research period. However, to address this

problem, questions in relation to funding were included in the digital survey and, therefore, the researchers were able to obtain some of the required data.

Due to the COVID-19 pandemic, which broke out in 2019, unfortunately, no participatory session could be organized to validate the findings of the study. Nevertheless, the draft report was shared with the consortium members and all research participants and presented virtually to the NINGO forum, and their feedback was incorporated into the final document.



Stanislas Iriboneye, a graduate of the Graduation programme, implemented by Concern Worldwide in Rusatira Setcor in Huye district (Photo credit: CONCERN WORLDWIDE / Robyn Watt)



Vestine Uwizeyimana and her colleagues sorting
grains at Muhanga Food Processing Industries.
Photo credit: Trócaire.

II. LOCALIZATION DISCOURSE

2.1 LOCALIZATION DISCOURSE GLOBALLY

Since 2016, significant efforts have been undertaken by international, national and local actors to realize the localization commitments as part of the Grand Bargain. The accompanying global debate on localization has changed over time. Several trends in the global discourse can be identified and are summarized below⁹.

2.1.1 The Discussion Is Moving Away From Definitions and Targets

Post World Humanitarian Summit, the debate focused primarily on clarifying the definitions related to localization and the attention was particularly on the 25% 'as directly as possible', which resulted in lack of collective focus on other possible aspects of localization besides financing¹⁰. Discussions now emphasize that localization goes

beyond replacing international actors or systems with their local or national equivalents. Instead, localization creates an opportunity to critically examine and improve both the structure and functionality of the entire humanitarian system¹¹. Moreover, there is an increased consensus that applying a more situational, realistic approach to such definitions is required, and that localization should not remain in rhetoric. It is more important to understand what localization means in operational contexts and determine how these processes can strengthen principles and effective humanitarian aid¹². In order to put these ideas into practice, a parallel momentum has arisen with the development of the Core Humanitarian Standards, which also seek to contribute to enhancing the quality of assistance.

2.1.2 The Increasingly Important Role of Local Actors and Networks

The global debate on localization has been dominated by international actors rooted in the global North. A considerable number of initial research studies and analyses were conducted by international organizations and, therefore, their experiences and challenges were at the forefront of the discussion¹³. Nevertheless, a meaningful discussion of change and localization needs to look more widely at different attitudes towards localization and different ideas of success. Certain local actors feel that the current approaches are inadequate or focused on the wrong issues.

⁹The highlighted trends are partially taken from Trócaire; "On the road to 2020 - Grand Bargain Commitment to support National and Local Responders". <https://www.Trócaire.org/sites/default/files/resources/policy/on-the-road-to-2020-Localization-the-grand-bargain.pdf>

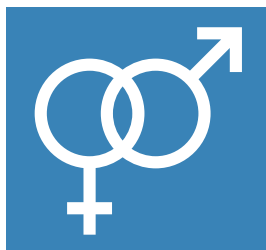
¹⁰ ICVA; "Localization examined: an ICVA Briefing Paper", p. 7, 2018. https://www.icvanetwork.org/system/files/versions/ICVA_Localization%20Examined_Briefing_Paper_Sept2018.pdf

¹¹ ICVA; "Localization examined: an ICVA Briefing Paper", p. 4, 2018. https://www.icvanetwork.org/system/files/versions/ICVA_Localization%20Examined_Briefing_Paper_Sept2018.pdf

¹² ICVA; "Localization examined: an ICVA Briefing Paper", p. 8, 2018. https://www.icvanetwork.org/system/files/versions/ICVA_Localization%20Examined_Briefing_Paper_Sept2018.pdf

¹³ ICVA; "Localization examined: an ICVA Briefing Paper", 2018. https://www.icvanetwork.org/system/files/versions/ICVA_Localization%20Examined_Briefing_Paper_Sept2018.pdf

More recently, the perspectives of local actors are beginning to come to the forefront at regional and global levels, and local networks are taking the lead in driving the agenda in their respective countries. See for example the efforts of the Network for Empowered Aid Response (NEAR), which is a movement of CSOs from the global south promoting fair, equitable, and dignified partnerships in the current aid system. Another example is that of Somalia and Uganda later discussed in this chapter. Furthermore, the localization work stream has been taking initiatives to involve local actors more closely in the global discourse in order to discuss how already existing efforts can be harmonized or bring about more significant changes at system, strategic and operational levels¹⁴.



2.1.3 Gender Is Being Integrated into the Global Discourse

The Grand Bargain process made minimal reference to gender, despite its being agreed on in parallel with the World Humanitarian Summit in 2016 at which the same governments, UN agencies and civil society had also endorsed five ambitious pledges on gender.¹⁵ In order to address this issue, an informal Friends of Gender Group of the Grand Bargain was created and developed amongst others in addition to a short ‘aide-memoire’ to assist Grand Bargain partners in identifying gender equality and women’s empowerment outcomes in the context of the Grand Bargain. As a result, gender received increased attention in the annual Grand Bargain report¹⁶. Furthermore, several other initiatives highlighted the gender gap within the localization framework and through research and/or pilots developed on gender-responsive and inclusive humanitarian

programming positively informed the global discourse on localization and gender. The report developed by CARE and Action Aid titled **“Not What She Bargained for? Gender and the Grand Bargain”** was one of the first reports to draw attention to gender gap as it also advocated for more focused and substantive funding to women’s organizations and increased investment in strengthening women’s participation and leadership in the humanitarian aid coordination system¹⁷. Moreover, several interesting initiatives have applied the localization principles to their work of protecting women’s rights in humanitarian settings. For instance, based on pilots in 7 countries, the Global Protection Cluster developed guidance and tools to ensure that protection response strategies and coordination mechanisms are guided by the localization principles¹⁸. Similarly, CARE is considering effective strategies to ensure participation and leadership of women responders within the humanitarian protection sector¹⁹.

¹⁴ Source: http://media.ifrc.org/grand_bargain_localisation/grand-bargain-localisation-workstream-2/africa_conference/

¹⁵Source: Latimir, K., Mollet, H.; “Not What She Bargained for? Gender and the Grand Bargain”, CARE International and Action Aid, p.1. https://www.careneland.org/wp-content/uploads/2018/06/ActionAid-CARE_Gender-and-the-Grand-Bargain_June-2018.pdf

¹⁶ Source: <https://reliefweb.int/report/world/informal-friends-gender-group-grand-bargain-aide-memoire-gender-mainstreaming-grand>

¹⁷Source: Latimir, K., Mollet, H.; “Not What She Bargained for? Gender and the Grand Bargain”, CARE International and Action Aid. https://www.careneland.org/wp-content/uploads/2018/06/ActionAid-CARE_Gender-and-the-Grand-Bargain_June-2018.pdf

¹⁸See for more information: <https://www.globalprotectioncluster.org/themes/localisation/>

¹⁹See for more information: Lindley-Jones, H.; “Women Responders Placing Local Action at the Centre of Humanitarian Protection Programming”, CARE, 2018. https://insights.careinternational.org.uk/media/k2/attachments/CARE_Women-responders-report_2018.pdf

2.1.4 The Growing Demand for Localized Action Supported by Clear Pathways of Change and Indicators to Measure Progress

Linked to the first mentioned trend, there is a commonly identified need to move away from localization discourse to practical action. A large number

of localization projects are underway; however, progress is uneven. In order to overcome this, a clearer understanding as to how localization should be best realized and how progress should be measured is required. Several initiatives have attempted to address this gap, the Disasters and Emergencies Preparedness Programme (DEPP) was one of the first initiatives to develop a localization framework and form the basis of many subsequent models and approaches²⁰. Continued critical feedback,

joint learning and reflection are important to ensure that localized actions remain relevant, empowering, scalable, and impactful.

For the purpose of this paper, an adjusted version of the framework developed by NEAR was used to analyze the progress made towards achieving the localization commitments within Rwanda. The components and indicators are summarized below whereas the findings of the analysis will be presented in subsequent chapters²¹:



Table 1 Localization Framework – NEAR

²⁰ See for more information: <https://reliefweb.int/sites/reliefweb.int/files/resources/Localisation-In-Practice-Full-Report-v4.pdf>

²¹ Source: NEAR Localization performance measurement framework, <http://www.near.ngo/home/workdetail?id=21>

2.2 LOCALIZATION DISCOURSE REGIONALLY

The level of awareness of the localization agenda as well as how this concept has been translated into practical approaches of international and local action are highly context-specific, thus diverse in the region. A study by Feinstein International Center, focusing on different perspectives on localization in the Horn of Africa, highlights that the localization agenda plays out differently in each one of the countries being researched. Somalia/ Somaliland, and South Sudan were often described in juxtaposition, while Kenya is seen as a unique case due to the focus there being primarily on development²². In Somalia/ Somaliland, advocacy by local actors on localization is strong, and are demanding that international actors give more space and support to local organizations given that these organizations have been operational since the early 1990s and are operationally

and organizationally as strong as INGOs²³. Even though local organizations are generally dissatisfied with the progress made toward the implementation of the localization agenda, there is an overall sense that localization is progressing in Somalia/Somaliland as gradually increased support is going to local actors, strong Somalia leadership and local representation is present in humanitarian coordination mechanisms, and robust communication systems at different level exist²⁴.

In South Sudan, awareness of localization is growing fast amongst local and international actors; however, the general outside perspective is that South Sudan is 'not yet ready' to localize as local capacity is still emerging. Funding toward local NGOs is increasing but with international actors as intermediaries who assume the

administrative burden and carry the risks.²⁵

According to a Feinstein International report, Kenya's situation is quite different as its development context allows it to have more long-term funding available, which facilitates international-local partnerships. Furthermore, local organizations and government play a key role in delivering aid with support from private sector. Therefore, the INGO sector does not consider the localization agenda a pressing concern. However, according to a study conducted by the INGO forum, 50% of the INGOs work to a certain extent in partnership and, therefore, there is still room for improvement²⁶.

In Uganda, Oxfam has been supporting a national dialogue on localization through the Empowering Local and National Humanitarian Actors project. As a result, a Charter

²²Source: Howe, K, et al; "Views from the Ground: Perspectives on Localization in the Horn of Africa", Feinstein International Center, p. 24, 2019. https://fic.tufts.edu/wp-content/uploads/FIC_LocalizationAfrica_7.233.pdf

²³Source: Howe, K, et al; "Views from the Ground: Perspectives on Localization in the Horn of Africa", Feinstein International Center, p. 25, 2019. https://fic.tufts.edu/wp-content/uploads/FIC_LocalizationAfrica_7.233.pdf

²⁴Source: Majid, N. et al; "Funding to local humanitarian actions - Somalia case study", HGP working paper, p. viii, 2018. <https://www.odl.org/sites/odi.org.uk/files/resource-documents/12468.pdf>

²⁵Source: Ali, M. et al; "Funding to local humanitarian actions – South Sudan case study", HGP working paper, p. vii, 2018. <https://www.odl.org/sites/odi.org.uk/files/resource-documents/12469.pdf>

²⁶Source: Howe, K, et al; "Views from the Ground: Perspectives on Localization in the Horn of Africa", Feinstein International Center, p. 26, 2019. https://fic.tufts.edu/wp-content/uploads/FIC_LocalizationAfrica_7.233.pdf

for Change working group comprised of local actors has been set up and lobbied for the endorsement of local actors to the Charter for Change. These have been complemented by International NGOs signatories and allies in an attempt to shape the agenda on the localization of humanitarian aid in Uganda²⁷. A study by

Degnan on funding flows to local and national actors in Uganda highlights the fact that funding of national NGOs by UN agencies decreased, while INGOs passed down more funding to national NGOs as opposed to local NGOs.²⁸ The quality of partnerships between international 'intermediary' agencies and local actors has

reportedly improved over the period of two years when Degnan conducted the study. Also, there is a growing sense of trust and a greater desire for reciprocity in such relationships. However, both donors' reduced appetite for risk and the effect of more rigorous compliance requirements are apparent²⁹.

2.3 LOCALIZATION DISCOURSE IN RWANDA

When engaging the diverse development and humanitarian actors in Rwanda as part of this research, it appeared that the concept of localization of aid as well as the Grand Bargain commitments are not known by development professionals at all levels and that they do not commonly form part of the general discourse.

Only a few donors and international agencies were willing to talk to the research team after further clarification of the concept and highlighting the link with their ongoing work particularly when this

was development focused. Moreover, translation of the concept of localization of aid in French is challenging and led to a number of misunderstandings. For example, one of the research participants thought that localization is related to the way with which Global Positioning System (GPS) locations are collected, whereas others referred to nationalizing INGO staff. The introduction of the localization agenda, by the research team to key informants, was an eye-opener for a few of them: "In country we were not aware of the localization agenda,

but in preparation of this meeting I had to gain a deeper understanding of the subject and to investigate in which way our agency has been making progress on the implementation of the Grand Bargain commitments. By doing this, I gained a lot of new insights and realized that some of the new initiatives of our headquarters relate to this, for example in the case of increasing the allocation of un-earmarked funding to country teams. Now, it will be an incentive for me to integrate the localization commitments in our programmes and ways of working".

²⁷ Source: <https://charter4change.org/2020/06/04/c4c-working-group-reshaping-the-localization-agenda-in-uganda/>

²⁸ Source: Degnan, C., Kattakuzhy, "Money talks - Assessing Funding Flows to Local and National Actors in Uganda", *Development Initiatives and Oxfam*, p. 5, 2019. <https://policy-practice.oxfam.org.uk/publications/money-talks-assessing-funding-flows-to-local-and-national-actors-in-uganda-620882>

²⁹ Source: Degnan, C., Kattakuzhy, "Money Talks - Assessing Funding Flows to Local and National Actors in Uganda", *Development Initiatives and Oxfam*, p. 6, 2019. <https://policy-practice.oxfam.org.uk/publications/money-talks-assessing-funding-flows-to-local-and-national-actors-in-uganda-620882>

This shows that knowledge and commitment towards localization often sit at the headquarters of the donors and international agencies and are not sufficiently transcended to the country level and comprehensively integrated into the local organizational culture and ways of working.

With regard to INGOs, it should be noted that they are largely aware of the localization agenda and Grand Bargain commitments; nevertheless, there is no collective vision amongst INGOs (and across all actors) as to what localization means in the context of Rwanda or the pathways to achieve this.

Not surprisingly, limited literature is available in relation to the localization of aid in Rwanda. One of the few reports encountered is a case study produced by Trócaire in 2018 which documented the process of humanitarian response undertaken by Caritas Rwanda in partnership with Trócaire in Mahama Refugees Camp since 2015. As a follow-up, a national conference, which introduced the concept of localization to a wide range of stakeholders and provided recommendations to which this document will also refer, was conducted. As a result of this event, several actors came together in the interest of progressing the localization agenda in Rwanda. It should also be noted that, until then, there was limited discussion on the localization in Rwanda by either donors, INGOs, government or civil society. One of the research participants mentioned that, “there are no big signals from the INGOs or the local actors to take this forward. Who has to champion it is not doing it... It is a concept engineered outside ourselves, there are no strong efforts to create a critical mass to champion it... We are betraying the cause of the citizens as there is a status quo”. Nevertheless, even though there are limited clarity and common understanding of the localization agenda and developed

GOOD PRACTICE #1:

“Accelerating Localization Through Partnerships” is a consortium programme of Christian Aid, CARE, Tearfund, ActionAid, CAFOD and Oxfam. The programme conducted research to identify a partnership model that consists of partnership practices which local/national actors believed to be most conducive to localization. This research consulted more than 350 organizations in Myanmar, Nepal, Nigeria, and South Sudan. Learning from the pilot phase was collated with the findings from capacity self-assessments of more than 100 local and national actors. The research, learning and findings from the programme informed the development of national localization frameworks which are roadmaps to progress the localization agenda in such a way that it is relevant to local context.

https://reliefweb.int/sites/reliefweb.int/files/resources/Pathways%20to%20Localization_report_oct2019_0.pdf

commitments in 2016, some of the related principles and practices such as ‘ownership’, ‘participation’, and ‘complementarity’ have been pushed forward in Rwanda under the name of different programmes, processes, strategies, and policies.

For example, an overall enabling process, which was initiated in Rwanda in 2000, is the decentralization process supporting an inclusive and equitable development where citizens are actively taking

part in decision-making; accountability and transparency are strengthened; and services are delivered responsive to the needs of citizens. Localization is based upon the same premise, as it believes that aid is more effective if decisions are made close to the at-risk or affected areas. Nonetheless, localization goes further and seeks to transform power relations, which leads to increased local leadership for humanitarian and development action.³⁰

The localization agenda also fosters locally-led development, which is linked to the principle of “ownership”. This principle highlights the importance that development cooperation should support the development efforts of countries, and formed one of the core commitments of the Busan Partnership for Effective Development Cooperation in 2011. The Rwandan government has been a prime example in taking leadership over the aid relationship and setting its own

development objectives and policies. Also, Home Grown Solutions (HGS) were developed by the Rwandan citizens based on local opportunities, cultural values and history to fast track their development. As stipulated by the Constitution of the Republic of Rwanda of 2003 amended in 2015, Rwandans, based on their values, initiated homegrown mechanisms to deal with matters that concern them in order to build the nation, promote national culture, and restore dignity. An example of a homegrown initiative is the Imihigo, which is the adaptation of the idea of performance contracts based on a traditional practice of setting and achieving goals³¹.

Mechanisms and tools developed to enhance aid effectiveness in Rwanda are the formulation of an Aid Policy and the establishment of dialogue/ accountability mechanisms such as the Development Partners Coordination Group (DPGC)

meetings, the Sector Working Groups and compulsory annual reporting by all aid actors. The Aid Policy is currently under review, and a revised version is being tabled to parliament. The draft document will clarify³² the role of civil society as an active actor in development, ensuring that transaction costs are not too high and that strong local ownership and participation are guaranteed. It should be noted that the revised Aid Policy was developed without purposely considering the commitments and targets of the localization agenda and the Grand Bargain. Likewise, the current aid performance, monitoring framework, does not include localization indicators and targets. This combined with not having a national localization framework in place make it challenging to establish benchmarks and track progress towards the implementation of the localization agenda in Rwanda.

³⁰ See also: “The Start Fund, Start Network and Localization: Current Situation and Future Directions”, 2017. <https://reliefweb.int/sites/reliefweb.int/files/resources/The%20Start%20Fund%2C%20Start%20Network%20and%20Localisation%20full%20report%20-%20WEB.pdf>

³¹ See for more information: <http://rgb.rw/home-grown-solutions/about-home-grown-solutions/>

³² The research team has not seen the actual revised version but received insights from consulted programme participants who had been working on the draft.

Trocaire's Partners participating in the 25th
Anniversary of Trocaire in Rwanda on 1st
November 2019. Photo credit: Trócaire.



III. PARTNERSHIP

3.1 SUMMARY ANALYSIS — PARTNERSHIP

This study analyzed the different components of localization by using the NEAR framework (see Page 19). The table below summarizes the key areas of analysis and an indication of progress made by Rwanda concerning 'Partnership'. A descriptive analysis is included in the subsequent sections.

		LOCALISATION PROGRESS		
	KEY INDICATORS	POOR	MODEST	EXCELLENT
Shift from project-based to strategic partnerships	» Local actors have strategic partnerships, which support organizational development.			
Quality in Relationships	» Local actors exercise power in partnerships » Principles of Partnership are explicitly referred to in all partnership agreements » Partnership quality monitoring tools are used » Partnership reviews are conducted » Concerns about the partnership can be effectively addressed			
Engagement of partners throughout the project cycle	» Local actors routinely participate in all aspects of the project cycle			
TOTAL PROGRESS – PARTNERSHIP:				

Table 2 Summary analysis - Partnership

3.2 INTRODUCTION

Localization is predominantly about partnership, equitable engagement in humanitarian response and sustainable development, recognising the vital role played by local actors³³. Tensions can exist between local and international actors which may occur as a

result of power imbalances in partner relationships and, therefore, changes in the quality of partnerships are often needed. This requires a commitment to developing partnerships emphasizing principles of mutuality and respect in decision-making

and resource allocation, and facilitating locally-led response and development. Localization also highlights the importance of supporting local initiatives and local actors, in the long run, to support the building of social capital and community resilience.

³³ Source: Trócaire; "On the road to 2020 – Grand Bargain Commitment to support National and Local Responders", p. 1.

<https://www.Trócaire.org/resources/policyandadvocacy/road-2020-grand-bargaincommitment-support-national-and-local-responders>

3.3 PARTNERSHIP MODALITIES

The annual report of the Rwanda Governance Board of 2018/2019³⁵ indicates that 1,596 Local NGOs, 184 INGOs and 740 faith-based organizations are registered. This is an increase of 6% for INGOs and 20% for NGOs in comparison to 2017/2018.

	2017/2018	2018/2019 ³⁴
# of NGOs	1,335	1,596
# of INGOs	173	184
SUBTOTAL	1 508	1,780

Table 3 Number of (I)NGOs registered

The number of civil society actors is far much higher when grassroots organizations such as cooperatives (8,995 cooperatives in 2018) and women/youth-groups are included.

The survey conducted as part of this research highlights that the majority of INGOs are focusing on development programming (e.g. service delivery), whereas only a small percentage focus on other types of programming such as advocacy, research, human rights programming or technical assistance. According to data from RGB, INGOs are primarily focusing on the sectors of education, health and livelihoods which consist of approximately 70% of the funding in 2018/2019. Only 5% of the funding of INGOs is dedicated to emergency and refugee management. A particular gap identified in the focus of INGOs is the engagement of community structures and civil society in emergency preparedness and resilience building which are

important building blocks for Rwanda's progressive future. According to the survey conducted, more than 95% of the INGOs work in partnership with local actors, predominantly with NGOs, Civil Society Coalitions/ Umbrella organizations and local government (on average, 45% of INGO's funding goes towards at least 9 local partners). However, 60% of the INGOs consulted combine working in partnership with direct implementation. 32% of the consulted INGOs work with women-focused organizations as well as the private sector.

Consulted international agencies such as World Food Programme (WFP), United Nations High Commissioner for Refugees (UNHCR), Palladium, GIZ, USAID, International Organization for Migration (IOM), European Delegation and United Nations Development Programme (UNDP) all work with local partners but the number is still quite small. For example, for WFP, 1 out of the 7 partners is a local NGO;

the EC has ongoing contracts with 4 local NGOs out of the 9 and UNHCR signed in 2019 project partnership agreements with 2 national NGOs, 8 international NGOs, 2 Government Institutions and the United Nation Office for Project Services.

Thus, the conducted survey, as well as key informant interviews show that international actors in Rwanda are starting to move towards working in partnership. Even World Vision, one of the biggest INGOs in the world known for its direct implementation approach, has been making this transition since 2017 and is currently working with 21 local partners in 29 districts of Rwanda. The reasons for working in partnership with local actors are diverse; for some, it is just the simple fact that it was mandated by their head office. Others highlighted that local actors are having comparative advantages such as being socio-culturally embedded and, therefore, having the capacity to deliver

³⁴ Source: Annual Reports RGB. <http://rgb.rw/publications/annual-reports/>

³⁵ Source: Rwanda Governance Board; "Raporo y' Ibikorwa y' Umwaka 2018-2019", 2019, p. 68. http://www.rgb.rw/fileadmin/Publications/Annual_Report/Annual_Report_New.pdf

the programmes in a cost-effective manner as well as having long-term presence and, hereby, increasing the sustainability of the interventions.

The partnerships between local and international actors are mainly project-based. Local actors are mostly seen as sub-contractors, and the relationship focuses on transfer of funds and required skills in order to deliver the project, grant or contract successfully. However, for a few international organizations, such as Norwegian People's Aid (NPA) and Trócaire, whose mission is to strengthen civil society for increased voice and influence, the partnership is strategic and is going beyond project-based activities to provide tangible support to build systems and processes reflecting the ambition and goals of the partner. Key informants and FGD participants still foresee a role for INGOs in the future where international actors bring technical expertise, accessibility to global networks, capabilities of fundraising and innovation to the partnership. Particularly, many issues, such as migration and environmental degradation, have global causes and consequences, and, therefore, global solidarity and action are required. Nevertheless, key informants highlighted that it is crucial for INGOs and other international actors to continuously challenge themselves in relation to the added value they bring.

The majority of the partnerships between international actors and local actors is an engagement between two parties. However, there is an increasing trend of working in multi-stakeholder arrangements. For example, WaterAid has an MOU with the local NGO Compagnon Fontaniers du Rwanda (COFORWA), which is responsible for the construction of water and sanitation infrastructures as well as social mobilization, and the district government for ownership

GOOD PRACTICE #2:

Trócaire Rwanda plays a role as a facilitator of social change by partnering with multiple NGOs and using an integrated programme approach to address potential multifaceted and often interrelated vulnerabilities faced by programme participants and communities. It looks at engagement at multiple and complementary levels in order to achieve sustainable positive change at individual, community, civil society and institutional level with regard to food and resource rights, women's empowerment, and humanitarian response. Trócaire also facilitates spaces for coordination, collaboration and learning amongst local actors which jointly provide multiple complementary services within the same locality as well as generating lasting change at different interconnected levels.

<https://www.trocaire.org/whatwedo/wherewework/rwanda>

and quality control purposes. At the same time, complex arrangements of multiple actors working together exist in order to be able to respond to the scale, scope and complexity of socio-economic transformation as well as humanitarian response. Different actors (local and international; private-public) leverage their capacities, each bringing across sectors in order to achieve change at different levels. INGOs play a globally increasing

role as facilitators of social change or brokers of collective action³⁶, which will likely be the case for Rwanda.

It is also important to note that international actors are not only UN agencies or international organizations with headquarters in Europe or North America; there is increased regional collaboration happening in Rwanda. For example, AGRA is an African-alliance that partners with the Government of Rwanda and NGOs. This organization, through uniquely African solutions, contributes to increased incentives for private sector participation and investment in the agricultural sector, while also enhancing the adoption of climate smart technologies and inputs. Also, the Sustainable Development Goals Center for Africa is an African organization supporting governments, civil society, businesses and academic institutions to accelerate progress towards the achievement of the Sustainable Development Goals (SDGs) in Africa and were key in supporting the Rwanda Government in domesticating the SDGs into National Development Plans.

With regard to partnerships between international actors and civil society, it should be noted that civil society is very diverse in relation to mandate, organizational setup, and the added value that can be brought. Nevertheless, INGOs incline to engage the same local NGOs with strong systems in order to reduce risks for themselves. However, diversity should be embraced by international actors in order to ensure that complementarity at all levels is fully exploited, all voices are represented, no one is left behind in receiving the services they need, and that duty-bearers are held to account at all levels.

Part of civil society is also community-based organizations which are formal and informal organizations initiated by either community members or other CSOs to address social and economic issues pertaining specific groups of citizens at community level. These structures are making a positive impact on the daily lives of citizens. For instance, the micro saving and credit schemes referred to as ‘ibimina’ or ‘amatsinda’ play a vital role in advancing financial inclusion in Rwanda³⁷ through a model of locally-led development. One of the research participants

explained this further as: ‘There are interesting volunteering mechanisms such as community health workers and mediators of ‘Gacaca’. There are movements of people showing concern for their neighbour. It is very important to harness this spirit and give voice to them. How do we as international and local actors tap into this genuine spirit for societies to flourish? This spirit had been there before colonialism and was destroyed by the instituted government. As donors, we should sit back and welcome what is internally generated and authentic. We should support it and carry it forward in order to make it more scalable and sustainable’.

Characteristic for Rwanda is the relative high level of engagement of international actors with local government (more than 60% according to the research survey). For example, since 2017 Concern Worldwide has been combining direct implementation with working in partnership with local government as well as specialized civil society organizations. Specialized services provided by local partner organizations are sought to complement Concern Worldwide’s and local government’s interventions.

³⁶ Source: Kelly, L. et al; “Partnerships for Effective Development”, Australian Council for International Development, 2014. https://acfid.asn.au/sites/site.acfid/files/resource_document/Partnerships-for-Effective-Development.pdf

³⁷ Source: Never Again Rwanda; “The Role of Civil Society in Enhancing Citizen Participation in the Governance and Development Processes of Post-Genocide Rwanda”, 2019. <http://neveragainrwanda.org/wp-content/uploads/2017/08/CSO-Research-Design-Booklet-May-22.pdf>

For example, African Initiative for Making Progress works with historically marginalized communities and Igiti cy'ubugingo provides psycho-social support to people in distress. Concern Worldwide has made this shift from solely working with civil society to include local government as it has structures in place which will remain overtime (e.g. agricultural extension services, national women council and national youth council at district level) and has a good culture of planning as a result of the operating contract performance system (Imihigo³⁸). Concern Worldwide also provides trainings to meet quality standards and complements implementation through a graduation model. The partnership has been positively received by local government as this participatory engagement enables greater involvement in planning and addressing jointly identified local development issues. Nevertheless, limited human resources within the local government structures to assume additional responsibilities has been a challenge.

The local private sector is another key actor positively contributing to the socio-economic transformation of Rwanda. Their engagement by international actors, particularly INGOs, is relatively new in Rwanda and focuses predominantly on facilitating access to financial services or cash transfer programmes. However, other examples exist such as the case of Oxfam which handed over the WASH services in Mahama camp in 2019 to a local contractor after a 6-month process of coaching and accompaniment by Oxfam. WFP, in partnership with local and international NGOs, assists members of farmers' cooperatives by enhancing their governance, enabling them to reduce their post-harvest losses, facilitating their access to financial services and improving their food productivity. WFP also links farmers to potential commercial buyers as well as the government-led fortified blended food for nutrition programme and the WFP-led home-grown school feeding programme³⁹. On the other hand, SNV works with private companies as part of their project to grow the horticultural sector in Rwanda.

The private companies develop business cases that support small and medium farmers to overcome the challenges they face to access markets, increase production, improve food safety, and reduce post-harvest losses. The project leverages private sector investments, co-investing up to 50% of the necessary costs in those business cases⁴⁰.

Several research participants mentioned the need for international actors, particularly INGOs, to work purposively with the private sector. The Private Sector Federation highlighted that: "INGOs should facilitate a process of identification of challenges the enterprises are facing and the development of strategies to overcome these. Value chains should be established and analysed and INGOs should look into how they can support capacity development". It was suggested that INGOs could focus on small enterprise and social enterprise development as, currently, they receive limited support by INGOs. According to the Annual report of RGB (2018/2019; p. 71), only 0.5% of the resources of INGOs is dedicated to 'Economy and Investment Management'.

³⁸ Imihigo is the plural Kinyarwanda word of Umuhigo, which means to vow to deliver and was a pre-colonial cultural practice in Rwanda where an individual sets targets or goals to be achieved within a specific period of time. As part of the decentralization process Imihigo, was introduced currently referred to as performance contract.

³⁹ Source: <https://www.wfp.org/countries/rwanda>

⁴⁰ See also: <https://snv.org/country/rwanda>

3.4 QUALITY IN RELATIONSHIPS

The localization discourse is challenging organizations to move from a sub-contracting partner model which is a transactional relationship characterized by power asymmetry, strong donor conditionality and unilateral decision-making to a more genuine, equitable, complementary, and transformational partnership, which supports locally-led responses, sustainable development and system transformation.⁴¹

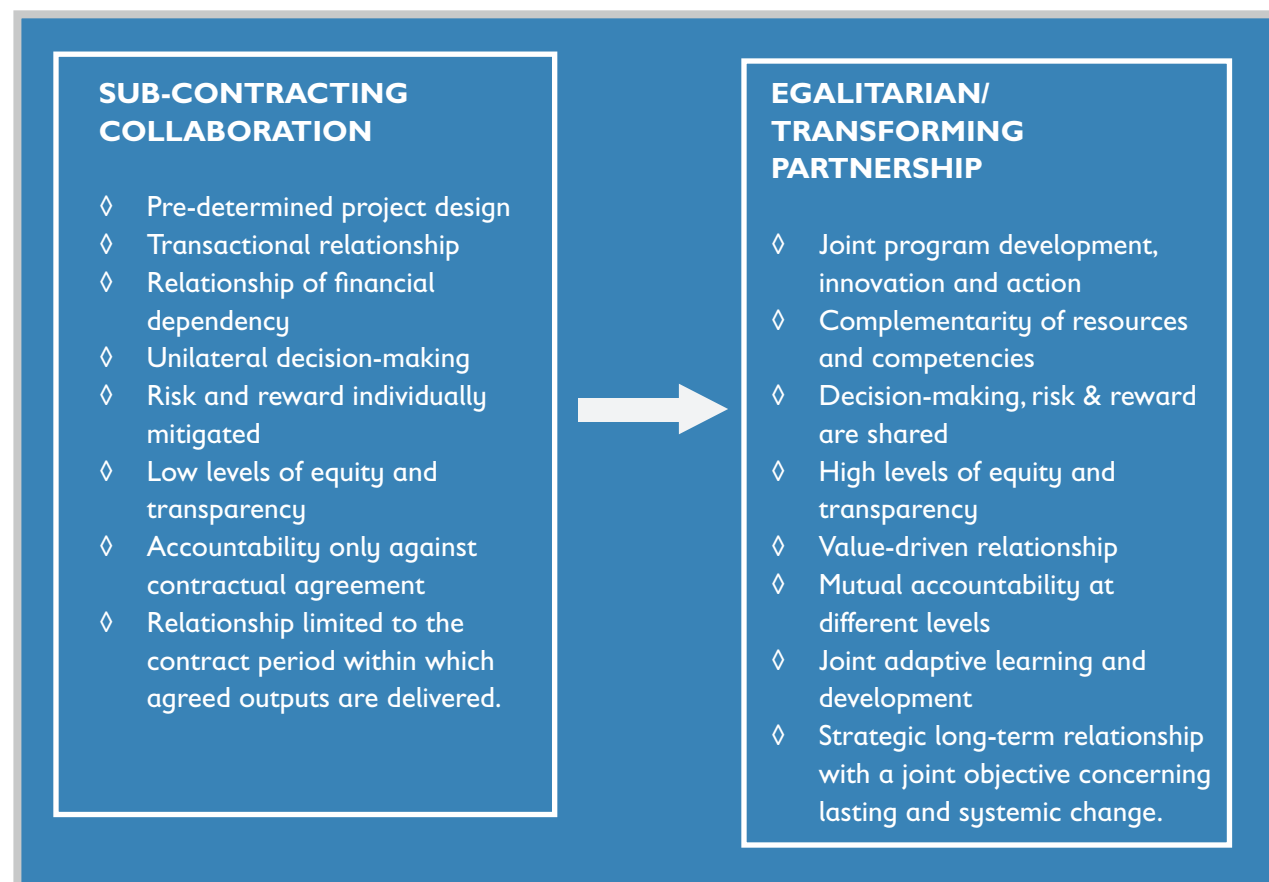


Table 4 Partnership continuum

In a partnership, the quality of relationship is of great significance. Building and maintaining good relationships with at-risk and affected populations as well as local actors, which strive to be

equitable and power-sharing, are very important. In practice, this means that all partners play a role in decision-making and have equitable input in, and influence over, the design and management of joint action, and

take part in reflections, reviews, and learning initiatives. Inherent in the word 'partnership' are ideas of shared responsibility, mutual transparency, and joint accountability⁴².

⁴¹ See also Partnering Initiative: <https://thepartneringinitiative.org/>

⁴² DEPP/Start Network; "Localization in Practice: Emerging Indicators and Practical Recommendations", 2018. <https://disasterpreparedness.ngo/learning/Localization-practice-emerging-indicators-practicalrecommendations/>

Partnerships in Rwanda generally encounter themselves in between the spectrum of sub-contracting and egalitarian partnership models (see Table 5). The partnerships of the Consortium members are leaning towards the egalitarian end. 61% of the respondents of the research survey considerably agreed with the statement that, “local partners are involved in the design of the programmes at the outset and participate in decision-making as equals in influencing programme design and partnership arrangements”. Local partners rated this on average as 3.7 out of 5 and INGOs rated themselves slightly higher (3.9)⁴³. One of the respondents mentioned that, “*The partnership with Save the Children is characterized by mutual respect, no micro management; the communication/feedback between parties is fair, sincere and timely; and there are periodical partnership review meetings with consistently informed improved programming implementation*”. The report produced by Trócaire, on their humanitarian response with Caritas Rwanda, indicates similarly that in general the level

of respect and responsiveness of INGOs towards local actors is relatively high.⁴⁴ Norwegian People’s Aid (NPA) is another example of an international actor that fosters an egalitarian partnership model. NPA sees partnership as a two-way cooperative relationship, sharing the complementary resources of various partners in terms of finance, skills, technology, information, knowledge of particular realities, and thus power – in order to fulfil their objectives related to oppressed social groups. For NPA, partnership is a two-way relationship with commitment from both sides where NPA should adapt to the local context, and respect the partners’ agenda and leading role⁴⁵.

Nevertheless, participants of FGDs and key informants highlighted that there are also international actors who are inclined to the contracting model and work with partners who implement on their behalf. In these cases, there is often a relationship of financial dependency, and ownership

is limited as organizational mandates and priorities take the forefront and limits opportunities for joint decision-making, action, and innovation. This situation could undermine the effectiveness, efficiency, and sustainability of development interventions.

Besides organizational interests, unequal power dynamics and low levels of trust play a significant role in how the partnership relationship plays out in practice⁴⁶. The power of funding is clearly reflected in conflict over overhead costs; these are usually squeezed down the line and the partner organization receives least and cannot negotiate much due to fear of losing its funding. Also, a few examples were mentioned where INGOs abruptly ended the funding agreement without a strong justification besides changes in leadership and potential favoritism in grant allocations. “*It depends on personalities within INGOs if a relationship will be maintained or not. ... There are power dynamics within INGOs – they pick whomever they want.*”

⁴³ Note that 1= totally disagree and 5= totally agree.

⁴⁴ Source: Trócaire; “Localization in Practice: The Humanitarian Response Programme of Caritas Rwanda”, 2018. <https://www.trocaire.org/resources/policyandadvocacy/humanitarian-response-programme-caritas-rwanda>

⁴⁵ NPA, “Citizen Engagement in Public Policy in Rwanda – 20 Lessons learnt from the Public Policy Information, Monitoring and Advocacy Project – 2009/2019”, p. 30 2019. <https://npaid.org/development/where-we-work/rwanda>

⁴⁶ Source: Linda Kelly & Chris Roche; “Partnerships for Effective Development”, Australian Council for International Development, January 2014. https://acfid.asn.au/sites/site.acfid/files/resource_document/Partnerships-for-Effective-Development.pdf

Some organizations are cherished because of their background, such as being Anglophone or Francophone or coming from the same country as the donor.... How is it possible if there are 500 applicants and after 2 days of the closing deadline the grantees have been selected and announced?"

In relation to consulting agencies or contractors managing contracts, their end aim is making profit through the delivery of specific outputs and not necessarily contributing to lasting change. A contractual relationship between the international firm and local organization is prime and focuses on the delivery of agreed targets. Sometimes mentoring of local actors does happen by the contractor, but it is expected that a local actor has the capacity to deliver the component they have been contracted for and therefore the NGO needs to assume all related risks. Not surprisingly, core support or long-term relationship beyond the contracts are not existent in these modalities.

The commitment to localization of aid is specifically a reaction to lack of accountability and related power asymmetries within the sector⁴⁷. Due to the funding relationship international actors have with local partners, there is naturally strong upward accountability from the local partners to the international agency. However, the level of downward accountability and transparency from international actors to local partners and, subsequently, to programme participants is not as natural and systematic. One respondent working with an INGO highlighted that: *"It is challenging for them to measure progress on quality of partnership relations and the added value of the partnership; we don't have the adequate systems to do this"*.

GOOD PRACTICE #3:

Partos- Shift-The-Power-Lab developed the Power Awareness Tool. The tool has been designed to make power imbalances more visible, enabling partners to analyze and reflect on power relations. The assumption is that if partners have a better understanding of the way power works in the partnership, they will be in a better position to work towards shifting power in accordance with their shared principles.

<https://thespindle.org/wp-content/uploads/2020/03/Power-Awareness-Tool.pdf>

Nevertheless, systems are gradually being put in place by several international actors in Rwanda that capture multiple accountabilities, ranging from accountability for partnership outcomes, accountability between partners and accountability for the quality of partnership implementation. For example, Save the Children Rwanda conducts quarterly coordination meetings with partners, and annual project reviews as well as sharing anonymous surveys with their partners to assess the quality of partnership against partnership principles.

A strong example, where local actors are taking the lead to ensure mutual accountability and coordination, is the annual partnership events that Red Cross and Caritas Rwanda organize. All their development partners are invited and jointly review

⁴⁷ Action Aid; "The Localization of Aid in Jordan and Lebanon: Barriers and Opportunities for Women-led Organizations", p. 10. 2019. https://resourcecentre.savethechildren.net/node/16935/pdf/the_localization_of_aid_to_jordan_and_lebanon.pdf

the partnership relationship and outcomes, and coordinate the funding for the upcoming year.

Contracts and agreements between NGOs and INGOs are often focusing primarily on the management of resources in order to ensure donors' conditions are met, without clarifying the joint purpose of the relationship, scope and principles of working in partnership. The

contracts provide limited scope for alternative models of partnership, which are inclusive, equitable, and empowering. Some INGOs in Rwanda have two separate partnership agreements: a financial contract related to the project to be implemented, and a jointly agreed-upon broader MOU or Partnership Charter guiding the partnership/relationship, which is normally being reviewed, on an annual basis.

In conclusion, there is still a shift needed of mind-set, readiness for change, strong commitment, mutual recognition, and trust to change the power relations and achieve equitable partnerships, thereby contributing to effective locally-owned development and humanitarian action, which positively impacts the lives of people.



Familieis get support to help them recover from the effects of natural disasters in Gakenke District.

Credit: Oxfam

Trócaire's response to COVID-19 in Rulindo District.

Photo credit: Trócaire.



IV. FUNDING

4.1 SUMMARY ANALYSIS – FUNDING

The study analyzed different components of localization using the NEAR framework (see Page 19). Table 6 summarizes the key areas of analysis and an indication of progress made by Rwanda concerning 'Funding'. A descriptive analysis is presented in subsequent sections.

KEY INDICATORS		LOCALISATION PROGRESS		
		POOR	MODEST	EXCELLENT
Quantity of Funding	<ul style="list-style-type: none"> » Increase in humanitarian funding to local actors » INGO/UN publish the percentage of funding that they pass to local actors » Increase in the number of funding mechanisms made available to local actors 			
Access to 'direct' funding	<ul style="list-style-type: none"> » Changes in local actors' access to direct funding. » Increase in local actors' direct access to donors 			
Quality of funding	<ul style="list-style-type: none"> » Funding for operating costs including relevant institutional costs » Overhead costs shared equally between local actors and INGOs/UN agencies with no reporting » Adequate funding is provided to meet quality standards » Transparency of financial transactions and budgets with local actors » Flexibility for local actors to make reasonable adjustments during implementation » Availability of multi-year financing » INGOs/UN actively seek to strengthen the financial sustainability of local actors 			
Risk management	<ul style="list-style-type: none"> » Pace of change in organizational culture/reduction of donor barriers to fund local actors » Local actors have robust financial management systems and accounting procedures » Local actors have effective systems in place to mitigate and manage risk 			
TOTAL PROGRESS – FUNDING:				

Table 5 Summary analysis – Funding

4.2 INTRODUCTION

In order for the localization agenda to move from rhetoric and for a real power shift to take place, the issue of resources is central⁴⁸. A core component of the Grand Bargain is to increase direct and quality funding to local responders

along with greater transparency regarding resource transfers to local NGOs. The Grand Bargain signatories committed to predictable, multi-year, un-earmarked, collaborative and flexible funding; an aggregated target of at least 25% of the

funding should go to local and national actors, and greater use of funding tools to increase and improve assistance delivered by these local responders.

4.3 QUANTITY OF FUNDING

The total ODA reported in 2017/18 was 1.1 billion with main donors being World Bank Group, United States and African Development Bank. In 2018/2019, 184 INGOs registered and reported a total budget of 194 million US dollars, an increase of 14%⁴⁹ from the previous year. INGOs typically receive resources from multiple sources, including resources

from their headquarters, bilateral and multilateral development partners, UN agencies, foundations, and other international organizations. While the Charter for Change and the Grand Bargain called for greater transparency around resource flows, there

is no information available on resource transfers from international to local actors, either in the Annual Reports of INGOs or RGB. Nevertheless, the survey conducted as part of this research indicated that

approximately 45% of the annual budget of INGOs goes directly to local partners, with the highest allocation reported as much as 80%.

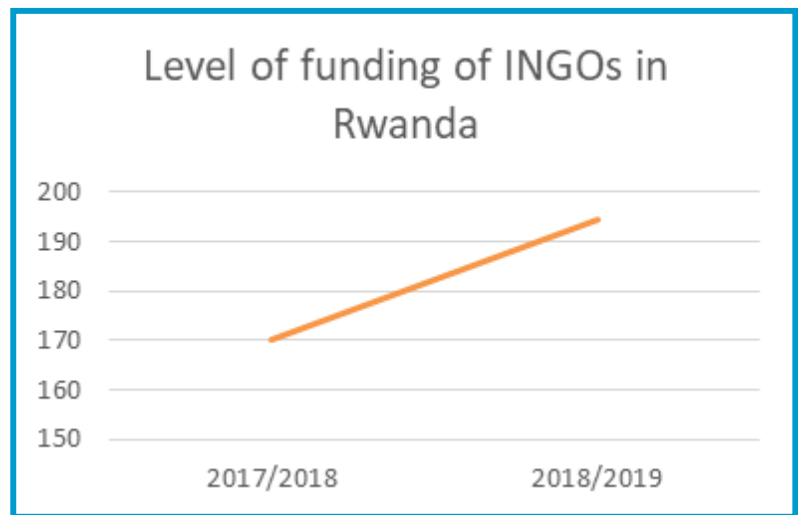


Table 6 Level of funding of INGOs in Rwanda

⁴⁸ Trócaire, "Partnership in Practice: Steps to Localization", p. 11, 2019. https://www.Trócaire.org/sites/default/files/resources/policy/partnership_in_practice_-_steps_to_Localization_web.pdf

⁴⁹ RGB annual report 2017/2018, uses a figure different from the External Development Finance Report (2017/2018); for the purpose of this report the figures of RGB have been used.

On the other hand, NGOs responding to the research survey, confirmed that their main source of funding is grants from INGOs operating in Rwanda, see Table 7. Furthermore, 77% of the NGOs indicated that their annual organizational budget has increased considerably since 2016. However, respondents thought that it was not easy to access direct funding from large donors (EU, DFID, UN agencies etc.)⁵⁰.

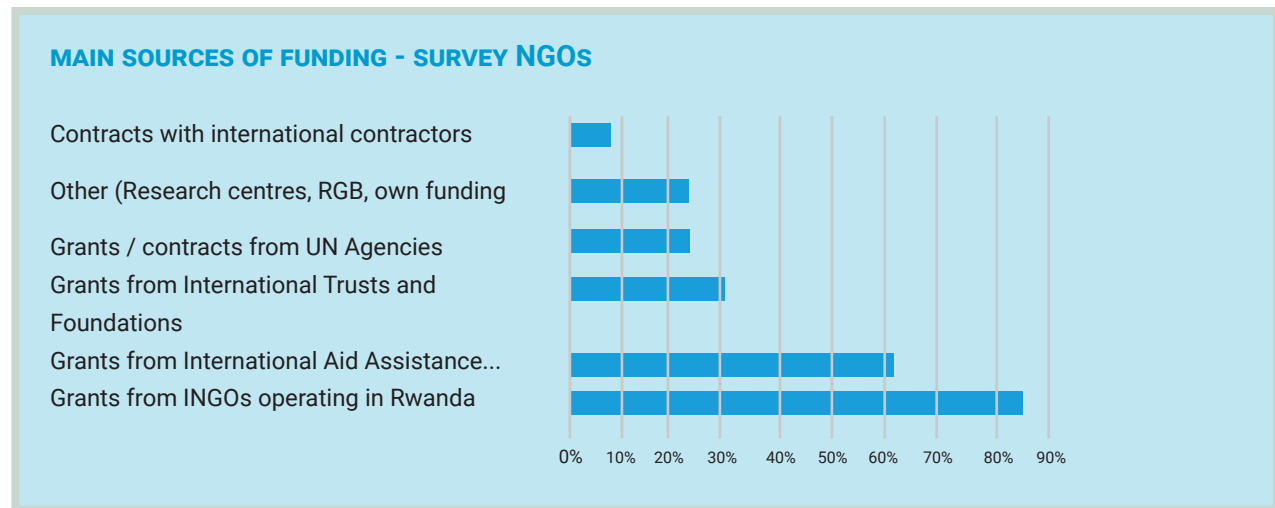


Table 7 Main sources of funding - Survey NGOs

While the main donors in Rwanda, such as World Bank, USAID, European Union and SIDA, do report to International Aid Transparency Initiative (IATI), it is challenging to analyze from submitted data the amount of funding that goes directly or indirectly to local actors. For example, the data provided on USAID's website⁵¹ highlight the top partners for 2019, which are all international. According to explanations by USAID, the largest part of their funding goes to procurement of items, such as school books and medicines, to support government structures and systems. In their view, contractors are often the best option to procure these. However, for certain programmes, such as the Democracy, Human Rights and Governance Programme, multi-stakeholder arrangements with the inclusion of local actors do exist. For example, in the 2016 call for proposals, one out of the 13

GOOD PRACTICE #4:

USAID in Rwanda promotes partnership with local actors by setting favorable conditions to facilitate local actor engagement. For example, a large-scale project on Access to Justice managed by Chemonics (total budget approx. \$7 million/ project period 2018-2021), has the requirement that 50% of the funds will be implemented by local partners. Globally, USAID has a programme called 'Local Works', which promotes locally-led development and innovative operational approaches, which is a great opportunity for the mission in Rwanda to benefit from and operationalize in the future.

<https://www.usaid.gov/rwanda>

⁵⁰ The Likert scale has been used where 1= strongly disagree and 5= strongly agree, the score for this question was 2.5

⁵¹ Source website USAID: <https://explorer.usaid.gov/cd/RWA> (accessed 20/06/2020)

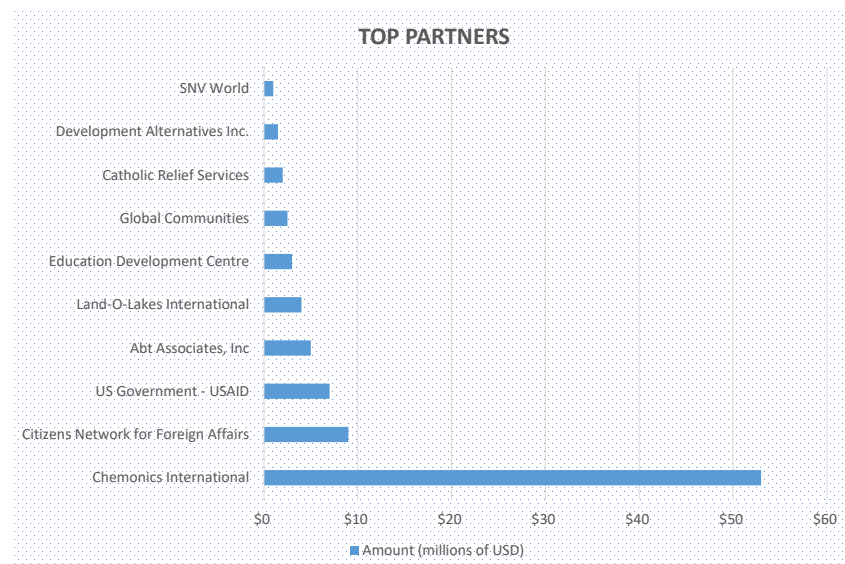


Table 8 USAID's Top Partners in Rwanda

activities (projects) awarded was directly implemented by a local NGO, 3 INGOs with longstanding presence in country and working in partnership with local actors, 1 UN agency working jointly with government and the remaining projects were mainly managed by America-based agencies in partnership with local actors. It is also worth noting that the majority of these last agencies do not have direct presence in Rwanda, which raises questions around the added value they bring to the partnership.

Other development partners provide budgetary and technical support to the Government of Rwanda. Besides this, they have been adjusting grant application criteria with the idea to facilitate access to direct funding

by local partners. However, this has been done with different levels of success and had, so far, only a slight impact on the overall percentage of funding that goes directly to local partners. For example, WFP has corporate guidelines in place to support local actors progressively and, thus, local proposals go automatically to the final selection round. However, despite this fact, 'they are less competitive' and only one out of the seven partners is local. The European Delegation in Rwanda, on the other hand, is supporting the Government of Rwanda with the implementation of the agreed upon Indicative Programme (2014-2020) totaling €460 million EUR, focusing on sustainable energy, sustainable agriculture, and food security.

As per Indicative Programme, an indicative amount of 10 million Euros could be set aside to support civil society organizations, nevertheless the European Delegation confirmed that this has not been done yet by the Ministry of Finance⁵². Therefore, the only funds that civil society can access (in competition with INGOs) are the European Instrument for Democracy and Human Rights (approx. €1 million EUR per year) and the Development Cooperation Instrument – Civil Society Organizations and Local authorities (approx. €3 million EUR per year) which is approximately 5% of the total budget allocation to Rwanda.

During the last round for calls for proposals in 2019, a key informant from the European Delegation indicated that, purposively, the EC delegation adjusted the criteria to favor local actors, including extending timeframes and lowering funding ceilings. As a result, during the last round, four grants were approved for local actors⁵³ whereas the year before, one out of eight grants was awarded to a local NGO. For example, Imbaraga Farmers Organization is the lead agency in the EC-funded Farmers' Voice Project and International Alert the co-applicant.

⁵² European Union - Republic of Rwanda; "National Indicative Programme for the period from 2014 to 2020". https://eeas.europa.eu/delegations/rwanda/38575/nip-period-2014-2020_bs

⁵³ This means less than 2% of the total annual EC funds per year.

The project ensures that CSOs are better equipped to engage farmers and advocate for their rights, strengthens the capacity of District Farmers Networks in representing farmers' interests, and improves coordination between agricultural CSOs for improved influence over natural resources. It was highlighted that local proposals, which have an INGO as a sub-grantee, were assessed better. In this case, the INGO normally assumes a technical support role and occasionally contributes to the co-funding requirement by EC. It should be noted that this financial contribution by local actors is a limiting factor to take the lead and apply directly to the EC, as the majority of NGOs do not generate their own resources to cover this.

A considerable number of large development partners, such as UKAID and USAID, are using the contracting model as the main funding modality. UKAID is supporting Rwanda with an approximate budget of £48 million GBP and is delivering this through 23 active projects⁵⁴. The partnership portfolio of USAID and UKAID is compared in the table below. However, this table does not reflect the percentage of funding managed by the different type of partners.

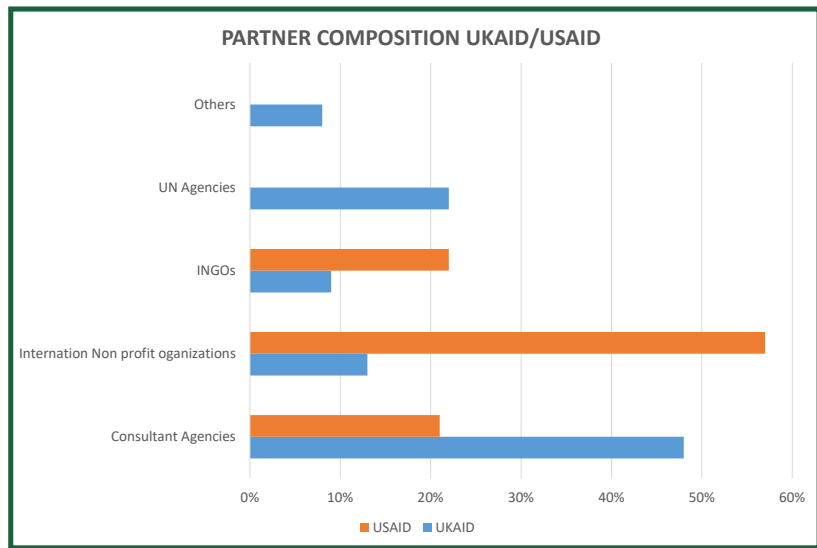


Table 9 Partner composition UKAID/USAID

National NGOs are not being recognized as a supply partner or contractor; however, in several instances, they are grant partners/sub-contractors as is the case with Rwanda Multi-Donor Civil Society Support Programme managed by Palladium. Several research participants expressed concerns about the high pricing and profit margins of international contractors (often more than 50% of the contract value); contractors focus more on transactions and less on generating impact and transformative change. They are also less concerned about sustainability, quality of work, and social capital transfer in support of local actors. A few of the local NGOs who have recently started being part of a contracting consortium

highlighted that the payment by result modality did not form a challenge for them yet as initial targets are set at a low bar and, as such, are easily met without much upfront investment needed. However, this does not mean that there are potential risks of cash flow issues later on in the project. Commonly, small and medium NGOs do not have the capacity to assume the costs to prepare for a competitive tender and assume during implementation potential risks. The contracting model does not uphold the principles of localization as it does not contribute to transferring power to local actors, building social capital and promoting locally-led development.

⁵⁴ Source UKAID Development Tracker: https://devtracker.dfid.gov.uk/countries/RW?_ga=2.185487022.668032991.1591021149-510918117.1591021149

A funding mechanism, specific to Rwanda, targeting civil society actors, is the “Strengthening CSOs for Responsive and Accountable Governance in Rwanda program’ (CSO Program)” initiated in 2013 by the UN. This programme supports the government’s mandate as per Law N°04/2012 governing the organization and functioning of national NGOs in Rwanda, where the Government of Rwanda and national non-governmental organizations may engage in partnership for development and the government shall include in its national budget funds meant for supporting national non-governmental organizations. The main implementing partner of this programme is the Rwanda Governance Board, whereas the United Nations Development Program (UNDP) serves as the lead UN Agency. During the financial year’s reporting period 2018-2019, RGB in collaboration with its partners provided more than \$800k in grants to 33 successful projects selected through a competitive process. The second phase of the programme (2018-2023), with an estimated total budget of U.S. \$6 million, will provide financial support to at least

150 CSOs project proposals in 10 thematic areas in order to strengthen capacities of CSOs in various areas, with a special focus on capacities to mobilize resources and build meaningful partnerships: strengthening engagement of CSOs in policy dialogue and advocacy, and reinforcing a conducive institutional environment to enable CSOs to effectively deliver on their mandates⁵⁵.

A research conducted by Never Again Rwanda, on the role of civil society in enhancing citizen participation, highlighted that, while CSOs commended the government and One United Nations for such grants, there was a feeling among some that the grants go to already healthy organizations, with the number of selected CSOs remaining low due to limited funds. In addition, some argued that in a bid of reducing donor dependency, the funding should come from the Rwandan National Budget. It was also suggested that governmental institutions should collaborate with CSOs to implement selected programmes. Fortunately, this idea was already put into practice with the government’s protection programme where local NGOs

are assuming a monitoring role.⁵⁶

Localization invites local and national NGOs to play a more vital role in development and humanitarian action by having increased funding. Not only does that means receiving more funds from traditional sources of funding, but also through deepening and broadening of the resource base – as the International Council of Voluntary Agencies (ICVA) calls it “from dividing the pie to growing the pie”.⁵⁷ In Rwanda, the government is exploring alternative ways of financing development from which local actors potentially could benefit. For example, the SDG Center for Africa strengthens the capacity of the National Government Bank to be able to mobilize locally and internationally funds in order to achieve sustainable development goals. The funds required are high (\$500 billion) and international development sources are drying up. Therefore, tax systems are further developed, and funds are being attracted from new stakeholders, particularly the private sector, to achieve the targets.

⁵⁵ Source: Annual report RGB 2017-201. http://www.minecofin.gov.rw/fileadmin/templates/documents/Reports/Annual_Economic_Reports_web/AER_FY2017-18_Final.pdf

⁵⁶ Source: Never Again Rwanda; “The Role of Civil Society in Enhancing Citizen Participation in the Governance and Development Processes of Post-Genocide Rwanda”, 2019

⁵⁷ ICVA, “Unpacking Localization”, 2019. <https://reliefweb.int/sites/reliefweb.int/files/resources/Unpacking%20Localization%20ICVA-HLA.pdf>

The SDG Center is also taking the lead in setting up a Green Water Fund through establishing a multi-partnership arrangement, with a blending of financial resources. This fund will enable local actors (e.g. farmer groups, cooperatives etc.,) to significantly expand the use of rainwater harvesting technologies.

The opportunities for private giving are increasing in Rwanda. Traditionally, Red Cross Rwanda and Caritas Rwanda can count on their constituencies to provide donations or make other contributions such as member fees. RGB mentioned that more local foundations, which are generating sources through charitable giving, are being registered (by diaspora as well as locally), to support their own people. Income-generating and fundraising activities could, therefore, be methods of generating additional resources for local organizations. INGOs could share their expertise in relation to fundraising in their home countries.

Even though specific funding mechanisms are available for civil society in Rwanda and, in several instances, criteria have been adjusted for local actors to access direct funding, it still remains difficult for partners to access funding. The reasons behind this include a funding environment where the majority of funding is directly channeled to the Rwandan Government, high level of competition with well-established INGOs as well as local NGOs, not having the ability to mobilize resources required by donor frameworks (matching funds, pre-financing, and payment by result) and donors not meeting the Grand Bargain commitments to increase funding for local actors.

GOOD PRACTICE #5:

The Start Network is made up of more than 40 aid organizations working towards transforming humanitarian action through innovation, fast funding, early action and localization. In 2017, the Start Network has set up a national rapid response pooled fund in Bangladesh, which responds early and fast to under the radar emergencies in Bangladesh.

Local and national NGOs have direct access to the funds which are collectively owned and managed by its members. By Year 4, it will gradually devolve to the Bangladesh level with the aim of it becoming an independent national fund.

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

The research findings showed that some initiatives by INGOs were mentioned to strengthen the fundraising capacities of local actors by enhancing their visibility, fostering relationships between their partners and donors, providing recommendations to donors and delivering training in proposal development and fundraising. Nevertheless, as will be explained in the following chapters, this does not happen broadly or in an extensive manner. Furthermore, it will not challenge the funding strategies of the INGOs, which is needed in order to reduce the local competition with local actors.

4.4 QUALITY OF FUNDING

The Grand Bargain signatories agreed to increase predictable, multi-year, un-earmarked, collaborative and flexible funding. Quality funding also includes adequately covering operating costs and equally sharing overheads.

According to the research findings, multi-year funding grant agreements with the back donor are the norm. On average, the duration of the project is around 2 to 3 years, which is not surprising given the development context in Rwanda. Nevertheless, the multi-year funding commitment is commonly not being passed on to local partners, and annual funding contracts are being signed and renewed every year until the end of the duration of the grant. A representative of one INGO worded it as follows: *“Funding contracts are normally conducted annually and renewed after successful liquidation and reporting of the previous period by the partner. The contract timeline, of course, depends on the donor's conditions as well as the capacity of partners. However, longer-term contracts would be better in order for a local partner to retain staff and provide re-assurance. Annual contracts do not support them in being sustainable. It would be possible though, but, of course, you should still spell out conditions on spending but within a longer framework”*. As referred to in the previous quote, there is often a delay in renewing annual contracts with a NGO and, as a result, there are gaps in administrative costs and staff salaries, besides the risk of losing qualified staff. As international agencies pay better salaries regularly, their staff move to INGOs, thus draining qualified staff of local NGOs.

In relation to supporting core, overhead and indirect costs, the results of the survey indicate that these are covered to a certain extent. Although, as shown in Table 9, NGOs do rate this on average lower than INGOs with the exception of the provision of assets.

GOOD PRACTICE #6:

Caritas Internationalis is a confederation of 165 national Caritas organizations, working in more than 200 countries and territories all over the world, has agreed to joint commitments to strengthen localization and partnership in humanitarian action.

The following commitments relate to funding:

1. Where a national Caritas member is best-placed to access and secure funding to sustain a high quality humanitarian response, other confederation members will refrain from competing for or securing nationally available funding such as pooled funds or funds available from institutional donors present in-country. In addition, confederation members will increasingly collaborate with and support national Caritas members to secure direct funding from institutional donors.
2. Noting the essential requirement of funds to cover indirect costs, promote organizational development, and support long-term programme commitments, the confederation commits to providing at least 5% of the humanitarian funding budget towards coverage of the core/ administrative costs of implementing partners of humanitarian actors in a response. Caritas organizations will advocate internally and externally on the practical necessities of core funding for organizations.

<https://www.caritas.org/wordpress/wp-content/uploads/2019/03/CIPositionOnLocalization.pdf>

	Do the grants you provide to partners include funds for: Core costs (administrative costs for the running of the organization)?		Do the grants you provide to partners include funds for: Indirect costs related to project implementation (e.g. support staff, transportation for field activities etc.)?		Do the grants you provide to partners include funds for: Assets vital for project implementation?		Do the grants you provide to partners include funds for: Organizational strengthening?	
Response	INGOs	NGOs	INGOs	NGOs	INGOs	NGOs	INGOs	NGOs
Yes, Always	58%	42%	67%	62%	33%	62%	50%	23%
Yes, Sometimes	25%	58%	33%	38%	50%	31%	42%	77%
No	17%				17%	8%	8%	

Table 10 Perceived support to core, overhead and indirect costs.

Nevertheless, many of the NGOs stressed that the support to cover core costs and, particularly, to share equally the overheads, is dependent on the willingness of the contract/project holder. “Very few international agencies give institutional support, thus when there is lack of sufficient resources, you have to hire junior staff which has an impact on the capacity to successfully deliver. But nobody wants to hear that... Regarding NICRA of USAID, we are not getting 1%, while this is needed, as some costs are not part of the project. The contracting agency is saying that they are not there to sustain CSOs. Institutional support you have to look at. What remains for the organizations after the project? They even take the laptops and vehicles back! These practices should change in order for CSOs to be strong. I am not sure if this will change easily over time. It needs joint efforts at the

national and global level. We should go where the money is coming from”.

The large and longstanding NGOs in Rwanda did mention that they have ways to generate funds, through renting out parts of their assets (e.g. building, vehicles) or fundraising amongst their constituencies. However, in practice, the majority of the Rwandan NGOs find it challenging to cover all their costs to implement the project and run the organization, which negatively impacts their capacity and organizational development. In addition to the reasons mentioned above, NGOs are possibly selling their services below cost to their international partners. Therefore, NGOs do not often have sufficient unrestricted funds to cover their core costs, manage effectively their risks, promote staff welfare and organizational development, meeting statutory requirements and international standards

or building up a reserve which could be used for lean periods, matching funds, piloting innovative ideas, capturing learning and/or developing alternative business models.

One of the principles of localization is flexibility of funding and adaptive programming in order to ensure that the projects attend to the evolving needs of citizens. Some development partners are considered more flexible than others, particularly SIDA, which has been mentioned and praised several times for their positive and flexible ways of working. Nevertheless, in the context of Rwanda, adaptive programming might be challenging due to the expectations of the government, donors, and civil society. A research participant mentioned that, “the submission of detailed annual actions plans to the government provides you with little flexibility to make any changes to the

project and therefore you have to be prescriptive to your partners too...The operating environment in Rwanda conspires against localization". During the validation session of the report it was also mentioned that INGOs and NGOs are often granted registration for 1 year at a time, which makes it challenging to make multi-year partnership commitments.

It should be noted that development partners also face challenges in accessing un-earmarked funding. For example, WFP receives earmarked funding to support Burundian refugees, but finds it difficult to mobilize resources for refugees from the Democratic Republic of Congo and other countries who have stayed in the camps for a long time. This is increasingly

difficult in the context of other global emergencies. On the other hand, IOM's country office in Rwanda highlighted that normally their operations are very much projectized. However, this is changing with new upcoming policies from their headquarters and it is likely that they will have more core and un-earmarked funding.

4.5 RISK MANAGEMENT

In the context of Rwanda, with a robust aid accountability framework and a strong focus on financial management capacity strengthening, fiduciary risks are kept relatively low. Nonetheless, as previously mentioned, sufficient resources should be available for NGOs to be able to meet higher and more complex standards and to mitigate potential risks. Despite this, many consulted NGOs expressed the feeling that donors and INGOs do not trust them, as they look

more at the fiduciary risks they might potentially face without recognizing NGOs capacity and other risks the local actors are assuming. For example, NGOs assume large operational and financial risks by not having sufficient margins on their budgets to meet unforeseen costs or delays. Practices by international actors can exacerbate cash flow problems to NGOs due to delays in renewal of annual contracts or the use of payment on result modalities, which can potentially

result in NGOs in resorting to bad accounting practices as a negative coping mechanism⁵⁸.

It is important that fiduciary, operational, and reputational risks are equally shared amongst partners. It is recommended that joint risk assessment and mitigation measures are being carried out, that a capacity building approach to risk management in partnerships is taking place and ethical duty of care is being practiced by international agencies.⁵⁹

⁵⁸ Source: Interaction/Humanitarian outcomes; "NGOs & Risks – Managing Uncertainty in Local-International Partnerships", p. 35, 2019. https://reliefweb.int/sites/reliefweb.int/files/resources/190227_InterAction_NGORisksII_CaseStudies_FINAL_FORWEB.pdf

⁵⁹ Source: Interaction/Humanitarian outcomes; "NGOs & Risks – Managing Uncertainty in Local-International Partnerships", p. 40, 2019. https://reliefweb.int/sites/reliefweb.int/files/resources/190227_InterAction_NGORisksII_CaseStudies_FINAL_FORWEB.pdf



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WHATEVER
IT TAKES

Stanislas Iriboneye, a graduate of the Graduation programme, implemented by Concern Worldwide in Rusatira Setcor in Huye district (Photo credit: CONCERN WORLDWIDE / Robyn Watt)

Save the Children through their book development work and community reading programs has greatly expanded the number of Kinyrwanda children's books available in Rwanda- from just a handful to more than 1,000 different titles.

Photo credit: Save The Children



V. CAPACITY STRENGTHENING

5.1 SUMMARY ANALYSIS – CAPACITY STRENGTHENING

The study analyzed different components of localization using the NEAR framework (see Page 19). The table below summarizes the key areas of analysis and an indication of progress made by Rwanda concerning 'Capacity strengthening'. A descriptive analysis is provided in subsequent sections.

KEY INDICATORS		LOCALISATION PROGRESS		
		POOR	MODEST	EXCELLENT
Capacity Strengthening	<ul style="list-style-type: none"> » Capacity-strengthening efforts are purpose and need-driven, and combines organizational development with improving technical competences to meet quality standards. » Capacity assessments are routinely used and there is evidence of efforts to harmonize capacity assessment approaches across the sector. » Support for capacity development by INGO/UN is coordinated, and the results are cumulative. » Capacity-strengthening initiatives have clear MEAL frameworks in place. » Strategies and resources are put in place to sustain human capacity built. » A shared understanding between INGO/UN and Rwandan actors that successful organizational development will result in a change in relationships and greater autonomy. 			
TOTAL PROGRESS – CAPACITY STRENGTHENING				

Table 11 Summary analysis – Capacity strengthening

5.2 INTRODUCTION

Central to the achievement of localization is empowering local actors into effective and resilient organizations who are playing a leading role in crisis anticipation, response, recovery, and sustainable development. Long-term strategic partnerships that build the organizational capacity of local actors as well as providing realistic levels of overhead costs are fundamental to this.

5.3 CAPACITY STRENGTHENING SUPPORT

5.3.1 Focus of Capacity Strengthening Support

Consulted NGOs did largely agree with the statement that grants/contracts/funding agencies support capacity strengthening of their organizations⁶⁰. According to the consulted INGOs, approximately 5% of their budget goes towards capacity development of their partners.

Table 12 shows that the main focus of capacity strengthening is a mix of organizational development and strengthening of competencies with regard to programme management and implementation. However, less than 30% of the research participants mentioned that institutional funding/fundraising; Monitoring, Evaluation, Accountability and Learning (MEAL) and Human Resource Management formed part of the capacity strengthening initiatives received, while NGOs expressed these as priority areas for

capacity development. This discrepancy can be explained by the situation that international partners define what capacity is which leads to unequal power dynamics and narrow definitions of capacity. International development actors often prioritize strengthening the capacity of their partners in areas the NGOs are expected to deliver on in the short-term rather than the long-term needs of these local organizations.

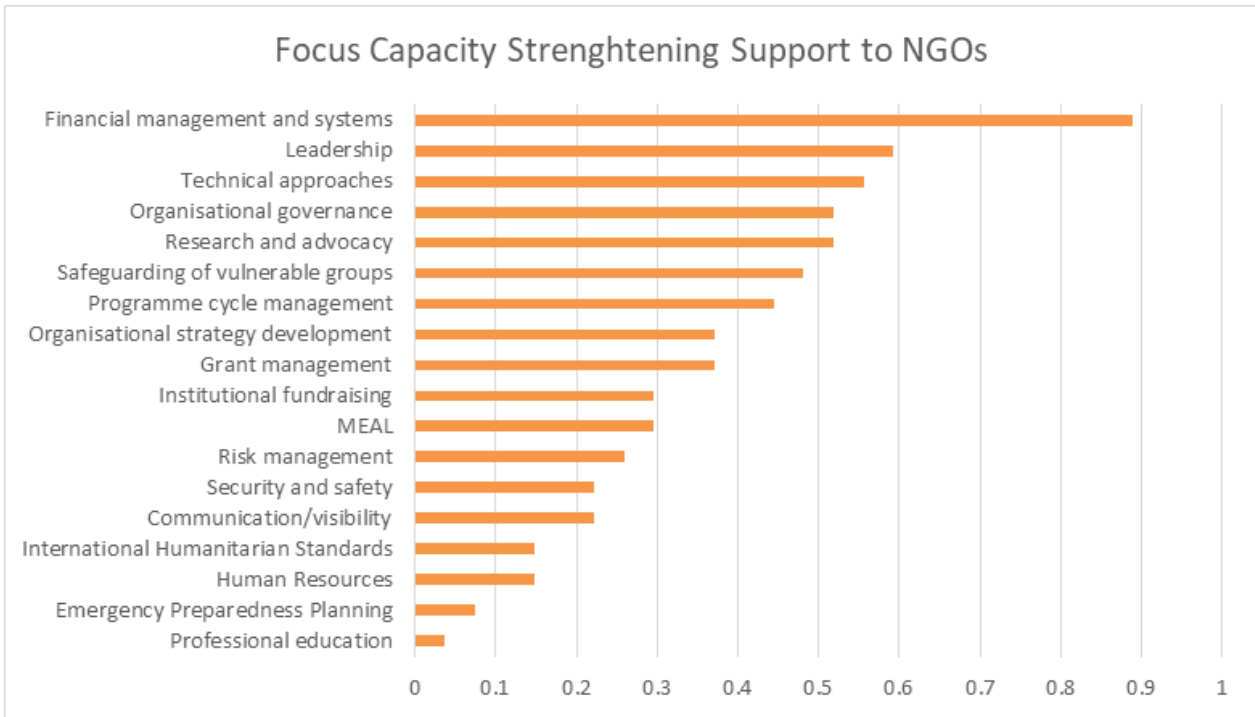


Table 12 Focus capacity strengthening support to NGOs

⁶⁰ The Likert scale has been used where 1= strongly disagree and 5= strongly agree, the score for this statement was 3.7.

5.3.2 Capacity Assessments and Plans

All international actors conduct in-depth financial due diligence assessments of their partners. These are often combined with organizational capacity assessments. The way the assessments are performed differs as some approaches are more participatory than others. The assessment is normally followed by the development of a capacity-strengthening plan. INGOs capacity development efforts in support of this plan are highly appreciated by their partners, particularly the development of institutional policies and systems, as meeting international standards will also increase the likelihood to access more donor funding and thereby their social impact. However, with regard to the capacity-strengthening plan, it is not always clear who holds the ownership of this plan; how the capacity gaps will be addressed in coordination with the multiple development partners the NGO might have; and how the capacity development outcomes will be assessed over time.

5.3.3 Capacity Strengthening Process – Strengths and Weaknesses

5.3.3.1 Alternative Capacity Strengthening Approaches

It was highlighted that capacity strengthening should be a sustained and locally-owned process and that, from practical experience, a combination of focused learning events with longer-term periodic accompaniment and mentoring tailored to the needs of the NGO works best. Some interesting alternative approaches to capacity strengthening are being piloted in Rwanda; for example, IOM is engaging diaspora to strengthen capacity in the Technical and Vocational Education and Training (TVET), and medical sector and Voluntary Service Overseas (VSO) is using local and international volunteers as a vehicle to strengthen sexual and reproductive health and inclusive education. Moreover, umbrella civil society organizations, such as Rwanda Civil Society Platform and “Conseil de Concertations des Organisations d'Appui aux Initiatives de Base” (CCOAIB), are facilitating learning initiatives for their

members. CCOAIB is developing a one-stop digital platform for Rwandan CSOs to share practical information, interact and plan joint initiatives as well as capturing the achievements and successful approaches used. It should also be noted that many of the donors and international agencies work directly with the government and strengthen their capacity at the national and local level. For instance, UNHCR is supporting the government of Rwanda to define the refugee determination status, which was particularly relevant as there was no related commission or asylum law in place.

5.3.3.2 Recognition of Capacities

Although a considerable amount of investment is being made in capacity strengthening of Rwandan Civil Society, in general, local capacity is perceived as facing challenges. There are different potential reasons behind this and the right explanation is probably a mix of these. First, existent capacities and competencies of NGOs are not adequately recognized by the international actors. INGOs often focus on the weaknesses, potential fiduciary risks and their own needs and requirements. They do not often acknowledge diversity and complexity of capacity

strengthening needs as well as understanding the context in which local actors operate⁶¹.

One of the research participants highlighted this lack of recognition of NGO's capacity as well as the role international actors play, explaining that: *"INGOs forget what the elements contributing to local capacity of civil society are. What did INGOs bring all this time? The capacity they have is money, they can hire a consultant. We all need support from somewhere, but it does not mean that you lack capacity"*.

It has been suggested that all actors (both local and international) should conduct their own organizational capacity assessments without influence from others. These assessment should be reciprocal and shared amongst partners as this will highlight what each can contribute, what capacity-development opportunities the collaboration brings for each, where the collaboration as a whole has relevant 'capacity gaps', and how this will be addressed. Of course, this requires a willingness to have an honest and realistic perspective on the actual capacities an

organization has in a given operating environment⁶².

Recognizing capacities of partners also implies that roles should change as well as the support provided. This can also include exiting a partnership if it is no more bringing the expected benefits based on their comparative advantage. It is important for each partnership that there is clarity in purpose, expectations, and targets of the partnership as well as a clear exit strategy. Nevertheless, this is not always the case and roles do limitedly change.

5.3.3.3 Coordination of Capacity Strengthening Support

Conducted interviews and the survey unanimously highlighted that coordination amongst international actors is weak in relation to technical/financial support provided to Rwandan actors⁶³. As a result, capacity strengthening efforts are not cumulative. The due diligence and organizational assessments are conducted multiple times by different international

agencies, and local partners are being overburdened by this. Assessment outcomes should ideally be shared with the authorization of the partner and inform a general capacity mapping exercise. Also, duplication of capacity strengthening efforts exists; however, some local organizations took advantage of this by training more of their staff.

One of the research respondents explained that, "Limited coordination exists amongst INGOs with regard to capacity-strengthening efforts of partners that they have in common. This is because of donor dynamics, each project has its own funds; we are not focusing on what partners do with other donors/ INGOs. One of our partners was working with another INGO on a similar topic and receiving funds from the same back-donor.

The donor asked us to work together, and a MOU amongst the two INGOS was developed to coordinate the intervention in order to align engagement and harmonize inputs to the partner but this was very challenging.

⁶¹ Source: Barbelet, V. et al; "Local Humanitarian Action in the Democratic Republic of Congo – Capacity and Complementarity", Humanitarian Policy Group, 2019. <https://www.odi.org/sites/odi.org.uk/files/resource-documents/12626.pdf>

⁶² Source: Disasters and Emergencies Preparedness Programme, "Localization in Practice - Emerging Indicators and Practical Recommendations", 2018. https://www.preventionweb.net/files/59895_localisationinpracticefullreportv4.pdf

⁶³In relation to the statement: "Does coordination exist amongst international actors to ensure complementarity of technical/financial support provided to national/ local partners?", respondents rated in average 2.6 on a scale of 1-5, where 5 is fully agree and 1 totally disagree.

GOOD PRACTICE #7:

The Start Network is developing a tiered due diligence framework that moves away from a 'pass/fail' model in favor of a more 'risk-based' model. The tiered model takes into account the diversity of organizations that operate in the humanitarian space, including frontline responders which might not meet the most rigorous compliance standards. It also aims to address the systemic inefficiencies in the aid sector by promoting the adoption of a universal due diligence standard. A 'passportable' framework will reduce duplication by undergoing only one standardized assessment that can be recognized by multiple actors, instead of undergoing multiple assessments for every donor or partner you work with.

<https://startnetwork.org/localization>

one of the sectoral working groups⁶⁴ raised their concerns regarding the capacity of NGOs after which it was taken up at the Development Partner Coordination mechanism. The formulation process of the local CSOs capacity development plan is another opportunity to foster increased coordination, collaboration, and shared learning amongst all actors supporting civil society development. This plan is currently being developed by the Rwanda Civil Society Platform with support from the UNDP and the Ministry of Finance and Economic Planning (MINECOFIN).

We shared the organizational assessment we have conducted and agreed what to focus on in capacity building. However, there were contradictions; for example, one organization was saying they were doing well in a particular area as opposed to other areas. INGOs have different tools, different requirements, and different things to look at. They tried to harmonize the assessment tools but this was easy to do, as they have different

mandates and at the end they kept their own tools. Similarly, for reporting templates, we could not align this as back offices have different information interests.

There are different structures and spaces where the issue of coordination in relation to civil society capacity strengthening could and have been taken up. For example, an informant mentioned that

In addition, INGOs should look inwards, sharing good practices, coming to a joint understanding what processes of capacity strengthening means for them, what their added value could be, and how coordination can be improved. One of the respondents mentioned that it is the right momentum as INGOs do increasingly see the importance of working together because donors are requesting

⁶⁴ NGOs, INGOs, Government department and other actors do attend these sector meetings.

them to do this.

5.3.3.4 Commitment to Civil Society Capacity Development

The issue of capacity development is also a chicken and egg situation. For example, many INGOs and UN agencies have the policy that they do not strengthen the capacity of organizations they do not work with and, at the same time, they do not fund an organization that does not have the required capacity. In order to solve this situation, INGOs and UN agencies should purposely take a certain level of risk and support a process that will generate trust within the partnership through providing smaller grants to new partners and strengthening the organizational capacity at the same time. One of the lessons learned of a recent large civil society capacity strengthening programme implemented by one of the development partners in Rwanda is that in order for the programme to be more successful, the capacity building component should have been accompanied with a grant-making mechanism where the NGOs can put in practice what they have learned.

5.3.3.5 Quality of Capacity Strengthening Support

Another element contributing to weak civil society capacity development is that capacity-strengthening approaches are often not systematic and systemic enough—meaning a structured sequential process is not being followed addressing different capacity-strengthening needs at the individual and organizational level as well as within the wider environment. NPA highlights the importance

of providing support that goes beyond individuals and reaches out to the whole organization as one of the lessons learned from their 10-year Public Policy Information, Monitoring and Advocacy Project⁶⁵. Systems will largely stay unaffected, even if staff departs.

Furthermore, INGOs do not necessarily have the adequate skillsets, approaches and/or resources to foster learning and development. Working in partnership and developing social capital are not an effortless matter. One cannot assume that if they are an expert in humanitarian

GOOD PRACTICE #8:

Save the Children in Rwanda uses a tailored capacity strengthening approach. Partners are categorized in three groups, the first category are new partnerships and capacity strengthening support focuses on the successful implementation of the project. The second type are strategic partners which will be supported to improve on key areas to carry out their mandate successfully. Lastly, capacity strengthening support is focusing on networks and platforms engaged in advocacy by ensuring that the organization is being heard and exercises legitimacy. Facilitating exposure and linkages with wider networks and strengthen capacity in policy analysis is hereby key.

<https://rwanda.savethechildren.net/>

⁶⁵ NPA, "Citizen Engagement in Public Policy in Rwanda – 20 Lessons Learnt from the Public Policy Information, Monitoring and Advocacy Project – 2009/2019. P. 32, 2019. <https://npaid.org/development/where-we-work/rwanda>

operations, they necessarily have the required skillset required to be good trainers or mentors⁶⁶. A one-size fits all approach for all partners is often used; however, from a risk, programme quality and institutional capacity perspective, partners are very diverse and, thus, strategies should be adjusted accordingly, which makes capacity strengthening rather difficult. We should be careful in not using a blueprint model for capacity development and having the desire to alter the mandate of community-based organizations, faith-based organizations and CSOs and turning them all into INGOs. Hereby, we would lose the needed diversity and complementarities to provide aid and to promote resilience and sustainability.

As previously mentioned, capacity strengthening should be a two-way process, combining traditional training events with capacity strengthening methodologies focusing on 'learning by sharing as well as doing' are more successful (mentoring, accompaniment, secondment, peer-to-peer learning, exchanges, etc.). A few of the consulted INGOs

mentioned that limited funding for capacity strengthening also impacted the quality of the capacity-strengthening initiative and that they often have to rely on their unrestricted resources to achieve this. Furthermore, not all capacity-strengthening frameworks have a MEAL framework in place to assess progress made in achieving its objectives. As the Disasters and Emergencies Preparedness Programme (DEPP) mentioned in their report: capacity strengthening should be treated as any other project or strategic objective: with clear objectives, with proper progress monitoring and dedicated evaluation attention.⁶⁷

5.3.3.6 Sustaining Capacity Building

Finally, capacity building is being eroded because there is not an enabling environment which sustains capacity within civil society. As mentioned before, NGOs are facing challenges in retaining staff due to limited or unpredictability in funding, particularly fund staffing and core costs, as well as not being able to compete in salaries with international agencies and other sectors. Thus, their best staff, being hired away, impacts stability of tenure and programme delivery.



Stanislas Iriboneye, a graduate of the Graduation programme, implemented by Concern Worldwide in Rusatira Setcor in Huye district (Photo credit: CONCERN WORLDWIDE / Robyn Watt)

CONCERN
worldwide

⁶⁶ Source: Schmalenbach, C.; "Pathways to Localization - A Framework Towards Locally-Led Humanitarian Response in Partnership-Based Action", p. 36, 2019. https://reliefweb.int/sites/reliefweb.int/files/resources/Pathways%20to%20Localization_report_oct2019_0.pdf

⁶⁷Source: Disasters and Emergencies Preparedness Programme, "Localization in Practice - Emerging Indicators and Practical Recommendations", p. 38, 2018. <https://disasterpreparedness.ngo/learning/Localization-practice-emerging-indicators-practicalrecommendations>

The Executive Secretaries of ARCT Ruhuka and Duterimbere participating in Localisation case study launch on 26th February 2019. Photo credit: Trócaire.



VI. VOICE AND INFLUENCE

6.1 SUMMARY ANALYSIS – VOICE AND INFLUENCE

The study analyzed different components of localization by using the NEAR framework (see Page 19). The table below summarizes the key areas of analysis and an indication of progress made by Rwanda concerning 'Voice and Influence'. Descriptive analysis is presented in subsequent sections.

KEY INDICATORS		LOCALISATION PROGRESS		
		POOR	MODEST	EXCELLENT
Coordination and collaboration	<ul style="list-style-type: none"> » Local actors are active members of the Refugee Coordination Model and are represented in the Refugee Coordination Meetings. » Local actors are active members of the Development Forums at different levels (DPM, DPR, and JAFD) and are represented in the Development Partners Coordination Group. » Humanitarian and development action is delivered in a way that is both collaborative and complimentary (i.e. based on an analysis of the specific strengths/weaknesses of different humanitarian actors). » Existence of strategies linking humanitarian response and development interventions which recognize the leadership of government and local actors. 			
Influence in policy, advocacy and standard-setting	<ul style="list-style-type: none"> » Civil society plays a lead role in national advocacy. » Civil society influences donor priorities in-country including programme design and implementation. » Local stakeholders can effectively input into government policy, planning and standard setting. 			
Visibility in reporting and communications	<ul style="list-style-type: none"> » Local actors play a vital role in communicating national humanitarian issues both nationally and internationally. » Recognition of the role of local actors/partners, and credit for local design and implementation of programming in INGO/UN reporting. » Promotion of local actors for their role in humanitarian and development action to the international and national media. 			

Participation of communities	<ul style="list-style-type: none"> » Affected people are actively involved in assessment of needs, and have a say in how assistance is prioritized, the nature and quality of the assistance and the identification of beneficiaries. » Affected people have information about the implementing agency, the principles it adheres to, and have a good knowledge of what the programme is seeking to achieve and whom it will benefit. » Affected people are actively asked for feedback during and after the assistance provision and have a means of making suggestions or providing feedback. 			
TOTAL PROGRESS – VOICE AND INFLUENCE				

Table 13 Summary analysis - Voice and influence

6.2 INTRODUCTION

If the commitments under the localization agenda are to be successful, it is critical that local actors have presence and influence at the table where decisions are taken. Local actors must be recognized as legitimate

and equal stakeholders in such processes, and sectoral policies and procedures should facilitate local organizations to take a leadership role in humanitarian and development action. Commitments made as

part of the Grand Bargain are focusing on supporting existent coordination mechanisms and ensuring active participation, influence, and visibility of local actors in these spaces.

6.3 COORDINATION AND COLLABORATION

In order to both facilitate and support the implementation of the commitments made in Busan, Accra, Paris, and, before that, in Rome, the Government of Rwanda set up an Aid Coordination Framework with the introduction of Rwanda Aid Policy (2009)⁶⁸.

The framework consists of Sector Working Groups and other fora such as the Development Partner Retreat, which are overseen by the Development Partners Coordination Group. In all the spaces, civil society is being represented and takes part in

the Sector Working Groups in which relevant lead ministry and lead donor agency meet with all stakeholders to discuss sector and cross-sector planning and prioritization according to strategic plans and development programs and ensure complementarity.

⁶⁸ Source: Republic of Rwanda; "Rwanda Aid Policy", 2009. See also for more information: <http://www.devpartners.gov.rw/>

Also, at the district level, a multi-stakeholder platform was established in 2007 (Joint Action Development Forum – JADF) to facilitate and promote participatory development planning, mutual accountability and effective service delivery by the public sector, private sector, local and international NGOs, faith-based organizations and other development partners. Thus, the Government of Rwanda has put in place clear mechanisms to promote dialogue, coordination, information exchange, planning and mutual accountability, where different government agencies such as RGB and MINECOFIN are assuming a strong regulatory role.

The government applies a strong ownership approach by setting out clear priorities and principles of development aid, as well as engaging directly on the expected inputs and outputs of cooperation. Therefore, alignment to the country's priorities by development partners, including international and local NGOs, is high (83%)⁶⁹.

According to the Global Partnership for Effective Development Co-operation (GPECD), government

representatives reported the enabling environment for civil society organizations as extensive, moderate by civil society partners and moderate by development partners. Another survey by Transparency International Rwanda revealed a high frequency of cooperation between CSOs and government institutions, which stands at 70%. However, the same report highlighted that the engagement is mostly limited to information exchange and does not translate into genuine cooperation⁷⁰. Several research participants mentioned that the majority of the organizations do not actively attend the different platforms and that coordination could be further strengthened for increased impact.

NGOs are often members of different umbrella organizations and overarching civil society platforms; likewise INGOs are organized into a network. Coordination and collaboration amongst INGO network members focus primarily on developing a common voice through established working groups to influence policies and institutional practices and/or take action to overcome certain operational challenges. These spaces are less centered on

recognizing each other's work and explore potential ways of cooperation and collaboration for enhanced synergy and impact. For example, it seems there is no engagement in establishing a joint perspective in relation to civil society capacity development and partnership approaches. Neither there are ongoing discussions on how to align project management tools (e.g. reporting templates) and minimum standards for grant management and programme implementation.

With regard to umbrella organizations, the report of "Never Again Rwanda" mentions⁷¹ that due to financial constraints these platforms are losing their original role of representation, coordination and advocacy, and are often becoming more independent from their member organizations, while at the same time they are more involved in project implementation. In addition, coordination between the international and local networks on common interest issues has been limited. Coordination between international actors and local NGOs principally takes place at project level, which once again demonstrates that the

⁶⁹ Source: GPECD report; <https://effectivecooperation.org/wp-content/uploads/2019/07/Rwanda-online.pdf?s>

⁷⁰ Source: Transparency International Rwanda; "Rwanda Civil Society Development Barometer", p. 59, 2015. <http://rgb.rw/publications/rwanda-civil-society-barometer/>

⁷¹Source: Never Again Rwanda; "The Role of Civil Society in Enhancing Citizen Participation in the Governance and Development Processes of Post-Genocide Rwanda", p. 61, 2019. <http://neveragainrwanda.org/wp-content/uploads/2017/08/CSO-Research-Design-Booklet-May-22.pdf>

relationship is funding-oriented and less strategic to collaborate jointly as actors for development and policy engagement.

In relation to the Refugee Coordination Model, local NGOs are limitedly represented and do not actively participate in the Refugee Coordination meetings, despite being invited to attend. Likewise, during the process of developing the Rwanda Country Refugee Plan and the Strategic Plan for Refugee Inclusion, participation was limited with only two NGOs taking part.

Regarding the existence of strategies to link humanitarian response and development interventions that recognize the leadership of government and local actors, it can be mentioned that the government developed a strategic plan for refugee inclusion⁷², which implements some of the government's commitments of refugee inclusion and self-reliance through access to livelihoods, education, identity documents, and health insurance. To support this strategy, the Government of Rwanda successfully applied to the World Bank with a project worth U.S. \$60 million to fund

projects that would support refugee integration as well as giving back to refugee hosting communities⁷³. In order to bridge the humanitarian-development gap and bring refugees to the front and center into the development agenda, UNHCR and UNDP have made efforts to consolidate interventions through joint programming. They seek to build on existing programmes such as in youth entrepreneurship, environmental capacity, and land management.

6.4 INFLUENCE

Local actors providing humanitarian assistance in Rwanda scarcely engage in advocacy in order to amplify the voices of the people in need and to ensure that responses are appropriate and international humanitarian principles and standards are respected. As mentioned earlier, small numbers of NGOs took part in the processes of designing different refugee frameworks. Also, not a great degree of leadership has been demonstrated by

GOOD PRACTICE #9:

NPA has been strengthening the engagement of Rwandan CSOs and citizens in public affairs through the 'Public Information, Monitoring and Advocacy Project' since 2009. The project focused on building the capacity of CSOs and their networks to engage in policy influencing at different level and to empower citizens to share their views on local and national policy priorities and contribute to budget processes through innovations such as the Community Score Card, Citizens' alternative budget and Rwanda Bribery Index.

<https://www.npaid.org/development/where-we-work/rwanda>

⁷² See for more information: http://minema.gov.rw/fileadmin/user_upload/STRATEGIC_PLAN_FOR_REFUGEE_INCLUSION_2019-2024.pdf

⁷³ Source: http://www.minecofin.gov.rw/index.php?id=12&tx_ttnews%5Btt_news%5D=721&cHash=b64fc5841deafa5c51a22c0a19441689 Rwanda", p. 61, 2019. <http://neveragainrwanda.org/wp-content/uploads/2017/08/CSO-Research-Design-Booklet-May-22.pdf>

local actors to push forward international humanitarian commitments and standards such as the localization agenda. In general, humanitarian actors prefer to focus on providing direct relief through services delivery and foresee a smaller role for themselves in advocacy.

On the other hand, the majority of local development actors do state that they focus on shaping public policy and holding duty-bearers to account⁷⁴. However, different studies conducted highlight that the majority of CSOs are not effective in voicing the concerns of the voiceless by promoting citizens participation. In practice, it seems that their core area of intervention is direct service delivery. Different reasons provided for this are the lack of sufficient resources to conduct quality advocacy (quality evidence and lengthy timeframes are required for successful advocacy), limited cooperation amongst CSOs, advocacy being considered risky and a reactive rather than proactive civil society emerging as a side effect of a 'strong' and 'resilient' government.⁷⁵ Regarding this aspect, government does invite

civil society to provide inputs into government policy and planning; however, the Never Again Rwanda study on the role of civil society in enhancing citizen participation showed that only a few CSOs act as 'policy agenda setters'⁷⁶.

One of the respondents mentioned that: *"In Rwanda, there is not a shortage of space. As per NGO law, legally there is space to which CSOs are entitled. However, the issue is what you bring to this space. Capacity and resources are needed to conduct research, because if you have strong arguments, government officials will listen. For example, MINAGRI accepted six out of the eight recommendations made by civil society concerning the national extension strategy. Nevertheless, the funds that donors often invest in research is too small, covering only a couple of districts and, as a result, that research findings will not be accepted by the government as they say it is not representative"*.

At the local level, the JADF is the principal space for interactions between CSOs and district authorities. However, as this is a planning and coordination forum,

not an influencing one, it does not seem to serve an advocacy purpose. The Rwanda Citizen's Barometer published by Transparency in 2015 highlighted that only over one third of CSOs engage with authorities at the local level directly and, thus, it seems that advocacy at this level is also minimal⁷⁷.

As mentioned earlier, the Rwandan government takes leadership in the process of setting development priorities and ensures that donor priorities are being aligned. Therefore, there is no direct engagement between civil society and donors, which provides the opportunity to influence donors' priorities, programme design and implementation. A representative of a local NGO provided the following views: *"There should be a more increased participation of small initiatives in planning national strategies since they are always forgotten in the mainstream development. Taking an example of our organization for children and youth with disabilities, there are a number of needs that remain untouched, yet disability inclusion has become a global agenda"*.

⁷⁴ 80% of the respondents of the research survey indicated that they focus on advocacy.

⁷⁵ Source: Never Again Rwanda; "The Role of Civil Society in Enhancing Citizen Participation in the Governance and Development Processes of Post-Genocide Rwanda", 2019. <http://neveragainrwanda.org/wp-content/uploads/2017/08/CSO-Research-Design-Booklet-May-22.pdf>

⁷⁶ Referenced report can be accessed here: <http://neveragainrwanda.org/wp-content/uploads/2017/08/CSO-Research-Design-Booklet-May-22.pdf>

⁷⁷ Source: Transparency International Rwanda; 'Rwanda Civil Society Development Barometer', 2015. <http://rgb.rw/publications/rwanda-civil-society-barometer/>

6.5 VISIBILITY

The eighth commitment of the Charter for Change involves communication to the media and the public regarding partners⁷⁸. It states that in any communication to the media or to the public, the role of local actors will be promoted and the work that they carry out will be acknowledged. The actors will also be included as spokespersons when security considerations permit. This commitment is intrinsically linked to Core Humanitarian Standard 4 on communication, participation, and feedback and indicates that external communications, including those used for fundraising, are accurate, ethical and respectful, presenting communities and people affected by crises as dignified human beings.

In the survey conducted with INGOs, 64% of the agencies agreed⁷⁹ with the statement that “my organization promotes the role of national and local actors and acknowledges the work that they carry out in any communication to the international and national media and to the public”.

Nevertheless, during the focus group discussion with local NGOs, participants agreed that their work is not sufficiently being recognized by their international partners. In order to analyze this further, we looked at the websites of a sample of donors, UN agencies, INGOs and contractors operating in Rwanda in order to have an impression as to what extent these actors refer to their partners when providing an overview of their work in Rwanda. As shown in Table 14, the extent to which this happens is very low. Some of the agencies provided a list of their partners, while others, when describing their different programmes, referred to the responsible partners. Nevertheless, none of the international actors consistently or deliberately promoted the role that

partners play neither the added value that each brings to the partnership. Although there are different communication or media formats besides websites, it still appears that partners are limitedly being profiled. The reasons behind this are diverse. There might be an apparent tension between the commitment and the marketing and brand positioning needs of the international actor for fundraising purposes. In addition, communication teams are often based in the home country of the international actor and do not always have a comprehensive understanding of what working in partnership means, and supportive communication guidelines are often not available to clarify this aspect more broadly.

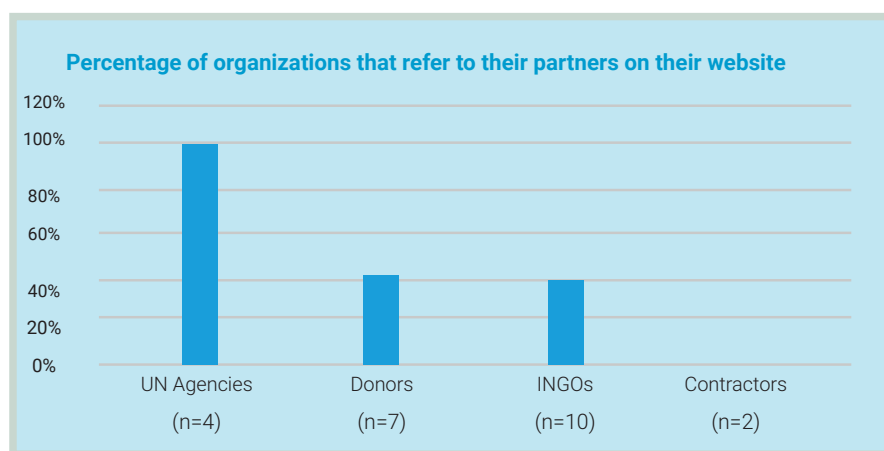


Table 14 Reference to local partners on websites of international actors

⁷⁸ Source: <https://charter4change.files.wordpress.com/2019/06/charter4change-2019.pdf>

⁷⁹The Likert scale has been used where 1= “strongly disagree” and 5= “strongly agree”, the score for this statement was 4.2

6.6 PARTICIPATION OF COMMUNITIES

The localization commitment of participation of communities is also referred to as Participation Revolution and seeks to alter how business is done, and achieve sustainable change by integrating meaningful participation⁸⁰. This requires the willingness to allow and encourage people receiving aid to voice out and influence decisions. Providing accurate and relevant information and establishing two-way communication flows are critical, without which affected people cannot access and influence services, make the best decisions for themselves and their communities, or hold aid agencies to account. By doing this, an environment of greater trust, transparency, and accountability will be created and services provided become relevant, timely, effective and efficient, but it will also enable people to take an active role in their own recovery and development⁸¹.

During the past years, a huge amount of progress has been made to enhance the participation of targeted people through the use

of participatory approaches throughout the project cycle, by improving communication and setting up of complaints and feedback mechanisms. However, it still remains challenging to go beyond providing inputs on services and programmes that are largely set by donors and development actors towards inclusion of targeted people in decision-making structures and processes, thereby effectively changing existent power dynamics⁸². Leadership is required to make this a priority and adjust mindsets, ways of working, and develop relevant expertise and social skills. Another challenge frequently faced is the effective use of received feedback to adapt programme design, delivery, and review. Furthermore, closing the accountability loop, which is needed to ensure that development and humanitarian actors report back to the community and clarify what has been done with received feedback, is occasionally missing.

GOOD PRACTICE #10:

In late 2016, Local to Global Protection Initiative began to work with Ecosystems Work for Essential Benefits, a Philippines NGO based in Mindanao, to develop and test practical ways to support survivors and communities in leading their own response to humanitarian crises, such as flooding, earthquakes, and civil war.

One of the lessons learned was that the application of survivor and community-led crisis responses methodology, in both rapid-onset and chronic crises, generated significant benefits in terms of increased responsiveness, cost-effectiveness, speed, outreach, psychosocial recovery, and linking to longer-term recovery.

<https://www.local2global.info/>

⁸⁰ Source IASC website: https://interagencystandingcommittee.org/a-participation-revolution-include-people-receiving-aid-in-making-the-decisions-which-affect-their-lives#_ftn1

⁸¹ Source: Brown, D.; "Participation of Crisis-affected People in Humanitarian Decision-Making Processes", CHS Alliance, p. 23, 2018. <https://reliefweb.int/sites/reliefweb.int/files/resources/Humanitarian%20Accountability%20Report%202018.pdf>

⁸² Source: Brown, D.; "Participation of Crisis-affected People in Humanitarian Decision-Making Processes", CHS Alliance, p. 31, 2018. <https://reliefweb.int/sites/reliefweb.int/files/resources/Humanitarian%20Accountability%20Report%202018.pdf>

VII. RECOMMENDATIONS

Based on the previous analysis, the report provides the following recommendations to progress the localization agenda in Rwanda:

Localization Discourse

All development actors:

- ★ Should develop appropriate and **effective communication strategies** and materials to explain the concept of localization across the humanitarian-development-peacebuilding nexus, its origins ambitions, and its relevance to the Rwandan government and civil society^{*83};
- ★ Should jointly develop a **national localization framework** based on existent research as well as a process of further assessment and dialogue at different levels. The framework will encompass a common vision what localization means in the context of Rwanda and how this will be achieved overtime.
- ★ And, finally, management of local and international actors should take genuine **leadership** to challenge themselves and others to create an enabling environment where they can progress jointly on the implementation of the localization principles in Rwanda.

Government of Rwanda:

- ★ **Localization principles, commitments, and targets** should be integrated into Rwanda's Aid Policy Framework and External Development Finance Performance system. For instance, a good start could be the Aid Policy Manual of Procedures, which is in the process of being reviewed and/or adding localization indicators to the External Development Finance Performance Monitoring Framework.

Partnership

All development actors:

- ★ Partnerships should foster **diversity and complementarity**. Particularly, **community-based organizations and private sector** should be increasingly engaged as agents and partners of development and humanitarian action.
- ★ Partnerships between local and international actors should also focus on **emergency preparedness and resilience** building of communities. An opportunity for inclusion of civil society and local structures will be the operationalization of the DDR policies and strengthening national as well as district preparedness plans.
- ★ All humanitarian and development actors should clearly establish and assess the **added value and complementarity** they bring towards partnerships, which fosters effective and sustainable change in the humanitarian-development-peace-building nexus.
- ★ **Partnership management policies and tools** should be jointly agreed upon, clarifying desired ways of working, partnership objectives, roles and responsibilities, risks, and accountabilities.

⁸³ Recommendation is partly or fully taken from the following document: Trócaire, "Localization in Practice: The Humanitarian Response Programme from Caritas Rwanda", 2018.

International actors:

- ★ International actors should review their **communication, complaints and feedback systems** based on an in-depth assessment of how multiple accountabilities are being addressed.
- ★ They should put in place working practices that facilitate **quality relationships** where trust, respect, transparency, complementarity, mutual ownership, joint learning, and inclusion in decision-making are present.
- ★ Finally, international actors should continue to demonstrate and share **good practices** on the experience of working with local partners, to support shared learning and facilitate exchanges of experience.*

Funding

All development actors:

- ★ Donors, intermediaries, and local partners should agree that **multi-year funding** and specific amounts of **overhead costs** will be passed on. Development actors should also ensure that adequately running costs and personnel costs are covered, including dignified and competitive salaries and required costs to ensure staff security and welfare.

International actors:

- ★ International actors should publish the percentage of **funding** going to local actors and the percentage of funding dedicated to partner capacity strengthening.
- ★ In order to meet the localization commitments, donors should create more **inclusive, streamlined, transparent and flexible funding mechanisms** which promote stronger partnerships and increase direct access of local actors to humanitarian and development funding. This could be achieved by having local funding schemes without matching funds or pre-financing requirements.
- ★ INGOs should support their partners to **diversify and increase their funding streams** by linking them up directly with back donors, capacity strengthening and providing support in setting up alternative fundraising and income generating activities.
- ★ INGOs should critically **review their funding and HR strategies** in order to reduce competition with local actors for resources.

Capacity strengthening

All development actors:

- ★ Should ensure **core costs and organizational capacity strengthening initiatives**, which are purpose and need-driven, are included in partnership agreements and budgets*.
- ★ Should harmonize **basic capacity assessment tools** or all actors should agree to accept one another's assessments. Assessments should be done in a **reciprocal** manner.

- ★ Capacity strengthening activities and investments by different international and local actors should target a **diverse** range of local actors, **build on prior investments**, and fit within a broader strategic framework jointly agreed upon. This framework should be accompanied by an M&E plan. Successful organizational development should result in a change in relationships and greater autonomy.
- ★ Should use **context-specific and effective capacity strengthening approaches** delivered by competent professionals. This includes **supporting and fostering local learning** and the exchange of experiences, capacities, and innovations between actors.
- ★ Should agree upon a coordination & learning platform/structure, which facilitates improved working in **partnership and civil society capacity development**.

Voice and Influence

All development actors:

- ★ Should recognize that **coordination frameworks** exist between the government and its international partners, as well as support national and local NGOs to **fully and effectively engage** in prevention, mitigation, response and recovery to humanitarian emergencies in Rwanda*.
- ★ Each actor should **map and analyze decision-making processes and power dynamics in programming processes** and delivery and assess where target communities should and could have more voice. Humanitarian and development actors should learn from successful participatory approaches and processes to achieve inclusion of voice of communities in intervention-related decision-making processes and structures.
- ★ Should implement **complaints and feedback mechanisms and build systematic links** between feedback and corrective action to adjust programming.

International actors:

- ★ International actors should consistently and deliberately **promote the role that local partners** play in humanitarian and development action through the use of different communication strategies and formats.
- ★ Donors should facilitate direct **engagements** with civil society in order to create mutual recognition, space for interaction, and potential joint initiatives.

Local actors:

- ★ Local actors, particularly networks, should reflect on ways to **take up their mandate effectively to shape policy design and implementation**. International actors should provide relevant support in the form of capacity strengthening as well as funding for comprehensive civil society-led research to inform advocacy.
- ★ There should be fund flexibility to facilitate programme adaptation in **response to community feedback**.

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ANNEXES

ANNEX I. PEOPLE CONSULTED

ORGANIZATION	TOOL USED	NUMBER OF PARTICIPANTS
International organizations		28
Oxfam	Interview / inception meeting	2
Trócaire	Interview / inception meeting	2
Save the Children	Interview / inception meeting	2
Concern Worldwide	Interview / inception meeting	2
NPA	Interview	1
NINGO coordinator/VSO	Interview	1
WaterAid	Interview	1
Women for Women	Interview	1
SDG Centre for Africa	Interview	2
Anonymous	Online survey	14
Civil Society		28
Red Cross	Interview	1
Caritas Rwanda	Interview/ inception meeting	1
Rwanda Civil Society Coalition	Interview	1
Rwanda's Development Organization	FGD	1
Dioceses of Byumba	Interview	1
CCOAIB	Interview	1
Legal Aid Forum	FGD	1
Duterimbere	Interview	2
Haguruka	FGD	1
Children's Voice Today	Interview	2
DUHAMIC ADRI	FGD	1
Rwanda interfaith council on health	FGD	1

Commission Episcopale Justice et Paix	FGD	1
Anonymous	Online survey	13
Private sector		5
Private sector federation	Interview	3
Palladium	Interview	1
Inkomoko	FGD	1
Donors and UN agencies		17
WFP	Interview	7
GIZ	Interview	3
Delegation of European Union	Interview	1
UNHCR	Interview	1
IOM	Interview	2
USAID	Interview	1
UNDP	Interview	1
Ministries and Local government		6
RGB	Interview	1
MINEMA	Interview	1
District council / JADF Gakenke	Interview	3
Ministry of Finance	Interview	1
TOTAL		84

Table 15 People consulted

ANNEX II. DATA COLLECTION TOOLS

Please find below a set of basic questions used when engaging different research participant groups. Complementary questions were tailored to each participant.

DRAFT QUESTIONS TO EXPLORE	
FGDs/ KIIS INGOs	<ul style="list-style-type: none"> » Please provide a brief overview of your work (thematic focus, geographical location) » Kindly can you highlight how your humanitarian programme links to development? » Please can you highlight how you work with local actors? » How has your partnership approach evolved of time (since 2016)? (quality and effectiveness of relationship) » What are the results achieved and challenges encountered using different partnership models / or while promoting localization by your organization? » What mechanisms and systems are in place to ensure reciprocal transparency and accountability between your organization and the local actor you are collaborating with? » What percentage of your budget finances local actors? » What is the average funding period of each partner grant? Has this changed overtime? » Do you think increased funding goes to local actors in comparison to 2016? If not, why not? If yes, what are positive and negative consequences of this trend? » There is a fine line of sustaining yourself as an organization and supporting local partners... what is your view with regards? » How do you go about capacity strengthening of local actors and how has this evolved overtime (since 2016) (focus areas, approaches, short support/long term sustainability) » What percentage of your budget is dedicated to partner capacity strengthening? » Do you see an increase in allocation of funding to local actors by yourself, donors or other actors? What are the positive benefits and eventual challenges? » How do you coordinate with others to streamline capacity strengthening and local actors' engagement efforts? » What have you done to reduce barriers that prevent organizations and donors from partnering with local and national responders in order to lessen their administrative burden? » How do you enable the voice of local actors in coordination and decision-making mechanisms and platforms? » How do you promote the role of local actors in your public engagement and communication? » What coordination initiatives have been implemented to deepen localization in Rwanda? » What recommendations can you propose to strengthen the process of localization in Rwanda?

<p>KII/FGDs</p> <p>Local actors</p>	<ul style="list-style-type: none"> » Please provide a brief overview of your work (thematic focus, geographical location) » Kindly can you highlight how your humanitarian programme links to development? » Who are you main funding partners? » How have the funding streams you are accessing changed overtime? (in qualitative and quantitative terms as well as duration of contracts) » Do you feel that there are more or less opportunities for you to access direct funding from large donors? » Please can you describe the differences in partnership models used by the different funding partners? » What are the strengths and weaknesses of each partnership model? » What mechanisms and systems are in place to ensure reciprocal transparency and accountability between the funding agency and your organization? (upward/downward accountability) » In relation to your organizational capacity and sustainability, in which way the different funding agencies contributed to this? » What worked well, what did not work well? Do you have any recommendation with regards? » Are you taking part in any coordination and decision-making platforms (development and humanitarian)? Do you feel local actors are sufficiently represented in these platforms and can influence decision-making? » What are the results achieved and challenges encountered using different partnership models? » What recommendations can you propose to strengthen the process of localization in Rwanda?
<p>KIIs</p> <p>Donors</p>	<ul style="list-style-type: none"> » Please can you provide a short introduction on the support being provided by your agency? (Thematic priorities, funding streams etc.)? » What have you done as an agency to implement the Grand Bargain Commitments? (Funding, multiannual investments, reduce administrative burdens, localization marker etc.) What progress has been made? » Can you share any good practice newly introduced? » What challenges did you encounter and how was this addressed? » What are the plans for the future to further localization within Rwanda? » What recommendations can you propose to strengthen the process of localization in Rwanda?

KII Government ministries	<ul style="list-style-type: none"> » Please can you provide a short introduction on the work of your Ministry? » What is the trend that you have seen in the implementation of Grand Bargain commitment since 2016 to date in terms of financing local actors? » What is the trend that you have seen in the implementation of Grand Bargain commitment since 2016 to date in terms of capacity strengthening? » What are the different partnership models in Rwanda with national civil society partner organizations and local government? » What models you have seen are working well? What challenges do the different models face? » What coordination initiatives have been implemented to deepen localization in Rwanda? » Can you share any good practice newly introduced in the light of the localization framework? » What recommendations can you propose to strengthen the process of localization in Rwanda?
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Survey local actors:

https://docs.google.com/forms/d/e/1FAIpQLSejXiZhIQk4NVgs5MdDeXQzqqlsXCg2sUZ5dqCVdppxjANuwg/viewform?usp=pp_url

Survey international actors:

https://docs.google.com/forms/d/e/1FAIpQLScDMIfATdi7MtM_XRd_4PQrOPqySLonqEMmHCMIwU5xFy0qeA/viewform?usp=sf_link



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Stakeholders following proceedings during Localisation case study Launch on 26th February 2019. Photo credit: Trócaire



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