# **INTENTION TO IMPACT**

MEASURING LOCALISATION

February 2018

This paper explores three key questions

WHY IS IT IMPORTANT TO MEASURE LOCALISATION AND WHAT MEASUREMENT APPROACHES CURRENTLY EXIST?

WHAT ARE THE GAPS AND CHALLENGES IN APPROACHES TO MEASUREMENT?

# CAN WE MEASURE THE PROCESS AND IMPACT OF LOCALISATION?

This paper is part of Humanitarian Advisory Group's Intention to impact: Localisation of humanitarian action in the Pacific research project.

HUMANITARIAN ADVISORY GROUP



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

Humanitarian Horizons is a three-year research initiative. The program adds unique value to humanitarian action in Asian and Pacific contexts by generating evidence-based research and creating conversation for change. The program is supported by the Australian Department of Foreign Affairs and Trade.

## WHY IS IT IMPORTANT TO MEASURE LOCALISATION?

ocalisation will only continue to have momentum if we can show it is improving the effectiveness and efficiency of humanitarian aid. The ability to demonstrate if, and how, localisation has translated into tangible change to the humanitarian system is vital.

The commitments arising from the World Humanitarian Summit were extensive and ambitious. In particular, the commitment to localise humanitarian action gained significant traction. In the Asia and Pacific regions, localisation has been explored in projects such as the START Network's 'Shifting the Power' project; researched by operational actors such as the Australian Red Cross in their paper 'Going Local'; and adopted in initiatives such as the Australian Humanitarian Partnership (AHP) 'Disaster READY'.<sup>1</sup>

The momentum for supporting localised humanitarian action will only last if we have evidence to show that it works. To date the humanitarian sector has started to track what actors are doing and where.<sup>2</sup> The process of defining localised humanitarian action has led to a range of different activities being described as 'localised.' However, evidence of the impact of the shift to a more localised approach is scant. It is unclear what the approach to 'as local as possible and as international as necessary' should be – what should be measured, and how.

The Intention to Impact research project is intended to address this measurement gap. This paper is the first step in that research program. It reviews the available resources on localisation and examines a range of existing measurement areas and indicators to propose an approach that is manageable and representative. The review considers both qualitative and quantitative approaches proposed by existing commitments and initiatives. Multiple organisations globally are undertaking independent research on localisation; this research project draws on and complements these approaches.<sup>3</sup> This paper is intended to contribute to the ongoing conversation, provoke thought and build on existing work on measuring the impact of localisation.

### **CAN LOCALISATION BE MEASURED?**

Localisation refers to recognising, respecting and strengthening leadership by local authorities and the capacity of local civil society in humanitarian action, in order to better address the needs of affected populations and to prepare national actors for future humanitarian responses.<sup>4</sup> Localisation is considered to be both a process and an outcome, and measurement framework indicators should reflect this. Localisation also encompasses multiple aspects including funding, partnerships, transparency, capacity, participation, decisionmaking, coordination, visibility and policy influence.<sup>5</sup> A holistic measurement approach assumes that assessing change across all these components will collectively provide an overarching 'measure of localisation.' This assumption will be tested throughout the research and learning shared on successes and failures with respect to what can and cannot be meaningfully measured.

Existing research also highlights that approaches to localisation differ according to context. For example, in conducting research on localisation in the Pacific, the Australian Red Cross identified that localisation has specific characteristics that may not be replicated across all regions. This is especially true of the difference between localisation and its potential in conflict and non-conflict contexts.<sup>6</sup> Any measurement approach needs to be flexible and adaptable enough to account for contextual differences and priorities.

# WHAT APPROACHES TO MEASURING LOCALISATION CURRENTLY EXIST?

There has been a proliferation of localisation commitments, initiatives, frameworks and projects in the period since the World Humanitarian Summit. Rich data is being generated by these initiatives on specific dimensions of localisation shared in research papers, reports, evaluations, grey literature, webinars and conferences. Learning around localisation, mapping progress and identifying what works and what does not is being shared amongst international, national and local humanitarian actors.

# MEASURING PROGRESS ON LOCALISATION IS CURRENTLY DOCUMENTED IN SEVERAL DIFFERENT WAYS:

- Self-reporting on WHS commitment progress at the organisational, and initiative level (e.g., Charter for Change Progress Report 2017)
- Independent reporting on WHS collective commitment progress, and individual WHS commitments (e.g., Global Public Policy Institute's Independent Grand Bargain Report)
- Independent research on sector-wide thematic localisation priorities (e.g., Ground Truth Solutions' report World Humanitarian Summit: Perspectives from the field)
- Project, program, organisational or donor level research, reporting and monitoring and evaluation frameworks (e.g., START Network's Shifting the Power project)

# A SNAPSHOT OF EXISTING MEASUREMENT APPROACHES

Several global and regional initiatives have established approaches to measuring progress on localisation. This section provides a (non-exhaustive) summary of existing measurement approaches that can be drawn upon in developing a holistic and inclusive approach.

#### Globally

At the global level, reporting on progress against World Humanitarian Summit commitments has been the predominant method of measuring progress on localisation. This has included selfreporting by signatories on commitments such as the Grand Bargain and the Charter for Change. Approaches to measurement have included both quantitative and qualitative areas, for example increasing funding to local and national actors, and reporting on areas such as decision-making in partnerships. Independent reporting has been conducted on collective signatory implementation of the Grand Bargain commitments but also by independent research organisations at the individual workstream level.7 Other global initiatives such as the Core Humanitarian Standard provide measurement approaches for localisationrelated areas, including local capacity, access to information and participation in decisions. Research organisations, including the Humanitarian Policy Group, are undertaking research on thematic areas of localisation such as capacity and funding.<sup>8</sup> Other organisations and donors have commissioned research on localisation components related to their portfolio of programs.9

#### Initiative & approach

#### Relevance

#### World Humanitarian Summit (WHS) Commitments

Signatory self-reporting

#### Grand Bargain Commitments Workstream 2 for local and national actors

Independent reporting on commitments and independent research

#### Humanitarian Policy Group (HPG), 2017-2019 Integrated Programme

**Independent research** 

The Platform for Action, Commitments and Transformation (PACT) online selfreporting process allows humanitarian actors who made commitments at the WHS to track their progress. The annual reporting process measures progress against the 24 thematic areas of the Agenda for Humanity. In addition to the Grand Bargain, there are several other commitments that touch on areas of localisation, including reinforcing national and local systems and investing in local capacities. The self-reports are publicly available on the PACT and inform UN OCHA's annual synthesis reports, which highlight trends in progress, achievements and gaps.

Annual independent reporting is being undertaken on collective Grand Bargain commitment implementation by the Global Public Policy Institute (2016–17) and ODI (2017–18), as informed by self-reports submitted by Grand Bargain signatories.

For workstream 2, several independent research organisations have been tracking progress on localisation. Ground Truth Solutions, for example, is tracking grassroots perceptions on implementation of the Grand Bargain commitments on localisation in six countries, and Development Initiatives are conducting research specifically on the transparency commitment.<sup>10</sup> The co-convenors, IFRC and Switzerland, produced a workplan that includes components for supporting the measurement of progress on the workstream commitments. The Localisation Marker Working Group, set up by the IASC Humanitarian Financing Task Team, is currently developing a localisation marker that seeks to measure direct and indirect funding to local and national responders.<sup>11</sup>

HPG is seeking to explore capacity and complementarity through the lens of localisation in their 2015–2017 Integrated Programme. Their research will focus on four themes related to localisation in humanitarian response: capacity and complementarity; non-traditional sources of aid financing; the role of informal and cross-border actors in protecting civilians; and dignity in displacement.

#### Regionally

At the regional level, the inclusion of localisation in the design, implementation and monitoring and evaluation of humanitarian programming and initiatives has been a focus in Asia and the Pacific. The DFAT-funded Australian Humanitarian Partnership's Disaster READY program in the Pacific, and the DFID-funded Disasters and Emergencies Preparedness Programme (DEPP), managed by the START Network (which includes the Transforming Surge Capacity and Shifting the Power projects) focus on localisation. The START Network's Seven Dimensions of Localisation Framework in particular provides a useful structure and some indicators and targets for developing a holistic measurement approach, and can be broadened to include relevant areas beyond those applicable solely to the START Fund. Research on localisation processes has been a feature of Australian Red Cross' work in the Pacific region. Humanitarian Advisory Group produced a rapid real-time analysis of how localisation influenced the response to the Rohingya refugee crisis, as part of the Humanitarian Horizons Research Programme.<sup>12</sup>

#### **Initiative & approach**

#### DFAT and MFAT Humanitarian Monitoring & Evaluation Framework (MEF) for the Pacific

Donor measurement framework

#### DFAT Localisation Definition and Continuum Approach

Donor measurement framework

#### Australian Humanitarian Partnership (AHP) Disaster READY

Program level monitoring and evaluation

# START Network, Dimensions of Localisation

Program level design, monitoring and evaluation

#### DFID Disasters and Emergencies Preparedness Programme (DEPP), Transforming Surge Capacity and Shifting the Power

**Project level monitoring and evaluation** 

#### **Australian Red Cross**

Independent/ organisational research

#### Relevance

DFAT and MFAT's joint MEF incorporates commitments made at the WHS. It contains relevant high-level indicators for components of localisation, including monitoring engagement with affected communities and vulnerable people, how responses reinforce national and local leadership and capacity, and coordination and complementarity.

DFAT has developed a 'localisation continuum' of degrees of localisation in humanitarian assistance. The localisation continuum components include funding, decision-making, staffing and competencies, and implementation responsibility and sustainability. Measurement approaches include localisation metrics as part of internal DFAT humanitarian aid quality checks.<sup>13</sup>

The AHP's Disaster READY program is a five-year initiative that seeks to strengthen local humanitarian capability and disaster preparedness in five Pacific countries. The monitoring and evaluation framework of Disaster READY contains indicators for measuring progress including components related to localisation.

The START Network has developed a framework for understanding localisation that articulates the following seven dimensions: funding, partnerships, capacity, participation, coordination mechanisms, visibility and policy influence.

The START Network's Transforming Surge Capacity and Shifting the Power projects in the Asia region have a strong focus on localisation. A monitoring framework 'Commitments to Results' has been developed to measure the implementation of the Shifting the Power Charter of Commitments in Pakistan.<sup>14</sup>

Australian Red Cross has conducted large-scale research across the Pacific region including exploring what a successfully localised disaster management ecosystem in the Pacific could look like.

### WHAT ARE THE GAPS AND CHALLENGES IN CURRENT APPROACHES?

Current approaches to measuring localisation provide rich data on specific dimensions of localised humanitarian action according to thematic areas or particular projects or programs. There are, however, challenges and gaps in existing approaches in the areas of self-reporting, agreed definitions, and an emphasis on indicators relating to funding flows. These are outlined below.

Challenge 1: Many of these initiatives seek to measure progress mostly through self-reporting on operationalising specific commitment areas and activities. There is not yet a substantial body of independent evidence to demonstrate that localisation impacts the effectiveness of humanitarian action, nor is there adequate data to highlight what successful localisation looks like in practice at scale. Whilst self-reporting is important, it does not independently assess signatory and non-signatory progress on localising humanitarian aid. The breadth of initiatives that are described as localisation has also led to a perception by some stakeholders that in self-reporting organisations are simply reframing existing approaches and programs as localisation rather than actually changing practice. Self-reporting also tends to focus on process measurement rather than impact measurement.

**Challenge 2:** Measurement approaches have largely focused on one particular aspect of

localisation. To date measuring progress has focused heavily on financial tracking. At the global level, the dominant narrative around localisation has been defining what 'local' means in practice and the implications for funding flows.<sup>15</sup> Whilst the research undertaken on tracking humanitarian financing commitments is important, so too is measuring those aspects of localisation that are more challenging to measure quantitatively, such as participation in decision-making processes. The focus on financial tracking results in a less holistic approach to measuring what localised humanitarian action can achieve across areas inclusive of funding, partnerships, capacity, participation, coordination, visibility and policy influence (identified as the seven dimensions of localisation by the START network).

Challenge 3: Existing initiatives are focused on reporting activities of international actors without a method of measuring progress across the humanitarian sector in a particular context. Currently, there is no country-level approach to measuring the impact of localisation. What is lacking is an approach that allows for the inclusion of the spectrum of local, national and international stakeholders. Country-level independent research across the humanitarian ecosystem (as opposed to self-reporting of individual agencies) is a key gap, including measuring change using a baseline and endline approach. Similarly, existing initiatives predominantly seek to measure commitments by international actors (such as most of the signatories to the Grand Bargain and the Charter for Change), in contrast to measuring change across the humanitarian sector at the country level.

**Challenge 4:** There is little evidence to show what localised humanitarian aid looks like in emergency response, in particular addressing the question: what does 'as local as possible and as international as necessary' mean in practice? Existing approaches to measuring localisation are inadequate for capturing real-time practice in responding to emergencies. More thought is required to understand what complementarity of actors means in practice during a response. This includes the approaches the humanitarian sector uses to understand what 'as local as possible' looks like in different contexts, and how the threshold for 'as international as necessary' is agreed and enacted upon.

# HOW DO WE MEASURE THE PROCESS AND IMPACT OF LOCALISATION?

This section proposes some approaches to measuring localisation as a basis for discussion and for testing ideas and methods. The proposed approaches are intended to be holistic, manageable and representative. They draw on key elements of existing initiatives, in particular the START Network's Framework for localisation and the Australian Red Cross' work on localisation in the Pacific, but consider alternative approaches if there is little existing guidance. This includes drawing from approaches used in the private sector for measuring large-scale change and power shifts.

# Considerations in developing measurement approaches:

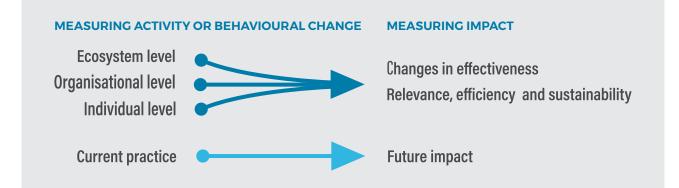
- Include a suite of relevant and useful dimensions of measurement
- A representative mix of local, national and international stakeholders should participate in the measurement process
- Develop a balanced mix of qualitative and quantitative indicators, including objective and subjective areas of measurement
- Use of proxy indicators
- Include methods to measure largescale change over time, rather than only adherence to commitments
- Ensure approaches are simple, clear and adaptable to context

#### How we think about impact

The overarching question that a measurement framework must address is whether localisation has impacted the humanitarian system, either positively or negatively. The commitments made at the World Humanitarian Summit, and the direction set by the Agenda for Humanity, revolve around improving the effectiveness and efficiency of the humanitarian system. Localisation was intended as a critical shift for the sector to make as a whole. Yet there remain important questions around how we determine whether these shifts are being achieved. The purpose is to go beyond measuring implementation of activities and to consider how the combined activities and behaviour changes influence the effectiveness of the system at scale.

The humanitarian sector uses a variety of methods to determine the impact of humanitarian assistance across a range of areas. The OECD Development Assistance Criteria (DAC), for example, are commonly used to evaluate humanitarian assistance according to relevance, effectiveness, efficiency, impact and sustainability criteria, with additional aspects such as coverage, coherence and coordination also frequently used.<sup>16</sup> There are also initiatives such as Ground Truth Solutions' 'Perspectives from the field' research that use community perceptions surveys to baseline the perceived effectiveness of humanitarian response. These tools can provide significant insights into impact if considered alongside process measurements.

#### Measuring the impact of localisation



## **MEASUREMENT APPROACH PROPOSITIONS**

**Proposition 1:** The measurement of localisation requires a holistic framework that considers process and impact indicators across all areas of localisation including funding, partnerships, transparency, capacity, participation, decision-making, coordination, visibility and policy influence.

The approach seeks to capture changes in activity or behaviour across localisation areas. The assumption is that localisation can only truly be measured if all areas are considered, and that collectively they can provide a consolidated picture of change and impact. It also assumes that in some country contexts one area may be more significant in improving the effectiveness of humanitarian action than another; by measuring across all areas, none will be inadvertently missed.

#### **Proposition 2:** Indicators need to encompass qualitative and quantitative datasets to ensure effective triangulation within and between areas of localisation.

A balance of qualitative and quantitative indicators as well as use of subjective and objective areas of measurement is desirable. The use of qualitative measurements adds important nuance and conveys a complexity that complements and builds upon quantitative data. Proxy indicators may be required where there is no corresponding direct equivalent.

# **Proposition 3:** Tools and approaches draw on the experience of other sectors.

Humanitarian actors can learn from existing tools and approaches utilised in other sectors that mirror components of the localisation agenda. The international development sector has long worked in areas of capacity development and local ownership and has developed tools for measuring progress and impact that can be used and adapted to measure aspects of localisation. The private sector has also engaged in processes of decentralisation where companies have distributed power and decision-making away from the centre of an organisation, usually from head offices out to operators in the field. This process has been tracked and the impact on profit margins and organisational success been measured. The tools and approaches used can provide ideas and potential measurement indicators for humanitarian actors.

Examples of these tools and approaches are provided on page 10.

# **Proposition 4:** Measurement processes seek input of range of stakeholders.

Measurement of localisation should intentionally seek to include multiple perspectives across humanitarian actors. Key stakeholders could include a broader representative mix than just commitment signatories or project participants. For example, in the context of a Pacific scenario for disaster preparedness and response, this could include local and national actors such as NDMO, key government ministries, local NGOs, CSOs and affiliated networks, faith-based networks, affected communities, and international actors including key donor governments, militaries, INGOs and UN agencies.

#### **Proposition 5:** Measurement across areas should be able to combine meaningfully to determine impact on the effectiveness of humanitarian response.

Approaches should intentionally seek to determine impact, rather than solely focus on measuring progress on activity or commitment implementation. This should include assessing how changes in behaviours or activities impact on the effectiveness, efficiency, relevance, sustainability, coherence, coordination and coverage of humanitarian action.

# DRAWING FROM INTERNATIONAL DEVELOPMENT AND PRIVATE SECTOR APPROACHES

Humanitarian actors can learn from techniques and mechanisms utilised in other sectors that mirror components of the localisation agenda.

#### International development sector

The international development sector has long worked in areas of capacity development and local ownership and developed tools for measuring progress and impact that can be used and adapted to measure aspects of localisation.

## **Q** UNDP Capacity Measurement Framework

*What:* Measuring change in capacity of institutions through tracking activity, output, outcome and impact.

*How:* The framework guides practitioners to utilise a results-based approach to measuring capacity as reflected in institutional arrangements, leadership, knowledge and accountability. Outcome indicators identify when interventions contribute to the achievement of outcomes.<sup>17</sup>

#### Link with localisation:

- Framework for measuring capacity at scale and over time, with indicators across a range of areas including performance, stability and adaptability
- Parallels with determining capacity around what 'as local as possible' looks like in humanitarian response, and how the threshold for 'as international as necessary' is agreed and enacted upon.

#### **Private sector**

The private sector has long used tools to measure decision-making effectiveness at scale in large multinational corporations and identify links with business outcomes including efficiency and profitability.

# **Q** Bain and Company – Five steps to better decision-making

*What:* Measuring decision-making effectiveness and impact on business outcomes

*How:* Research indicates that companies that make fast, high-quality decisions produce better financial outcomes. The approach includes a scoring metric, decision effectiveness benchmarks, a testing decision effectiveness tool, mapping decision architecture, a decision-rights tool and indicators for measuring decision-making across companies.<sup>18</sup>

#### Link with localisation:

- Framework for measuring decision-making effectiveness with benchmarks and indicators
- Parallels with tracking the influence and power national and local organisations have in funding, capacity and partnership decision-making, and the impact this has on the effectiveness and efficiency of humanitarian action.

#### **UNDP Capacity measurement factors**



## **A PROPOSED FRAMEWORK**

The following framework brings together the proposed ideas on indicators for measuring localisation. It is not an exhaustive list but provides some indicators that may be useful for constructing a sound evidence base for localisation. Each indicator requires units of measurement, sample size, means of verification and tools to be developed, which may vary according to context and resources available. Each area of measurement also requires indicators at different levels (such as the ecosystem, organisational and individual levels) and development of both process and impact indicators.

#### Impact of localisation on the effectiveness and efficiency of humanitarian action

Measured at the ecosystem, organisational and individual level

## Partnerships

# IMPACT LEVEL: Equitable and complementary partnerships between local, national and international actors

- Increased power and decision-making of local and national actors within partnerships
- Longer-term strategic partnerships that look to build systems and processes that mirror the ambition and goals of the local partner
- Projects are co-designed and implemented with national and local partners
- Increased number of formal (funded) partnerships with local and national actors
- Existence and use of partnership quality monitoring tools that incorporate equitable and ethical partnership practices
- Shift from project partnerships, consistent within and between programs, to more strategic partnerships
- Opportunities for local partners to assess the capacity of the international partner
- Percentage of informal (collaborative/coordinated) partnerships with local and national actors
- Existence of partnership review processes
- Perception that local and national actors have increased decision making power

### Funding

- IMPACT LEVEL: Increased number of national/local organisations describing financial independence that allows them to respond more efficiently to humanitarian response
  - Number and types of mechanisms available in-country for local actors to access funding in a response
  - Funding and support available in emergency response for national actors, provided quickly and with funding to hire additional qualified people
  - Presence and use of innovative financing mechanisms that promote localisation
  - Amount of humanitarian funding to local and national actors
  - Total budget that has passed through a local/national actor differentiated by: in kind that passes to a national actor (vehicles, computers, etc.) and in kind that passes through a national actor (to affected communities, etc.)
  - For the top five largest local organisations, how many have international partners facilitating direct access to donor funding and/or have international partners facilitating access to the largest in-country donors
  - Increase in the number of international actors that publish the percentage of funding passed on to local NGOs
  - Existence of and/or increase in percentage of overhead funding available in local partner funding agreements (i.e., specific commitment to pay fair and stipulated overheads)
  - Partnerships that include dedicated funds for managing the partnership itself
  - Complete transparency of financial transactions and budgets as perceived by local and national partners
  - Perception that humanitarian funding is more directly allocated to local and national actors
  - Perception that local and national actors have increased control over funding decisions

### **-**∳→ Capacity

#### IMPACT LEVEL: Local and national organisations are able to respond effectively and efficiently, and have targeted and relevant support from international actors

- Percentage of national/international staff in key leadership positions and existence of succession planning and performance management systems, including incentives and accountabilities
- Capacity strengthening in partnerships has clear and jointly agreed objectives
- Organisational capacity strengthening includes responding to agency priorities, ongoing investment in financial sustainability and systems strengthening, and maintaining staff with humanitarian capacity outside emergencies
- Increase in the proportion of common humanitarian standards, tools and policies that have been contextualised, and key documents such as emergency response procedures that have been translated or partners facilitated to develop their own
- Existence of KPIs in relevant international positions to assess delivery on localisation processes
- Increased number of international organisations adhering to ethical recruitment guidelines; increased prevalence of the perception that international actors do not undermine capacity of national actors in emergency response
- Existence of a mutual capacity assessment that includes a power analysis by partners and/or evidence of seeking to harmonise capacity assessment approaches across the sector
- > Pre-mapping of what type of surge support the partner might need in a response
- The degree of national leadership of the organisation in the last response (i.e., national staff member formally appointed in a leadership role)
- Perception that national leadership is increasing
- Perception that capacity strengthening has been undertaken in a strategic and ongoing way

#### **Set Coordination and complementarity**

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**IMPACT LEVEL:** Application and respect for commonly agreed approaches to 'as local as possible and as international as necessary'

- Local and national actors leading national coordination mechanisms
- Increased visibility and voice of local and national actors in coordination forums
- Clearly defined parameters for international actors complementing local and national actors in response
- Local, national and international actors have increased understanding of complementarity of roles
- Participation of national and local organisations in coordination meetings
- Increase in coordination meetings undertaken in local language
- Increase in INGOs sending national staff to coordination meetings
- Perception that international actors support, rather than undermine, government coordination mechanisms
- Perception that national actors are increasingly leading coordination

### Policy influence/advocacy/visibility

# **IMPACT LEVEL:** Humanitarian action reflects the priorities of affected communities and national actors

- National actors are recognised as key stakeholders in national debates about policies and standards that may have significant impact on them. Policies are informed by the experience and voice of the affected communities
- Recognition of partner role, and credit for local design and implementation of programming in international partner reporting
- Local and national influence donor priorities in-country including program design and implementation
- Increased the number of times that the names of all national and local collaborators, including sub-contractors, appear in all reports to donors and external communication
- > Increase in national organisations reporting better access to the largest in-country donors

### Participation

#### IMPACT LEVEL: Local and national actors fully shape and participate in humanitarian response

- Participation of national and local organisations in coordination meetings
- Amount of floor time taken by different actors in various forums and the reflection of participation of different actors and members of communities
- Extent to which communities feel active participants in their own individual and community preparedness, response and recovery

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