Meal Framework for Localisation of Humanitarian Action in Jordan

JORDAN

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A project of the Localisation Task Team under the Humanitarian Partners Forum

Cover photo: UN Women/ Christopher Herwig

For more information on this *MEAL Framework for Localisation of Humanitarian Action in Jordan* please contact the Localisation Task Team Co-Chairs (LTT) at:

Samar Muhareb
Chief Executive Officer of Arab Renaissance for Democracy and Development (ARDD) &
Chair of Jordan NNGO Forum (JONAF)
smuhareb@ardd-jo.org

Baptiste Hanquart
Jordan INGO Forum
baptiste.hanquart@jordaningoforum.org

Aisha Mukthar
UN Women Jordan Country Office Deputy Representative:
Aisha.mukhtar@unwomen.org

or LTT Secretariat:
Marie Sophie Pettersson
Gender and Humanitarian Specialist, UN Women Jordan Country Office:
marie.pettersson@unwomen.org

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PART 1 : INTRODUCING THE FRAMEWORK

1.1 Introduction

Conversations about localisation of humanitarian action[1] tend to inspire everything from optimism to a sense of frustration and resignation – from actors involved at all levels. Humanitarian action at large has been a predominantly international endeavour, where power lies with donors, UN agencies and large international NGOs. However, the push for a more localised humanitarian system – one that is 'as local as possible and as international as necessary' – has gained momentum in recent years, particularly since the 2016 World Humanitarian Summit in Istanbul. Emerging from this was the Grand Bargain[2], a unique agreement between some of the largest donors and humanitarian organisations who committed to get more means into the hands of people in need and to improve the effectiveness and efficiency of humanitarian action.

1.2 Localisation in Jordan

Jordan has experienced large influxes of refugees from Palestine, Iraq and Syria for almost eighty years. In 2020, Jordan hosted more than 750,000 refugees of nearly 60 different nationalities, the second highest in the world relative to its population[3]. Given there is little prospect of these refugees returning or being resettled elsewhere, the country manages a significant protracted crisis, in addition to its own economic and social crises, which have recently been exacerbated by the Covid-19 pandemic. As a result of this context, Jordan has high – and increasing – levels of aid dependency.

To date, localisation efforts in Jordan, in particular efforts by international actors, appear to have achieved limited outcomes. There is currently a lack of reported progress on localisation and little available evidence of a coordinated approach to increase localisation at the collective level. Localisation at field-level is primarily occurring organically, driven predominantly by the ongoing 10-15% year-on-year reduction in humanitarian funding and a parallel increase in development funding[4]. In the Jordan context, this has been described as 'localisation by default' rather than 'localisation by design'[5] whereby localisation is occurring in the absence of something (international actors' funding, capacity and access) rather than as the result of a strategic and collective effort. The Covid-19 pandemic has also highlighted the Jordanian government and local civil society's prime role in times of crisis, which has accelerated localisation, at least by default if not by design.

Despite the challenges, Jordan has considerable potential to be a model for localisation in protracted crisis settings. Certainly, local and national actors in Jordan have been advocating for increased localisation in various forms for many years now. It is imperative to take concrete steps to translate global commitments into action at the country level, in operational settings as much as in the policy space. This Monitoring, Evaluation, Accountability and Learning (MEAL) Framework for humanitarian actors in Jordan is an attempt to contribute to that effort.

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1 - As a term used throughout this Framework, 'humanitarian action' is intended to capture all forms of humanitarian assistance and the architecture that supports it – from the more formalised international and national-level humanitarian coordination systems, policies and actors to operational response and responders at the sub-national, local and community levels.

2 - Grand Bargain Official Website: https://interagencystandingcommittee.org/grand-bargain

3 - UNHCR, Refugee Registration and Profiling in Jordan: https://data2.unhcr.org/en/documents/details/73834

4 - Local and national actors do not necessarily always benefit from an increase in development funding, so it does not follow that development funding will facilitate increased localisation.

5 - See GMI/ARDD's Strengthening Localisation in Jordan: Reinforce and Support, Do Not Replace or Undermine, p54

1.3 Gender-responsive and inclusive localisation

Humanitarian crises disproportionately affect women and girls, and the most marginalised and vulnerable in society, and can exacerbate pre-existing gender and social inequalities. Furthermore, women and girls, and the organisations they are part of and lead (in this document referred to as women's rights and women-led organisations)[6], remain underrepresented in humanitarian coordination, programming and financing. Gender Equality and the Empowerment of Women and Girls (GEEWG) is an important catalyst for localisation. To this end, a range of guidance notes and tools have been developed in recent years to guide what is known as 'gender-responsive localisation' – an approach which this MEAL Framework integrates.

Challenges persist in relation to implementing gender-responsive localisation. Successive Grand Bargain Annual Reports and the IASC Gender Accountability Framework Report confirm that significant gaps remain. The Grand Bargain 'Friends of Gender' Group works to place the issue of increased, quality and sustainable funding for local women-led and women's rights organisations (WLOs and WROs) at the centre of discussions on gender-responsive localisation, while addressing some of the risks associated with localisation such as increased funding for male-dominated local and national organisations.[7]

At its heart, gender-responsive localisation is the recognition of the important role that WROs and WLOs play in a more localised humanitarian ecosystem and of the need to promote the meaningful participation, transformative leadership, and collective action of women and girls of all backgrounds at all stages of humanitarian action.[8] In Jordan, CSOs are led by women at both national and sub-national levels, including the Co-Chair of the Localisation Task Team, JONAF, which commissioned this MEAL Framework. Theirs is a critical collective voice in the pursuit of gender-responsive localisation that is fit for the Jordanian context.

6- Women's Rights Organization (WRO):
1) An organization that self-identifies as a women's rights organization with the primary focus of advancing gender equality, women's empowerment and human rights; or
2) an organization that has, as part of its mission statement, the advancement of women's and girls' interests and rights (or where "women," "girls," "gender" or local language equivalents are prominent in their mission statement); or
3) an organization that has, as part of its mission statement or objectives, to challenge and transform gender inequalities (unjust rules), unequal power relations and promoting positive social norms.
Women-Led Organization: An organization with a humanitarian mandate and/or mission that is
1) governed or directed by women; or
2) whose leadership is principally made up of women, demonstrated by 50% or more occupying senior leadership positions. Despite these recent efforts, the lack of a commonly agreed upon and widely used definition may hinder both the allocation and tracking of funding and efforts to ensure the inclusion and consultation of these organizations in humanitarian, development and peacebuilding efforts. A women's rights organizations can be defined as those with an explicit purpose of advancing women's rights or gender equality whereas women-led organizations can be defined as any non-governmental, not-for profit and non-political organization where two-thirds of its board (including the Chair) and management staff/volunteers (including the Executive Director) are female, and it focuses on women and girls as a primary target of programming.
See: Care (February 2021) "She Leads in Crisis": https://www.care-international.org/files/files/FINAL_She_Leads_in_Crisis_Report_3_2_21.pdf
7- UN Women, How to Promote Gender-Responsive Localisation in Humanitarian Action, p9
8- UN Women, How to Promote Gender-Responsive Localisation in Humanitarian Action, p8

1.4 Background

In Jordan, the Humanitarian Partners Forum (HPF) has mobilised a Localisation Task Team (LTT) to translate Grand Bargain commitments into concrete actions. The LTT, chaired by UN Women and the Jordan INGO Forum (JIF), is in the process of developing a long-term work plan to advance localisation progress. Of note, the LTT is tasked with promoting gender-responsive localisation and has an associated focus on the meaningful participation of women's rights and women-led local organisations. More broadly, the LTT's objectives are to promote the meaningful participation of national civil society organisations in strategic fora, including the HPF; to strengthen partnerships between international and local actors in humanitarian responses by improving the quality and availability of local partners' expertise; and to advocate for more direct funding to national organisations working in the humanitarian space by tracking funding allocations and setting targets. In the context of rolling out a work plan to support the realisation of these objectives, it follows that a MEAL Framework is required to drive and track the progress in implementing the localisation agenda in Jordan.

Photo: UN Women/ Christopher Herwig

Setting the Scene — Localisation in Jordan:

This MEAL Framework has been informed by frameworks, guidance notes and reports that exist in the current global literature. For specific reading on the Jordan context, the Framework should be read in conjunction with the following two recent reports, both of which provide deep analysis of the localisation (and gender) context in Jordan:

- GMI/ARDD, Strengthening Localisation in Jordan: Reinforce and Support, Do Not Replace or Undermine (October 2020)
- London School of Economics and ActionAid Arab Region, The Localisation of Aid in Jordan and Lebanon: Barriers and Opportunities for Women-Led Organisations (Sept 2019)

1.5 The MEAL Framework

The purpose of the MEAL Framework is reflected in its two-part vision statement: 'Humanitarian actors in Jordan – local, national and international – are collectively contributing to the principled, progressive realisation of the localisation agenda. This collective effort facilitates local and national actors' increasing role in the leadership, coordination and delivery of effective humanitarian action in Jordan.'

The Framework is a practical and contextualised monitoring tool to assess the collective contribution to this vision. That is, a tool for humanitarian actors in Jordan to track and measure localisation progress at an organisational and country level. The document sets out a vision, mission and seven outcome areas, with related actions, indicators and targets [9]. These are overlaid with a set of guiding principles, chief of which is to ensure the Framework is promoting and facilitating gender-responsive localisation (see Table 1).

The following sets out **Phase 1** and **Phase 2** of the MEAL Framework's development and implementation:

PHASE	PROCESS AT A GLANCE	OUTPUT	TIMEFRAME
Phase 1: Consultations and Framework Development	• Literature review (literature related to (i) Jordan localisation context, (ii) global localisation measurement, (iii) gender-responsive localisation). • Key informant interviews with National NGOs (NNGOs), Local CSOs, International NGOs (INGOs), UN and Donors (local and international) • Presentation and ongoing refinement of draft MEAL Framework with LTT/HPF members, CSO actors and government.	MEAL Framework for Localisation of Humanitarian Action in Jordan, to be submitted for finalisation and endorsement*. *May be subject to further consultations.	Feb - June 2021
Phase 2: Implementation and Evaluation	• Including but not limited to data collection, collation, analysis, evaluation, dissemination, communication and utilisation of results.	TBD	TBD

1.6 Who is the MEAL Framework intended for?

This MEAL Framework is intended to be useful for, and used by, all humanitarian actors in Jordan. It recognises that while localisation definitions and priorities should be set by local and national actors, progressing localisation in Jordan is the shared responsibility of all. It also recognises that all actors have both capacity and capacity gaps. The Framework pays particular attention to the activities and practices required to be undertaken by international actors (donors, INGOs, UN) in order to reform their current practices and systems to become more localised. But is intended as a tool for, and to be utilised by, any actor that is engaged in humanitarian action at any level.

9- As this is a draft framework, targets are yet to be established/agreed.

1.7 Methodology

This draft document has been prepared by remote consultant engagement, following a literature review and online interviews with 26 key informants (17F; 9M) from 23 organisations (4 national NGOs, 6 local CSOs, 4 donors, 5 UN agencies, 2 INGOs, 2 networks/forums – one national, one regional) and ongoing discussions with the LTT co-chairs, UN Women, the Jordan National NGO Forum and the Jordan INGO Forum. To date, all interviews have been with Amman-based representatives and conducted in English.

1.8 Measurement of localisation

In recent years and particularly following the Grand Bargain in 2016, a range of practice notes, tools and frameworks have been developed to measure localisation progress at the global, national and response levels. There is less evidence, however, of the extent to which these frameworks have been effectively utilised and adapted by actors, though more evidence is emerging.

Global Mentoring Initiative's (GMI) original 'Seven Dimensions of Localisation' has been well utilised, adapted and built upon by others (see box inset) and offers a relevant and helpful starting point for Jordan. For this Framework, the 'dimensions' and corresponding actions and indicators have been tailored to reflect the national and operational context.

The ultimate goal of this MEAL process is to facilitate more effective, inclusive and sustainable humanitarian preparedness, response, recovery and stabilisation efforts in Jordan. Genuine localisation progress is an important pathway to achieving this goal.

Learning from the Global Localisation Literature:

This MEAL Framework is informed by, and in some cases utilises indicators from, the following global frameworks and guidance notes that relate in various ways to the pursuit and measurement of localisation:

- Grand Bargain Localisation Workstream, Guidance Notes on Localisation (May 2020)
- UN Women, How to Promote Gender-Responsive Localisation in Humanitarian Action (May 2020)
- Start Network's Disasters and Emergencies Preparedness Programme (DEPP), Localisation in Practice: Emerging Indicators and Practical Recommendations (June 2018)
- NEAR, Localisation Performance Measurement Framework (June 2019)
- Humanitarian Advisory Group, Intention to Impact: Measuring Localisation (February 2018)
- ECHO consortium, Pathways to Localisation (October 2019)

Table 1: Framework Overview

	LOCALISATION OUTCOME AREAS 1-7	# Actions	# Indicators	PRIMARY RESPONSIBILITY
1	**Partnership Quality** Partnerships between local, national and international actors (including women's rights and women-led organisations) are genuine, equitable and complementary.	3	9	All
2	**Participation** Crisis-affected women, men, boys and girls are meaningfully involved in determining what assistance is provided to them, and how.	2	5	All
3	**Funding** Local and national humanitarian actors, including women's rights and women-led organisations, have increased access to quality funding (international and national).	3	10	Donors INGOs/UN
4	**Capacity** Local and national actors', especially women's rights and women-led organisations, capacity is recognised and respected; capacity gaps for all actors are mutually identified and supported.	2	4	All
5	**Coordination** Local and national actors, including women's rights and women-led organisations, have greater presence, influence and leadership in humanitarian coordination mechanisms.	2	4	All
6	**Perception of Local and National Actors** The roles and results of local and national actors, including women's rights and women-led organisations, are increasingly promoted within and outside of Jordan.	1	2	Donors INGOs/UN
7	**The Enabling Environment** Humanitarian actors in Jordan collaborate on and advocate for issues of mutual importance.	2	3	All

GUIDING PRINCIPLES

The following principles and key considerations are integrated across the Framework, and should be actively considered in the pursuit of the Outcome Areas. The Framework is:

- **Gender-responsive** – informed by good practice guidance, with both targeted and mainstreamed actions, indicators and targets.
- **Inclusive** – and as representative as possible of the diverse capacities, interests and needs of local actors and affected communities.
- **Principled** – humanitarian principles are reinforced by the localisation process, rather than undermined.
- **Risk-sensitive** – does not undermine the safety and security of people, in particular local actors and affected communities.
- **Nexus-aware** – cognisant of and complementary to the wider political and institutional ecosystem; takes lessons from the experiences of development actors in Jordan, both local and international.

Framework Acronyms:

ARDD	Arab Renaissance for Democracy and Development
C4C	Charter for Change
CBO	Community Based Organisation
CBPF	Country-Based Pooled Funds
CSO	Civil Society Organisation
DPO	Disabled Peoples Organisation
ERF	Emergency Response Fund
GB	Grand Bargain
GEEWG	Gender Equality and the Empowerment of Women and Girls
GMI	Global Mentoring Initiative
HPF	Humanitarian Partners Forum
HRP	Humanitarian Response Plan
IA	International Actors (Donors, INGOs, UN)
IASC	Inter Agency Standing Committee
INGO	International Non-Governmental Organisation
JHF	Jordan Humanitarian Fund
JONAF	Jordan National NGO Forum
JRP	Jordan Response Plan
LNA	Local and National Actors (Governmental and Non-Governmental)
LTT	Localisation Task Team
MEAL	Monitoring, Evaluation, Accountability and Learning
NGO	Non-Governmental Organisation
PoP	Principles of Partnership
WLO	Women-Led Organisation
WPHF	Women's Peace and Humanitarian Fund
WRO	Women's Rights Organisation

Framework Key:

LNA	Local and National Actors
IA	International Actors (Donors, UN, INGO)
ALL	Local, National and International Actors

Table 2: The MEAL Framework

Framework Vision:

Humanitarian actors in Jordan – local, national and international – are collectively contributing to the principled, progressive realisation of the Localisation Agenda. This collective effort facilitates local and national actors' increasing role in the leadership, coordination and delivery of effective humanitarian action in Jordan.

Framework Mission:

This MEAL Framework is a practical and contextualised monitoring tool for humanitarian actors in Jordan to articulate and track localisation progress. It is intended to be utilised to provide a baseline indication of collective localisation results to date, and the eventual impact of those results on the quality of humanitarian action. The project is phased.

Phase 1: Consultations and Framework Development.

Phase 2: Implementation and Evaluation.

Who is this Framework for?

This MEAL Framework is intended to be useful for, and used by, all humanitarian actors in Jordan. It is underpinned by the recognition that progressing localisation in Jordan is the shared responsibility of all. It also recognises that all actors have both capacity and capacity gaps. The Framework pays particular attention to the activities and practice change required to be undertaken by international actors (donors, INGOs, UN) but is intended as a tool for all.

GUIDING PRINCIPLES / KEY CONSIDERATIONS

The following **principles and key considerations are integrated across the Framewor**k, and should be actively considered in the pursuit of the Outcome Areas. The Framework is:

- **Gender-responsive** – informed by good practice guidance, with both targeted and mainstreamed actions, indicators and targets.
- **Inclusive** – and as representative as possible of the diverse capacities, interests and needs of local actors and affected communities.
- **Principled** – humanitarian principles are reinforced by the localisation process, rather than undermined.
- **Risk-sensitive** – does not undermine the safety and security of people, in particular local actors and affected communities.
- **Nexus-aware** – cognisant of and complementary to the wider political and institutional eco-system; takes lessons from the experiences of development actors in Jordan, both local and international.

Outcome Areas (1-7)

1 - Partnership Quality

Partnerships between local, national and international actors (including women's rights and women-led organisations) are genuine, equitable and complementary.

Actions	Indicators
1.1 Embed, and actively practice, the Principles of Partnership ([PoP](PoP)) in humanitarian partnerships and programming.	**1.1a** A set of contextualised partnership principles are embedded in partnership documentation (e.g. MOUs or partnership agreements, partnership plans and reporting). **1.1b** % of IA that have partnership agreements with LNA that have clear, mutually agreed roles and responsibilities, reciprocal reporting, and a means to raise concerns and challenges. **1.1c** % of LNA that self-report that strategic partnerships with IA s increasingly reflect the goals and ambitions of the LNA partner. **1.1d** Where possible, partnership documentation is accepted in Arabic.
1.2 LNA and IA collaborate throughout the programme cycle (incl. design, planning, proposal development, MEAL), and with crisis-affected people, share decision-making while performing complementary roles.	**1.2a** % of needs assessments that are genuinely collaborative needs assessments and consultations carried out and used to inform proposal and programme design. **1.2b** Number of programmes co-designed (where possible), implemented, monitored and evaluated with LNA and crisis-affected people. **1.2c** LNA self-report that partnerships are genuine and equitable (partners feel respected and equally valued).
1.3 Within their partnerships, LNA and IA promote and adhere to ethical recruitment practices and more equitable employment conditions.	**1.3a** All actors have ethical recruitment guidelines that are available and adhered to. **1.3b** % of IA and LNA that have taken steps to reduce differences in conditions between their national and international staff, where relevant. This can include examples that relate to well-being, remuneration, safety and security conditions, career development etc.

Targets	Sources of Verification	Timeframe
Targets TBD (# or %) Incl. targets for WROs/WLOs/DPOs (Incl. LGBTQI targets?)	▪ Document Review (Partnership Documentation — MOUs, Agreements, Partnership Plans) ▪ Partnership Reporting ▪ Organisational Policies ▪ Self-Assessment Surveys ▪ Partnership Surveys ▪ Perception Surveys	September 2021 and then annually (at fin. year-end)

Outcome Areas (2-7)

2 - Participation

Crisis-affected women, men, boys and girls are meaningfully involved in determining what assistance is provided to them, and how.

Actions	Indicators
2.1 IA and LNA strengthen opportunities for crisis-affected women, men, boys and girls to understand and shape humanitarian programming, including evaluating those programmes.	**2.1a** Existence of formal mechanisms within IA and LNA that provide quality information to, and ensure the participation of and two-way communication with, crisis-affected people (safe and inclusive accountability and community feedback mechanisms, MEAL processes). **2.1b** Mechanisms designed to strengthen participation reflect the gender, age and diversity of crisis-affected people and are inclusive of – and accessible to – these different groups. **2.1c** % of IA and LNA that use contextualised communication examples (eg. Arabic or other local language, visual and audio, door-to-door, radio/TV and other information dissemination modes) employed to reach crisis-affected people according to their gender, age and diversity, while ensuring not to reinforce gender stereotypes and harmful gender norms and roles through images and messaging.
2.2 Donors fund, and IA or LNA pilot, community-led projects where conditions allow.	**2.2a** Examples of community and CSO-led funds piloted (including women-led, women's CSO-led and DPO-led).

Targets	Sources of Verification	Timeframe
Targets TBD Incl. targets for WROs/WLOs/DPOs	▪ Programme/Project Reporting ▪ Organisational Policies ▪ Feedback Mechanism Frameworks ▪ Self-Assessment Surveys ▪ Community Perception Surveys	September 2021 and then annually (at fin. year-end)

Outcome Areas (3-7)

3 - Funding

Local and national humanitarian actors, including women's rights and women-led organisations, have increased access to quality funding (international and national).

Actions	Indicators
3.1 Donors make direct funding (more) available and accessible to local and national actors, including through the JHF, WPHF, JRPand other CBPFs and ERFs.	**3.1a** Number of humanitarian funding mechanisms available in Jordan for LNA. **3.1b** % of pooled humanitarian funds, including the Jordan Humanitarian Fund, that is allocated to LNAs. **3.1c** % (and total $ value) of LNA receiving direct funding – not through pooled funds. **3.1d** Year-on-year increases in the proportion of total humanitarian funding awarded to LNA, including through the JHF; proportion of these that are small-medium sized actors (ie: not Jordan's largest national/royal NGOs). **3.1e** % of donors who have instituted policy changes to enable/ ease funding to LNA.
3.2 IA support LNA to build their sustainability by providing multi-year funds and allowing core funds in project budgets.	**3.2a** Number of project budgets for LNA that provide multi-year funds (as % of all project budgets). **3.2b** Proportion of total partnership funding per contract that is allocated to anything other than project implementation (overheads, core costs).
3.3 IA support LNA to enhance their capacity to access quality funding and strengthen their financial management systems, with a focus on risk mitigation.	**3.3a** Number of funding-related support examples or capacity strengthening activities provided by IA to LNA (e.g. training in resource mobilisation, proposal development, budgeting). **3.3b** Consultations held with LNA, including local CSOs and CBOs, for the prioritisation of the allocation strategy ahead of each Jordan Humanitarian Funding Round. **3.3c** % of LNA that adopt risk mitigation plans to identify and address fiduciary, institutional and programmatic risks.

Targets	Sources of Verification	Timeframe
Targets TBD Incl. targets for WROs/WLOs/DPOs (suggested range: 30-50%?) Funding targets for gender? (15%?)	▪ Consolidated Finance Reporting ▪ Project Budgets ▪ Partnership Reporting ▪ Donor Policy Documents ▪ Self-Assessment Surveys	September 2021 and then annually (at fin. year-end)

Outcome Areas (4-7)

4 - Capacity

Local and national actors', especially women's rights and women-led organisations, capacity is recognised and respected; capacity gaps for all actors are mutually identified and supported.

Actions	Indicators
4.1 LNA and IA assess capacity strengthening needs for each other and/or capacity strengthening is incorporated into partnership agreements.	**4.1a** Shared capacity assessments are available and/or partnership agreements reflect the same. **4.1b** Number of capacity-strengthening plans highlighting gaps and contributions of both partners, recognising complementarity, including disaggregation of those targeting WROs/WLOs/DPOs. Capacity-strengthening approaches and plans can be informed by this Guidance Note.
4.2 LNA and IA jointly develop and deliver targeted, innovative capacity-strengthening projects and programmes, particularly in the preparedness phase, including a specific focus on capacity strengthening for WROs/WLOs.	**4.2a** Number of funded humanitarian project budgets which include a specific budget line for capacity strengthening of LNA (and proportion of these that are WROs/WLOs and DPOs). **4.2b** Examples of jointly designed and delivered capacity-strengthening projects.

Targets	Sources of Verification	Timeframe
Targets TBD Incl. targets for WROs/WLOs/DPOs	▪ MOUs and Partnership Plans ▪ Partnership/Programme Reporting ▪ Self-Assessment Surveys	September 2021 and then annually (at fin. year-end)

Outcome Areas (5-7)

5 - Coordination

Local and national actors, including women's rights and women-led organisations, have greater presence, influence and leadership in humanitarian coordination mechanisms.

Actions	Indicators
5.1 LNA increasingly participate in and influence humanitarian coordination mechanisms (e.g. sectors, working groups, high-level meetings, Jordan HPF).	**5.1a** Percentage of humanitarian actors that are LNAs and engaged in humanitarian coordination mechanisms at all levels (and proportion of these that are WROs/WLOs and DPOs) **5.1b** % of LNA engaged in humanitarian coordination mechanisms that self-report they are meaningfully included and able to influence decision-making. **5.1c** Evidence that IA are addressing barriers to LNA engagement in internationally led coordination mechanisms (e.g. vacating co-leadership roles, availability of translation services, targeted coordination capacity support). **5.1d** Evidence that IA and LNA promote gender-responsive localisation in coordination, including the promotion and utilisation of the GB Localisation Workstream's related [Guidance Note](#) on gender-responsive localisation (e.g. develop standards and guidance on enhanced representation of WLOs/WROs in coordination mechanisms to foster an enabling environment for women's leadership and decision-making, ensure that relevant inter-cluster coordination and sub-groups integrate a gender perspective, invest in alliance-building to increase WLO and WRO influence).
5.2 IA and LNA jointly identify duplicated coordination mechanisms, with effective nationally-led mechanisms and approaches given primacy over time.	**5.2a** Examples of IAs' increased engagement in nationally-led coordination mechanisms and approaches.

Targets	Sources of Verification	Timeframe
Targets TBD Incl. targets for WROs/WLOs/DPOs	▪ Meeting Records ▪ Self-Assessment Surveys ▪ Perception Surveys ▪ Key Informant Interviews	September 2021 and then annually (at fin. year-end)

Outcome Areas (6-7)

6 - Perception of Local and National Actors

The roles and results of local and national actors, including women's organisations, are increasingly promoted within and outside of Jordan.

Actions	Indicators
6.1 IA credit the roles, risks taken, innovations and results of their LNA partners in public communications, so that LNA are perceived more positively by the community and funders.	**6.1a** Examples of IA highlighting LNA-led humanitarian action, including the roles and results of LNA, in public communications (incl. traditional and social media). **6.1b** Number of instances that innovative ideas and practices developed by LNA are publicly reported or acknowledged.

Targets	Sources of Verification	Timeframe
Targets TBD Incl. targets for WROs/WLOs/DPOs	▪ Public Communications, incl. varied forms of media, and programme/ organisational reporting. ▪ Perception Surveys	September 2021 and then annually (at fin. year-end)

Outcome Areas (7-7)

7 - The Enabling Environment

Humanitarian actors in Jordan collaborate on and advocate for issues of mutual importance.

Actions	Indicators
7.1 Create space for and support LNA to do collective advocacy through information-sharing, administrative and technical support, and facilitation of bilateral connections (INGO/ NNGO, UN/NNGO, Donor/NNGO).	**7.1a** Examples of support measures taken (those identified in Action 7.1.) to strengthen LNA advocacy capacity.
7.2 LNA and IA identify mutual areas of interest and lead strategic dialogue with government, funders, and communities (national, regional and international).	**7.2a** Number of finalised (collective or joint) advocacy documents. **7.2b** Examples of joint dialogue and advocacy (private and public) carried out by LNA and IA; identification of advocacy results where relevant.

Targets	Sources of Verification	Timeframe
Targets TBD Incl. targets for WROs/WLOs/DPOs	▪ Public Communications ▪ Policy Documents ▪ Self-Assessment Surveys ▪ Perception Surveys	September 2021 and then annually (at fin. year-end)

PART 2 : UNDERSTANDING THE FRAMEWORK

2.1 What localisation definition does this MEAL Framework use?

There is no single definition of localisation provided by the Grand Bargain or other global agreements – this is appropriate given that any meaningful definition needs to be informed by culture and context. There are also multiple 'interpretations' of localisation, many of which have been well articulated in ARDD & GMI's 2020 'Strengthening Localisation in Jordan' report.[10] In the context of this MEAL Framework, local actors in Jordan should drive the definition of, and vision for, localisation. In the interim and as this Framework is developed and agreed upon, localisation has been taken to be defined as 'a process of recognising, respecting and strengthening the capability, decision-making and leadership of national actors in humanitarian action, in order to better address the needs of affected populations'. The Framework's draft vision statement, and the overall framework, reflect the spirit of this interpretation.

2.2 Rationale for localisation

For more than 25 years and increasingly since the Grand Bargain, the drivers for localisation have been described along practical, ethical, financial and other lines. In Jordan as in other contexts, the key drivers for localisation are a mix of all and include but are not limited to:

Practical / Pragmatic *(It makes sense):*

- Local actors are the first to respond and the last to leave.
- Local actors understand the cultural, political and operational context – and speak the language(s).
- Local actors have broad capabilities; international actors' roles should be complementary to this.
- Jordan is a stable country that is simultaneously managing a complex and protracted refugee crisis, alongside its own social and economic challenges. It makes sense that longer-term solutions are sought and that local actors are best placed to lead and deliver these solutions.

Ethical *(It's the right thing to do):*

- There is increasing acknowledgement of (and reckoning with) the power and resourcing inequalities inherent in the current international humanitarian system, and a global push towards the 'decolonisation of aid'.
- Locally delivered humanitarian assistance can be more accountable. Affected populations are more likely to question the quality, relevance and timeliness of the services they receive by local actors.

Financial *(It's more cost effective):*

- Humanitarian needs are increasing globally while strictly 'humanitarian' funding is decreasing.
- Humanitarian funding for the Syrian Crisis is decreasing while development funding is increasing.
- Evidence shows that advancing localisation lowers the cost of delivery of humanitarian action through the reduction of transactional costs.[11]

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10 - GMI/ARDD, Strengthening Localisation in Jordan: Reinforce and Support, Do Not Replace or Undermine, p12-13

11 - For additional details, see the Report of the High-Level Panel on Humanitarian Financing Report to the Secretary-General. Too Important to Fail – Addressing the Humanitarian Financing Gap, https://interagencystandingcommittee.org/system/files/hlp_report_too_important_to_failgcoaddressing_the_humanitarian_financing_gap.pdf

2.3 Unpacking the Framework

There are both strategic and operational elements to localisation of humanitarian action, which can be understood in the following terms:

*"… localisation in practice has implications for **operational programming**, but it happens in **pursuit of the strategic objectives** of making global humanitarian action **more cost-effective and inclusive, and reinforcing the collective national and local capacities** to manage significant challenges and crises."* [12]

This MEAL Framework will consist of both strategic and operational objectives. The current draft is focused on operational elements, with the overarching strategic elements to be finalised following further consultation with and leadership from all actors, but in particular local and national actors within Jordan, with the Government of Jordan as the key stakeholder. The current MEAL Framework is organised around seven 'outcome areas', which have been adapted from the Global Mentoring Initiative's original 'Seven Dimensions Framework on Localisation' [13]. The Framework sets out a Vision, Mission and the seven Outcome Areas, with related actions, indicators and targets [14]. These are overlaid with a set of Guiding Principles, chief of which is to ensure the Framework is promoting and facilitating gender-responsive localisation. Gender has been integrated across the Framework and also considered through the inclusion of a 'targeted' action and indicators for Outcome Area 5 (Coordination).

MEAL Framework Vision:

Humanitarian actors in Jordan – local, national and international – are collectively contributing to the principled, progressive realisation of the Localisation Agenda. This collective effort facilitates local and national actors' increasing role in the leadership, coordination and delivery of effective humanitarian action in Jordan.

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12 - GMI/ARDD, Strengthening Localisation in Jordan: Reinforce and Support, Do Not Replace or Undermine, p55

13 - Start Network›s Disasters and Emergencies Preparedness Programme (DEPP), Localisation in Practice: Emerging Indicators and Practical Recommendations (June 2018)

14 - As this is a draft framework, targets are yet to be established/agreed.

Outcome Area 1: Partnership Quality [3 Actions; 9 Indicators]

Partnerships between local, national and international actors (including women's rights and women-led organisations) are genuine, equitable and complementary.

This outcome recognises that quality partnerships are at the heart of the localisation agenda. That is, not simply partnerships in name, but partnerships that can be considered genuine and equitable, in place of the sub-contracting or 'top-down' arrangements that most interview respondents reported[15] . Actions and indicators for this outcome area focus on the need for actors to jointly articulate and adhere to agreed principles of engagement, strengthening the role of local and national actors in the development and implementation of programmes, and taking steps where possible to reduce differentials between international and local actors. Though targets have yet to be established, there may also be a need for targets at both the national and sub-national levels, to ensure adequate representation and inclusion of local, as distinct from national, CSOs and CBOs.

Outcome Area 2: Participation [2 Actions; 5 Indicators]

Crisis-affected women, men, boys and girls are meaningfully involved in determining what assistance is provided to them, and how.

Humanitarian assistance is delivered to enhance the lives and livelihoods of women, men, boys and girls affected by crisis. It makes sense then that this group of stakeholders have an interest in, and would seek to have influence over, the decisions and activities that most affect them. Most localisation approaches focus on strengthening leadership and participation at the institutional or organisational levels (government, NGOs, CSOs). This outcome seeks to strengthen opportunities for crisis-affected communities to shape the development of interventions and participate in their evaluation. Enhancing meaningful participation is especially important in the Jordanian context, given the diversity of capacities and needs of refugee and host communities in the country. As with other outcome areas, actions should be inclusive (eg. reaching individuals through women's rights or women-led organisations, organisations targeting or led by persons with disabilities and minority groups).

Outcome Area 3: Funding [3 Actions; 10 Indicators]

Local and national humanitarian actors, including women's rights and women-led organisations, have increased access to quality funding (international and national).

Recognising that humanitarian funding in Jordan overwhelmingly goes to international agencies[16], interview respondents rated funding (both quantity and quality) as their priority issue. This outcome seeks to increase the quantity of overall funding to local and national actors and to diversify the types of local and national actors that receive funding. Pooled funds are an important component of funding for localisation but the Framework recognises that pooled funds represent only a fragment of overall humanitarian funding [17]. For this reason, indicators require reporting of both pooled and non-pooled funds as a proportion of all funding. The Framework aims to promote quality funding through the increased provision of multi-year and core funds by donors, and through reducing barriers for local and national actors to access quality funding, for example through capacity support for proposals, budgeting and overall financial governance.

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15 - As part of the development of this MEAL Framework, of 22 key informant interviews conducted to date, 16 respondents reported negative sentiments about the nature of current partnership arrangements and practices.

16 - GMI/ARDD, Strengthening Localisation in Jordan: Reinforce and Support, Do Not Replace or Undermine, p21 & 22

17 - No verified figures are available for Jordan but funding that goes through pooled funds is estimated to be no more than 3-5% of all humanitarian funding.

Outcome Area 4: Capacity [2 Actions; 4 Indicators]

Local and national actors' capacity is recognised and respected; capacity gaps for all actors are mutually identified and supported.

This outcome area recognises that all actors have both capacities and capacity gaps. It seeks to ensure that the capacity of local and national actors to design, lead and deliver humanitarian assistance – from needs assessments, planning and design through to monitoring and evaluation – is recognised and respected. The Framework calls for capacity-strengthening or capacity-sharing activities to be mutually identified, more strategic, better coordinated and reported on. Whilst this outcome area acknowledges the mutual responsibilities of all actors, a priority will be to collectively build the capacities of international actors to engage with and support local actors. Historically, capacity-strengthening initiatives have tended to have an end goal, albeit largely implied, of making local and national actors more international. This Framework seeks to challenge that approach.

Outcome Area 5: Coordination [2 Actions; 4 Indicators]

Local and national actors, including women's rights and women-led organisations, have greater presence, influence and leadership in humanitarian coordination mechanisms.

This outcome area seeks to both increase local and national actors' participation in and leadership of humanitarian coordination mechanisms (eg. clusters and working groups, commonly led by international actors) and also encourage international actors to participate in nationally or locally-led coordination mechanisms, where appropriate. In the literature review and interviews conducted for the development of this Framework, local and national actors reported widespread practical barriers to their participation in existing coordination mechanisms, such as the prevailing use of English and sector-specific language and acronyms and the predominance of international over local voices. These barriers should be addressed and as they are, local and national actors will need to be prepared to engage and lead at more strategic levels.

Outcome Area 6: Perception of Local and National Actors [1 Action; 2 Indicators]

The roles and results of local and national actors, including women's rights and women-led organisations, are increasingly promoted within and outside of Jordan.

Recognising that not all actors have the same objectives regarding the visibility of their activities, local and national actors should decide the extent to which their activities are promoted. Where greater visibility is encouraged, the Framework calls for international actors to take steps to promote the role that local and national actors (often their partners) play in designing and delivering humanitarian assistance in Jordan.

Outcome Area 7: The Enabling Environment [2 Actions; 3 Indicators]

Humanitarian actors in Jordan collaborate on and advocate for issues of mutual importance.

In re-imagining the future role of international actors in a more localised humanitarian system, they may be well placed to drive and support advocacy on issues of agreed mutual importance. ("Advocacy is a priority area. In the future I think that's where internationals could really find their space and use their voice" – Donor representative during key informant interviews). This outcome area recognises the leadership and capacity-strengthening role that international actors can play and calls for international, national and local actors to increasingly collaborate on joint advocacy initiatives.

2.4 Roles and responsibilities

While it should ultimately be led and owned by the government and local actors, localisation – as a strategic and operational objective – is a shared responsibility for all. While progressing localisation at a practical level may require a 'coalition of the willing' rather than unanimous support in the initial phase, it is important that a wide range of stakeholders are involved and committed as the process develops. This is particularly true for engagement with the national government. For this MEAL Framework, roles and responsibilities should be articulated and agreed upon prior to final endorsement of the Framework. In the interim and as a general guide, the roles and responsibilities of stakeholders include but are not limited to:

Note this table will be updated as the Framework develops.

COMMITMENT TO THE LOCALISATION AGENDA	National Government	▪ Approve and endorse the MEAL Framework. ▪ Facilitate, through the relevant ministries, activities, practices and changes that support the Framework's objectives. ▪ Support legislation and policy on localisation.
	Humanitarian Partners Forum	▪ Commit to and promote the MEAL Framework. ▪ Oversee the development and implementation of the MEAL Framework. ▪ Determine, with the LTT, monitoring and evaluation arrangements and resourcing for the Framework.
	Localisation Task Team	▪ Commit to and promote the MEAL Framework. ▪ Lead the development and implementation of the MEAL Framework. ▪ Provide guidance to members, and member partners, on implementation of the Framework.
	Local and National Actors	▪ Commit to and promote the MEAL Framework. ▪ Strengthen coordination/collaboration among local and national actors. ▪ Prepare personnel for additional responsibilities and leadership.
	International Actors	▪ Commit to and promote the MEAL Framework. ▪ Commit to transforming current and proposed partnerships, in line with the Framework's objectives. ▪ Identify, across the 7 Outcome Areas, opportunities to transform the role of IAs to one that is complementary to local and national actors.
	Donors	▪ Commit to and promote the MEAL Framework. ▪ Identify and address current barriers to implementation of the Framework's objectives, particularly in relation to partnerships and funding.
	Affected Communities	▪ TBD.

PART 3 : HOW TO USE THE FRAMEWORK

3.1 Implementation

Once the MEAL Framework has been approved and endorsed, all stakeholders – that is, those actors who have formally committed to it – should identify the ways in which they will engage with and support the implementation of the MEAL Framework. As part of this process, key questions for organisations or agencies ('actors') to consider are:

- Within each of the 7 Outcome Areas, how would we prioritise the Actions and Indicators? Are some more critical for us than others? Which of them:
    - Are our highest priorities?
    - Are most relevant for us?
    - Are most within our sphere of influence or control?
    - Are most within our direct partners' sphere of influence or control?

Once actors have considered these questions, they are encouraged to **complete the following worksheet**[18] (see Table 3 below) to devise their own approach to implementation of the Framework. This process will assist individual actors and potentially serve as a useful discussion tool to prompt discussion with partners. Having these commitments documented at the level of individual actors will also support the Framework's overall implementation, monitoring, evaluation and accountability.

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18 - Adapted from the framework provided in GMI/ARDD's 2020 report, Strengthening Localisation in Jordan: Reinforce and Support, Do Not Replace or Undermine, p75.

TABLE 3: LOCALISATION MEAL FRAMEWORK WORKSHEET – FOR ALL ACTORS

ORGANISATIONAL ASSESSMENT AGAINST THE FRAMEWORK						
OUTCOME AREAS 1-7	**KEY QUESTIONS TO BE COMPLETED:**					
	1. Where are we now?	**2.** What needs to change?	**3.** Which specific Actions and Indicators can we commit to?	**4.** What obstacles can we anticipate and how will we overcome them?	**5.** What would success look like for this Outcome Area?	**6.** What progress markers (using which data sources) can tell us whether we are advancing?
1. Partnership Quality						
2. Participation						
3. Funding						
4. Capacity						
5. Coordination						
6. Perception of Local and National Actors						
7. The Enabling Environment						

3.2 Monitoring and Evaluation

Monitoring

Alongside individual actors' data collection and monitoring activities, the Framework should be subject to periodic monitoring at the collective level, through either the Localisation Task Team or other agreed coordinating mechanism. Monitoring questions can be considered along these four themes and include:

- **Engagement ('buy-in'):** Has the MEAL Framework remained on the agenda? Do actors appear engaged in its implementation? If not, why not?

- **Enabling Factors:** What is working well? Are there any outputs (at the individual, partnership or collective level) that could be considered 'early wins'?

- **Inhibiting Factors:** What barriers to implementation are actors observing or reporting? (ie: difficulty collecting data, change in policy or priority, lack of resourcing for implementation)

- **Testing the Framework:** Are the Outcome Area Statements, Actions, Indicators and Targets still appropriate? Are there any Actions outlined in the Framework that are no longer considered achievable or relevant? Have any new Actions or Indicators emerged?

Evaluation

Pending resourcing being made available, an independent evaluation of progress against the MEAL Framework should be scheduled within, and not later than, the first three years of the Framework.

Key Evaluation Questions

The Framework's Key Evaluation Questions will need to be determined once the strategic objectives of the Framework have been set. In the interim and in line with the Framework's Vision statement, questions should generally be framed according to the following four impact areas:

To what extent is the MEAL Framework contributing to a body of evidence which demonstrates that:

- Humanitarian actors in Jordan – local, national and international – are collectively contributing to the principled, progressive realisation of the Localisation Agenda.
- Gender equality and the empowerment of women and girls has been adequately and effectively incorporated into the Framework's implementation and is demonstrating results.
- The role of local and national actors in the leadership, coordination and delivery of effective humanitarian action in Jordan is increasing.
- Communities are experiencing improved service delivery (quality of humanitarian action).

3.3 Accountability and Learning

The Framework has been developed with the recognition that all stakeholders are responsible for advancing localisation and, as a proxy, for the development and implementation of this Framework. Accountability to communities affected by crisis is most explicitly expressed through Outcome Area 2 (Participation; see Actions 2.1, 2.2 and their related indicators), though further opportunities to strengthen accountability to – and leadership of – communities will be sought through consultation. In addition to participating in monitoring and evaluation activities at the collective level, organisations that commit to the MEAL Framework are expected to demonstrate accountability for their commitments, using measures that are appropriate for their own context.

The development of the MEAL Framework is considered Phase 1. Its implementation and evaluation is considered Phase 2, and should include the reporting, dissemination and communication of results. A brief Communication Strategy (this can be as simple as a 'plan on a page') should be developed as an addition to this MEAL process. There is much to be learned from the pursuit of this Framework's objectives within the Jordanian context, and indeed great potential for other country and protracted crisis settings to learn from this exercise too.

ANNEX I: LOCALISATION MEAL FRAMEWORK WORKSHEET (PRINTABLE)

	ORGANISATIONAL ASSESSMENT AGAINST THE FRAMEWORK					
OUTCOME AREAS 1-7	**KEY QUESTIONS TO BE COMPLETED:**					
	1. Where are we now?	**2.** What needs to change?	**3.** Which specific Actions and Indicators can we commit to?	**4.** What obstacles can we anticipate and how will we overcome them?	**5.** What would success look like for this Outcome Area?	**6.** What progress markers (using which data sources) can tell us whether we are advancing?
1. Partnership Quality						
2. Participation						
3. Funding						
4. Capacity						
5. Coordination						
6. Perception of Local and National Actors						
7. The Enabling Environment						

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