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Localisation in numbers – funding flows and local leadership in Lebanon

As the process of implementing the 2016 WHS Grand Bargain commitments on localization continue at varying speed, Local2Global Protection (L2GP) is publishing a series of country briefs based on available data on humanitarian leadership, coordination and funding flows to national and local actors. L2GP is publishing these briefs in order to make relevant country-level information readily available and thus hopefully help stimulate continued country level dialogue about the Grand Bargain commitments including the commitment to support the role of national and local humanitarian actors.

Increased funding to local and national actors is one of the stated goals of the Grand Bargain, as expressed for example in workstream 2: “More support and funding tools for local and national responders” and particularly the commitment to increase, by 2020, the level of funding to national actors to 25% - “as directly as possible.” Even though the global level data presented in this overview note a slight increase in funding to local and national actors since the start of the Grand Bargain, direct funding to local and national actors in Lebanon is around 4% (2019 figures) of which the majority is received by the government of Lebanon. This also includes funding allocated through the UN-administered country-based pooled funds (CBPF). In Lebanon 24% (\$3 million) of the CBPF was allocated directly to local and national actors (2019). An additional \$0.2 million was sub-granted to NNGOs via CBPF funding first received by INGOs and UN. CBPF funding is often referred to as an important vehicle for increased direct funding to local and national NGOs - even if CBPFs only account for a modest part of total humanitarian funding. In 2019, global funding through CBPFs accounted for 4% of total humanitarian funding.

The above said, L2GP’s research indicates that globally and in actual dollar value by far the largest funding flow for local humanitarian action comes from secondary (indirect) funding via UN agencies, the International Red Cross and Red Crescent

Movement and INGOs. While country specific data on secondary funding is not readily available for Lebanon, global level data for UNHCR, UNICEF, UNRWA and the ICRC suggest that these four organizations globally allocate about 16% of their funding to local and national actors. This data of course does not speak to the quality of partnership – another important goal under the Grand Bargain – it only speaks of magnitudes and volumes.

Not only do these numbers mean that funding to local and national NGOs globally speaking remains low and far below the targets set in the Grand Bargain, the fact that most of the funding is received through secondary channels puts local and national organizations in a position often comparable to that of a subcontractor responding under program goals set by the first level organization. In addition, data on funding gaps presented in this overview shows that the funding gap experienced by national NGOs is considerably wider than for UN agencies and INGOs in Lebanon.

The participation of local and national actors in the structured coordination of humanitarian activities is another important parameter when assessing progress under the Grand Bargain commitments - including the one on localization. Sectors play an important role in coordinating humanitarian actors in Lebanon, which is a slightly different model from the cluster system used in most other countries. In Lebanon, government agencies hold a relatively large share of the leadership positions in national sector coordination compared to many other countries. UN agencies make up the largest part of the leadership both at national and subnational level. National NGOs are only represented at the subnational leadership, with just under 10% representation. At the time of publishing, L2GP was not able to source data on membership in the humanitarian coordination system for Lebanon.



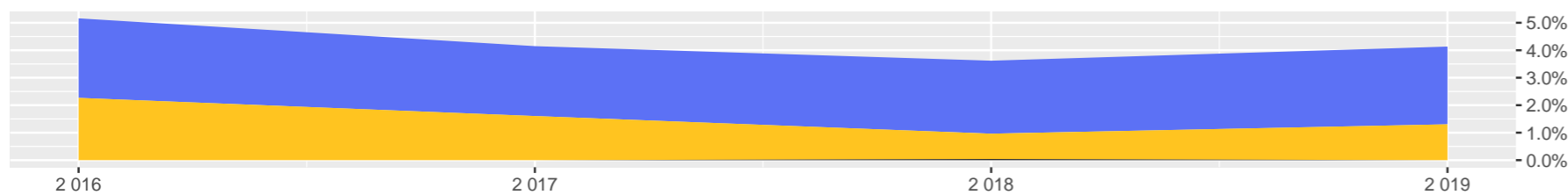
LOCALISATION IN NUMBERS: Funding flows and local leadership in Lebanon

Direct Funding Flows – Recipients 2019



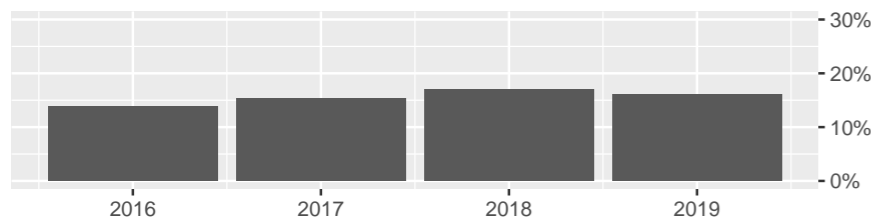
The overview above shows how humanitarian funding was allocated in Lebanon in 2019, directly and through UN pooled funds. The size of the rectangles is proportional to the amounts of funding received and colors indicate the organization type. [1]

Direct Funding Flows – 2016–2019



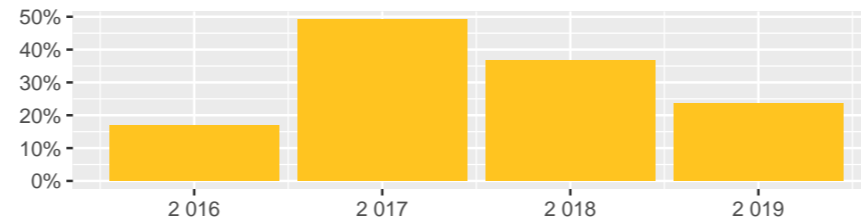
In 2019, 4.1% of the total reported funding in Lebanon was allocated to local and national actors (directly from (back)donors and through the country-based pooled fund). This type of funding to local and national decreased from 5.1% in 2016. However, the actual value of direct funding is small and it therefore plays a minor role for local and national actors in comparison to the second level/indirect funding through UN agencies, the Red Cross and INGOs. [1]

Indirect Funding Flows – Global Data



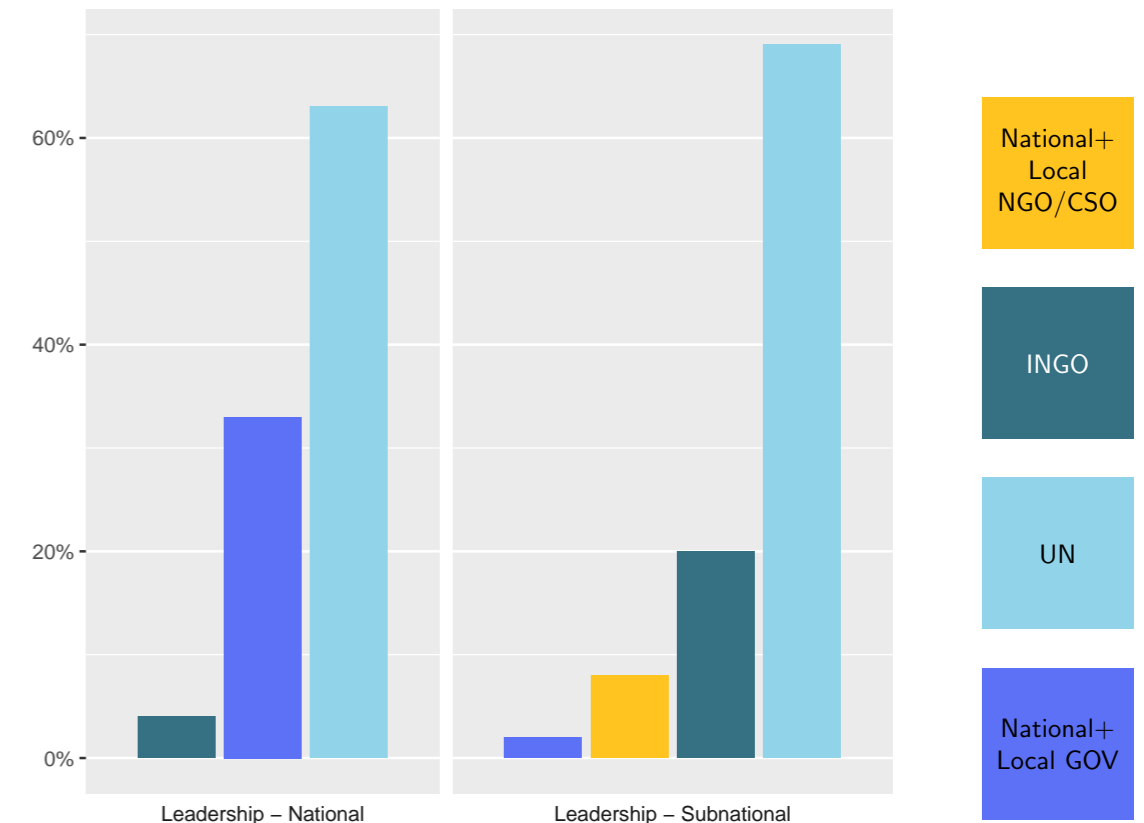
Country-level data on funding flows through UN agencies, the Red Cross and INGOs is not available from most of the major humanitarian organizations. Therefore, global level data is presented here to at least indicate some global magnitudes. This data is aggregated from UNHCR, UNICEF, UNRWA and the ICRC, which together access approximately 30% of the global humanitarian portfolio (\$10 billion in 2019). Since 2016, their combined funding allocations to local actors has slightly increased, averaging 16% for all four organizations in 2019. [3]

Country-based Pooled Funds



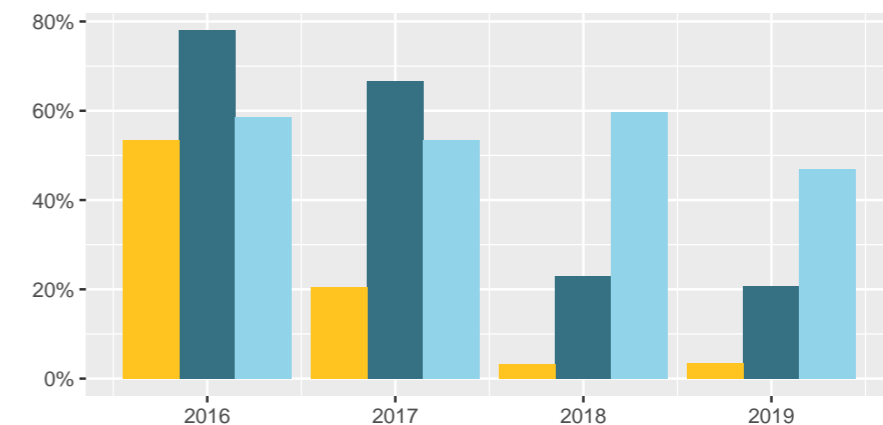
UN OCHA's Country-Based Pooled Funds (CBPF) are important funding instruments for national NGOs. Globally, these funds on average have increased their funding allocations to national NGOs from 18% in 2016 to 25% in 2019. The CBPF in Lebanon has also increased the national NGO funding share over the last four years. In 2019, 23.6% of the fund were allocated to national NGOs. In 2019, out of a total of five seats held by UN, INGOs and NNGOs, two seats in the fund's advisory board were held by national NGOs. [4]

Sectors: Membership/Leadership



Sectors play an important role in coordinating humanitarian actors in Lebanon, which is a slightly different model from the cluster system used in most other countries. At the time of publishing, Local2Global was not able to source data on sector members in Lebanon. In Lebanon, government agencies hold a relatively large share of the leadership positions in national sector coordination compared to many other countries. UN agencies make up the largest part of the leadership both at national and subnational level, while national NGOs are absent in national sector leadership but hold a little shy of 10% of leadership position in subnational sectors. [2]

Funding Gap – Underfunding by Organization Type



The shortcoming of funding for humanitarian appeals, often referred to as the funding gap affects UN, INGOs as well as national and local NGOs. However, on average, the funding gaps experienced by national NGOs are much larger than the ones for UN and INGOs. In 2019, less than 5% of the funding that national NGOs appealed for in Lebanon (under the Syria Regional Refugee Response Plan) was provided (on average). This may be compared to close to 50% coverage for UN and more than 20% for INGOs. [5]

Notes

[1] Based on OCHA FTS data, downloaded June 2020

- Shows only “new money”, amounts larger than zero, commitments and paid amounts.
- Data for which recipients were not provided in FTS were categorized as “Unknown.”
- Funding from donors to pooled funds were replaced in the data presented with data on relevant pooled funds allocations to implementing organizations, i.e. only funding reaching implementing partners is shown, but not the allocations from donors to the pooled funds.
- Overall the categorization was done by OCHA FTS, which was simplified in the following way:
 - “National+Local NGO/CSO”: National and local NGOs as well as Red cross/crescent societies operating in their home countries are included in this category.
 - All other NGO types were considered “INGO” (except “un-categorized” NGOs).
 - “UN” as categorized by FTS.
 - “Red Cross/Crescent” include the ICRC, the IFRC along with all Red Cross/Crescent societies operating outside their home country.
 - “Other” include all other types of organization that are not part of any of the above.

[2] Data on sector leadership was taken from UNHCR’s Lebanon Information Hub, <http://ialebanon.unhcr.org/ContactLists> data on one sub-national location (Beirut) was not available. The presented data excludes any inter-sector coordinator roles and for the various sectors includes sector leads and co-leads, sector coordinators and focal points. The categorization according to the organization types used on page 2 was done by L2GP.

[3] Based on data from annual reports and Grand Bargain reporting of UNICEF, UNHCR, ICRC and UNRWA

- Note that percentages were calculated by Local2Global based on financial data presented in these reports.
- Data shown includes NGOs, Red Cross/Crescent organizations as well as government actors.
- Based on previous L2GP findings, it was assumed that UNRWA is only working through self-implementation.
- According to annual reports, funding flows among the four organizations are less than 0.2%, hence double counting of funding flows is negligible and was not considered.

[4] Based on OCHA CBPF data, downloaded June 2020

- Red Cross/Crescent organizations are not shown (1% on a global level).

- Only direct funding is shown (no pass-through funding).
- Note that several CBPFs have increased the number of advisory board seats held by NNGO in 2020.

[5] Based on OCHA FTS data, downloaded Feb 2020

- Ratio between *Funding* and *Current requirements* is shown.
- Categorization by FTS.
- Only funding gaps for National NGOs, INGOs and UN are shown. Funding gaps for other actors, including local NGOs are not shown.