Public Service Delivery in Contexts of Urban Displacement

A Discussion Paper on the Importance of Strengthening Public Service Delivery in Urban Humanitarian Contexts

International Rescue Committee | DECEMBER 2017

INTERNATIONAL
RESCUE
COMMITTEE

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OPPOSITE: Graffiti in Beirut in 2011 – one form of social commentary on the neglect of the city and public amenities   *Flickr user Maya-Anaïs Yataghène/CC BY-SA 2.0*

INTERNATIONAL RESCUE COMMITTEE

Executive Summary

Traditionally, humanitarian actors seeking to support affected communities in times of crisis have provided essential services like education, healthcare, social protection, shelter, water, infrastructure, and waste management directly to clients. This narrative, while effective in refugee and displacement camps, is complicated by the growing share of the globally displaced living in urban areas. Today, more than half of the world's refugees and internally displaced persons (IDPs) live in cities. The crisis-based models of "direct service delivery" familiar to humanitarians are often inadequate in complex urban ecosystems; catering to these communities presents a host of complications for aid organisations and local service providers alike.

When displaced persons move to urban areas, they often settle in more marginalised and underserved neighbourhoods. Public service providers[1] in these areas are often already struggling to adequately meet the host population's pre-crisis demand for services, and an influx of refugees and IDPs into these neighbourhoods can strain existing service delivery infrastructure. Humanitarian actors, operating within their traditional methods of direct engagement, often respond by establishing parallel structures for service delivery, which may ultimately compromise indigenous mechanisms for service provision. Concurrently, efforts focused exclusively on displaced persons may ultimately create new tensions between displaced and host communities. The traditional "direct service delivery" approach to a humanitarian response is often insufficient or even problematic in urban contexts, necessitating a change in tactic.

This paper discusses how humanitarian actors may help strengthen existing service delivery infrastructures and assist local service providers to meet increasing demand from displaced populations. The challenges of integrating humanitarian intervention with existing mechanisms for urban service delivery are significant. Interventions often target specific sectors rather than entire systems, adopt an overly restrictive timeframe, and fail to account for complex political realities. Yet, as a case study from Lebanon shows, projects led by humanitarian actors that help to address the service needs of both host and refugee populations can effectively increase service providers' resilience to future crises and help to lower social tensions within the community. This experience suggests that humanitarian actors, operating at the nexus of short-term humanitarian relief and long-term development goals, can benefit from a greater focus on strengthening local channels for the provision of services. In turn, this can support institutional development that will outlive crisis-based humanitarian intervention.

OPPOSITE: A Syrian refugee completes an application form at the UNHCR registration centre in Tripoli, Lebanon, January 2014.
Mohamed Azakir/World Bank/CC BY-NC-ND 2.0

In order to ensure more resilient, sustainable, and inclusive public service delivery, humanitarian actors can embrace new roles by undertaking the following approaches:

Strengthen Organisational Capacity of Service Providers

Organisational capacity strengthening helps organisations (like municipalities) achieve their objectives (like sufficiently meeting demand for services) by strategically expanding its capacity in the following areas:

❯ Planning

Adequate planning and preparation for crisis management can significantly enhance the ability of service providers to respond to heightened need. Humanitarian actors, spurred by a potential displacement crisis, can help at-risk urban communities to identify public service contingency plans. Additionally, keeping lines of communication open between humanitarian actors and public service providers can help to inform host communities of impending refugee arrivals and ensure that local institutions and host populations have a greater say in humanitarian interventions.

❯ Financial Management

The absence of proper financial management and sustainable revenue streams increases the likelihood of overspending, embezzlement, and corruption. Before crises occur or during protracted crises, humanitarian actors can support the development of sound financial practices that are both compliant with international standards and relevant to the context. This would ensure that providers are more readily able to budget, fundraise, manage, and disburse funds before and during crises.

❯ Funding for Crisis Response

Local public service providers often struggle financially to sufficiently provide services pre-crisis; their scarce resources are therefore insufficient to match amplified demand. In times of crisis, international humanitarian donor funding typically goes to international rather than local actors. The short-term avenues for expanding financial resources are limited, but the Lebanese case study demonstrates that pooling of resources among local authorities can provide an effective means for employing technical experts, shared between municipalities.

❯ Management of Human Resources

The recruitment, management, and retention of skilled staff affords quick and efficient scaling of service delivery systems in times of crisis. Poor human resources policies can lead to nepotism, discrimination, or high turnover, ultimately hindering its delivery of services. Humanitarian actors can help providers develop job descriptions, recruitment and promotion procedures, supervisory procedures, and codes of conduct – ensuring that employees possess adequate capacity and are held responsible for their work.

❯ Procurement

During crises, procurement channels for essential goods and services, like drugs or vaccines, are often delayed by issues with transportation infrastructure and usual suppliers. Parallel systems established by humanitarian actors to circumvent these issues tend to undermine existing structures in the long run. Instead, humanitarian actors should support organisations before the crisis to enhance their procurement process by constructing procedural tools and manuals, clarifying roles and responsibilities, and ensuring competitive and transparent procurement processes.

❯ Information Systems

Local authorities need reliable access to disaggregated data to effectively respond to displacement crises, including demographics of the incoming population, information regarding existing infrastructure and demand, and a map of the actors and organisation doing relevant work in the area. However, this information is often limited and fragmented – made only worse by the proliferation of short-term humanitarian actors in urban areas. Humanitarian actors can help by championing better data collection, analysis, and storage systems to support public service delivery.

Improve Coordination Between the Network of Responders and Service Providers

The complex network of stakeholders surrounding service provision – from humanitarian actors to local civil society organisations (CSOs) to government ministries – necessitates careful navigation and coordination.

❯ Coordination with Government Ministries and Local Authorities

Humanitarian actors must be conscientious when working directly with government ministries. On the one hand, coordination with local authorities may afford insight on otherwise obscure community needs and dynamics. On the other hand, such coordination may be seen as undermining the impartiality of humanitarian organisations, particularly when they are complicit in conflict dynamics. Coordination with local authorities, particularly those from agencies relevant to the project intervention and its aims, can be rewarding when undertaken with a strong understanding of local government structures and the social context in which they operate.

❯ Coordination with CSOs and Community-Based Organisations (CBOs)

While the report largely focuses on governmental service providers, local CSOs and CBOs frequently also provide services they feel are inadequately supplied. However, as many lack the requisite technical skills or experience, they are often marginalised in decision-making processes during emergency response operations. Humanitarian organisations should help to strengthen the capacity of these organisations and ensure their inclusion. Coordination with such organisations can be instrumental in mapping and identifying how best to deliver services within neighbourhoods that public service providers and humanitarian actors cannot reach.

Promoting Inclusivity

Refugees and IDPs may not possess equitable access to public services. This may be intentionally motivated by political dynamics or unintentionally by indifference or lack of incentives. Establishing direct partnerships between humanitarian actors and local authorities can help stimulate greater planning initiatives for inclusive resilience strategies. When rights-based arguments for inclusion are counterproductive, it is possible – particularly for lower profile local CSOs – to leverage bureaucratic incentives, like revenue generation or performance targets, to ensure greater accessibility of services. Forward-thinking humanitarian actors should use urban displacement crises as an opportunity to open discussions and collaboration that strengthen the provision of public services by creating more resilient, sustainable, and inclusive systems.

Introduction

Today, more than half of the world's displaced people live in urban areas[2] and the average length of displacement is well over 10 years.[3] With this reality, the humanitarian sector is adapting to meet the challenges of an urbanising world and to work within cities as places of refuge and economic opportunity, as well as places with higher risk of crisis, marginalisation and inequality.

Some of the primary reasons that refugees are increasingly moving to cities include the pre-existing networks of refugees/displaced persons, and the perception of greater job opportunities, better access to public services, and the possibility of remaining anonymous and less burdened by negative public attitudes to refugees. Yet this growing trend of displaced persons gravitating to urban areas presents service providers with considerable challenges in terms of public service delivery.

Recent refugee influxes and internal displacement have shown that institutions in places of refuge are seriously challenged when faced with large numbers of new arrivals.[4] Moreover, people displaced to urban areas tend to settle in poor and/or informal neighbourhoods that lack or receive only low-quality services.[5] The resultant increases in population size and density in these neighbourhoods often lead to increased stress on public infrastructure and deteriorating quality of service delivery, creating tensions between displaced and host populations.

Humanitarian organisations working in urban areas face a unique challenge in that displaced persons are often harder to identify, making it difficult and more costly for humanitarian actors to identify them and to deliver targeted assistance to them. The situation is further complicated by the fact that structures (albeit possibly inadequate ones) may already exist for delivery of the services needed by displaced populations. In addition, host communities may face many of the same challenges as displaced persons, so that targeting only the displaced can create new inequalities and generate tensions. In these contexts, the "direct-service delivery" approach to humanitarian response is therefore problematic. It is more challenging to implement and carries the risk of undermining the sustainability and effectiveness of existing service delivery systems and creating or exacerbating social tensions.

Awareness of these challenges is growing among the international humanitarian community. During the 2016 World Humanitarian Summit (WHS), urban areas were recognised as contexts where innovative approaches are needed[6] in order to "transcend the humanitarian-development divide"[7] and develop the capacities of local actors to ensure sustainability of humanitarian action.[8] This awareness is accompanied by a growing body of literature[9] that seeks to investigate how humanitarian action might strengthen institutional and organisational systems and build the capacities of local actors in order to make urban service delivery systems inclusive, sustainable and resilient.

OPPOSITE: Beirut seen from the surrounding hills.
Flickr user michael_swan/CC BY-ND 2.0

Introduction (continued)

This discussion paper aims to document and learn from existing approaches to supporting local public service delivery in current contexts of urban displacement.

It builds on:

1   **A literature review** of public service delivery issues in urban displacement contexts, especially the roles humanitarian actors can play in supporting local service delivery networks;

2   **Key informant interviews** with researchers, humanitarian and development actors, as well as municipal authorities whose localities are receiving humanitarian support;

3   **A review of case studies** for improving public service delivery networks and local governance in urban humanitarian contexts.

The paper starts with a definition of public service delivery and an overview of how it is currently approached in urban displacement contexts. It then discusses how humanitarian actors may strengthen public service delivery through systems strengthening, advocacy support, and coordination activities.

Lastly, the report examines case studies relating to public service delivery strengthening in municipalities in Lebanon, which currently hosts over one million Syrian refugees (the vast majority of them in urban areas) and is the ideal context to identify lessons learned given its persistent challenges around public service delivery in the context of forced urban displacement.

BELOW: Students at the Second Bourj Hammoud Public School in Beirut, March 2016. Two-thirds of the students at the school are Lebanese and one-third of the students are Syrian.
Dominic Chavez/World Bank/CC BY-NC-ND 2.0

The IRC's Principles of Urban Humanitarian Response

The IRC has been working in cities and towns impacted by humanitarian crises for decades and our experience shows that urban settings require new approaches to delivering assistance. We are currently exploring innovative ways to support the displaced and host communities in urban contexts to survive, recover and rebuild their lives. We are dedicated to not only meeting the immediate needs of affected populations, but to also fostering recovery, resilience, and self-reliance in the aftermath of a crisis, so that affected populations are safer and healthier, with less disruption to their education, economic wellbeing, and ability to influence decisions that affect them, and the city is able to better cope with future shocks and stresses. We are committed to improving our response to urban crises and sharing our experience and evidence with the wider humanitarian community.

While there is no effective one-size-fits-all approach, the following principles can guide an effective response to humanitarian crises in urban contexts.

WORKING WITHIN A COMPLEX CONTEXT

As no two cities are alike, no two cities in crisis are alike. Effective urban humanitarian response requires a full understanding of the scale and complexities of the local context, its interconnected systems and stakeholders, and the way in which diverse urban communities live within it and alongside one another. To be most effective, humanitarian actors working in an urban context should take into account local power dynamics, social networks, existing structures, systems and geography in order to identify suitable entry points and opportunities to leverage the distinct characteristics of the city or town.

SUPPORTING RECOVERY AND RESILIENCE

Building long-term recovery and resilience must be considered from the outset of a crisis, as the transition from emergency response to recovery can be rapid and normally involves a period in which the two phases overlap. Cities operate on longstanding and interconnected networks of service provision channels (such as education, health, and legal services), markets, governance structures and social systems. Humanitarians should strive to work within these systems, to avoid their duplication or disruption, and to work in ways that leaves them stronger and better able to ensure long-term recovery and resilience.

URBAN PARTNERSHIPS, COLLABORATION AND INCLUSION

Cities are shaped by a multitude of international, national and local actors from multiple sectors, including government, civil society organisations (CSOs), the academic community, the private sector and development practitioners. These diverse actors, who possess valuable knowledge of and influence over how the city functions, form networks that humanitarians can leverage to inform effective and inclusive responses. Their understanding of how the city operates and provides services, as well as how legal and social frameworks affect the lives of urban residents and communities is a critical, but often overlooked, resource. Humanitarians should support local authorities and service providers to coordinate responses while leveraging the emergence of national and locally led response networks to ensure that activities and advocacy are well coordinated. Such an approach will help build local and sustainable capacity for preparedness and response while striving for the inclusion and empowerment of marginalised groups, such as women and minority groups.

RIGHT: In Beirut, local residents have noted an increase in traffic congestion since the start of the Syrian conflict. *Jacob Russell/IRC*

What is Public Service Delivery?

This paper defines public service delivery as any type of network combining actors, institutions, and means to deliver a certain service.[10] For the purpose of this paper, these services include education, healthcare, social protection, shelter, water, infrastructure (i.e. road networks), and waste management.

The literature on service delivery usually distinguishes the supply side of service delivery, the demand side, and the infrastructure necessary to facilitate the delivery of services. The supply side represents the providers who manage and deliver services. Whether involved directly in the production, management, and/or delivery of the service or indirectly, by providing facilitation, oversight, or control, actors on the supply side tend to be municipal or regional government agencies or central ministries. Depending on context and systems of governance, private or civil society actors may also be involved in the supply of public services.

In this discussion paper, we focus on public services provided by municipalities or unions of municipalities.

The demand side represents service users, who are not a homogeneous group. Service users may vary in terms of their social or economic position within society, their geographical location, etc. How public service providers address the demands of these various groups of service users (e.g. standardisation or tailored services) depends on issues related to resources, rights, politics and the capacity of groups to make their needs recognised and taken into consideration by public service providers.

Infrastructure systems for service delivery can include networks of facilities, devices, vehicles, etc., as well as the processes required for these systems to deliver services. In any given service delivery network, multiple infrastructure systems may operate simultaneously. Regardless of the context, literature on the topic generally defines a "good" public service delivery system as one that is resilient, sustainable and inclusive. This framework is described in greater detail in Annex A.

When an influx of refugees or internally displaced persons (IDPs) into an urban area takes place, service-delivery infrastructure often comes under significant strain – sometimes to the point of breakdown. An additional complicating factor in many cases is the establishment of alternative systems for service provision by humanitarian and other actors, which may bolster or undermine existing systems.

OPPOSITE: Sea defences at the Corniche in Beirut's Central district, May 2012
Flickr user Thomas Stellmach/CC BY-NC 2.0

Public Service Delivery and Humanitarian Action

Impact of Displacement Crises on Service Delivery

↗ On Demand

A sudden surge in the number of people living in an urban area is usually followed by a surge in demand for public services. Given that displaced populations have shown a tendency to gravitate to more marginal or impoverished areas of a city, it is also often the case that many of the services needed by newcomers were already inadequate to meeting the level of pre-crisis demand arising from the host population (particularly marginalised groups within it). Service providers interviewed for this paper confirmed this as one of the key challenges they faced.[11]

On Supply

While demand for services is spiking, service providers may themselves be affected by the crisis and their capacity to meet the demand could be reduced. Frequently – and particularly in the context of less-developed settings where capacity is already low pre-crisis – the crisis results in a marked shift in approach from service management or development to emergency response, often with humanitarian actors taking on direct provision of essential services. Developed countries with strong public administration, contingency plans for emergencies and the necessary funding to implement those plans tend not to experience this shift to the extent or for the duration that developing countries do.[12]

Other important factors determining how well a country's public service delivery system responds to a surge in demand may include political will and societal perceptions of IDPs and refugees.[13]

Risks and Challenges of Humanitarian Intervention in Service Delivery

⚠ Risks

Traditionally, humanitarian actors responding to displacement crises have tended to engage in direct provision of services to affected populations, particularly in camp settings, with refugee or IDP camps often run by humanitarian agencies. In urban areas, this approach can have significant impacts on existing service delivery systems.

The creation of parallel structures and networks can disrupt and undermine existing service provision channels. For example, introducing new approaches that do not easily integrate with what already exists can create competition that can reduce the use of existing systems to the point that they become unviable. Likewise, the creation of parallel systems can lead to a depletion of the pool of skilled/experienced personnel, weakening existing services. Direct delivery of services by humanitarian actors can also affect the roles and responsibilities of local actors and institutions and, consequently, power relations between them. For example, direct delivery of a public service by a humanitarian actor could call into question the capacity of the local government provider mandated to provide that same service. Service delivery in relation to water, sanitation, energy and housing also require access to land and can lead to social tensions and potentially violence where land ownership or use are contentious issues or when land registry systems are unclear, outdated, or the result of a mix of formal and customary systems.

Another risk is the ethical difficulty of targeting people based on their migration status as opposed to needs, rights or vulnerability. Targeting services based on migration status may also exclude host populations whose needs are unmet. This exclusion could create tensions between displaced and host populations within a city, tensions which may lead to discrimination and violence.[14]

OPPOSITE: Some of the most vulnerable Syrian refugees and Lebanese who visit IRC livelihoods centres are offered opportunities to gain vital income from our-run cash for work schemes The cash for work schemes are of public benefit as well as income generation. Laying sewage pipes in Salima, Mount Lebanon, Hassan is 30 years old and from a village outside Qamishli, Syria, where he was a farmer. He fled the conflict to Lebanon and originally found work in Beirut but left after struggling to afford his life there. "I try and find work here and there doing anything I can whether it's farming or construction work. Thanks to the money I get through the IRC my life has got easier. Life back in Qamishli is very hard. The money I send back is a real lifeline for my family." *Jacob Russell/IRC*

Public Service Delivery and Humanitarian Action (continued)

⛰ Challenges

Specific challenges that humanitarian actors face in supporting urban service delivery include:

> The difficulty of **identifying displaced populations** in urban areas, particularly those who may prefer to remain anonymous so as not to call attention to their migration status;

> The **complexity of service delivery networks** in urban areas, particularly those that require physically networked infrastructure (such as electricity), a factor that may make approaches supporting just one particular service difficult;

> The **politics of public service delivery networks** in urban areas, particularly in conflict-affected situations where parties to a conflict may use control over access to public services to exercise public control or generate public support.[15] Even in non-conflict settings, inclusion or exclusion of certain groups of service users is a powerful political tool;

> The **coordination with and between different local authorities** (whether at the municipal level or at higher levels) in order to ensure the scale of operation is relevant to the specific crisis.

The current humanitarian system is not well suited to supporting existing public service delivery networks in urban areas.

Some of the main reasons include:

> Humanitarian interventions are often implemented on a project basis over a finite period of time while **successful public service delivery networks rely on the sustained delivery of services** over an indefinite period of time.

> Humanitarian interventions are often implemented on a sectoral basis (for example, with a focus limited to health or education) while **effective public service networks rely on the integrated delivery of services across sectors**. Humanitarian interventions may also have a limited geographical scope, for example providing services only in one neighbourhood, when sewage or electricity infrastructure requires a connection to the main infrastructure network.

> Governments often have a prominent role in public service delivery. Yet in many settings, **the legitimacy of authorities is seen as lacking, making humanitarian actors reluctant to engage with government agencies**.

> Public service delivery in urban areas tends to involve large numbers of actors and a veritable tangle of power relationships. **Mitigating power struggles and navigating these relationships can be difficult for humanitarian actors**.

> Existing utilities may be seriously under-resourced, in poor condition, or not extensive enough. This means that in order to provide proper support, **humanitarian actors would need to have the capacity to undertake extensive assessments and tailor their support to the current state of the infrastructure**.

In light of these challenges, the following section outlines approaches to strengthening public service delivery through humanitarian action that have shown encouraging results.

OPPOSITE: Protesters in Martyr Square, downtown Beirut, on 29 August 2015. Turnout was large – estimated to be between 100,000 and 250,000. Protesters' acrimony was directed at the Lebanese government's inability to provide for the basic needs of its population.
Wikimedia user ObservingEgo/CC BY-SA 3.0

Learning from the Response to the Syrian Crisis in Lebanon

In the context of protracted conflicts, the need to continuously work on both humanitarian and developmental fronts is evident with both short- and long-term needs being present.

In Lebanon, public service delivery challenges feature strongly in both humanitarian and development strategies and the Lebanese context offers a good example of the complexities of governance factors (including institutional and political economy factors) as well as social and economic factors.

The Current Context

Lebanon is considered a fragile state in an unstable geopolitical context. The complex power balance between religious groups (Maronite Christian, Sunni Muslim, and Shi'ite Muslim), formalised within its political system, renders it vulnerable to internal political crises. Its position at the frontline of the Arab-Israeli conflict and the strong political influence of other states (from the region and beyond) exacerbate its fragility.

For decades, Lebanon has experienced armed conflicts – international and domestic – terrorist attacks and multiple political crises. These have led to recurrent humanitarian crises and displacement.[16] Lebanon also hosts more refugees per capita than any other country, with more than a million Syrian refugees, approximately 400,000 Palestinian refugees, tens of thousands of Iraqi refugees and a small number of other nationalities. Though it has relatively developed public service delivery networks, Lebanon experiences recurrent service-provision crises, the most spectacular example being the 2015 solid waste crisis. Given these factors, international development and humanitarian organisations are present in Lebanon in high numbers, and contribute to the implementation of public service delivery projects. The Syrian crisis has prompted a significant increase in this presence and involvement of external actors.

Case Studies

Humanitarian response at the start of the Syrian influx into Lebanon was characterised by direct relief activities. However, as the conflict has persisted as of today for over six years, it is necessary to take a longer-term approach. This is reflected in the Lebanon Crisis Response Plan (LCRP), which outlines a restructuring of humanitarian efforts and their alignment with existing national development strategies.[17]

Lebanon will therefore potentially benefit from humanitarian funding for development projects addressing the needs of both host and refugee populations. This is seen as a way of ensuring the country's resilience to the crisis and lowering social tensions between the two.

In a country with a relatively weak central administration, many humanitarian actors have turned to local authorities, mainly municipalities, as possible reliable partners. Municipalities are seen as close to the ground and having a considerable direct stake in successful relief operations, as well as in ensuring that assistance does not increase tension between host and refugee populations. A large majority of municipalities are also active in local development efforts. In recent years INGOs and UN agencies have increasingly included support for municipalities (and other local authorities) in their operations responding to the Syria crisis.

For discussion purposes, research for this paper focused primarily on projects that support public service delivery at the municipal level. They include:

> **UN-Habitat's Regional Technical Offices** (RTOs), created in support of unions of municipalities, are the focal points for coordinating humanitarian interventions in a union's geographical area and for ensuring that humanitarian programmes also support (or at least do not undermine) local development priorities. Several RTOs have been created, each developing different methodologies (including a local authority capacity assessment) and projects in order to assess and strengthen public service delivery.[18]

> **Mercy Corps' Engaging Municipalities in the Response to the Syria Refugee Crisis in Lebanon and Capacity Building for Municipal Response projects** address organisational development and capacity issues in 16 municipalities and focus on public service delivery and social cohesion.[19]

> **UNDP's Capacity Development Toolkits for Municipalities to Respond to Demographic Shocks project and its Resilient Municipalities guide** provide methodologies for INGOs and UN agencies to adopt in their organisational development and capacity building work with municipalities.[20]

> **USAID's Baladi Plus** programme – although it has been implemented in the context of the Syrian crisis – is primarily focused on development rather than humanitarian assistance. It works toward capacity building and organisational development of municipalities.[21]

> **Oxfam's Partnership with Local Authorities in Responding to Humanitarian Crisis and Local Governance under Pressure projects** propose ways to better align humanitarian and development efforts and to build social stability.[22]

> **ACTED's Solid Waste Collection Project in Bourj Hammoud** addresses municipal capacity building and organisational development.[23]

These implementing organisations have different mandates. Some are UN agencies with a clear development mandate while others are INGOs dedicated to humanitarian response or active on both the humanitarian and development front. The specificities of each organisation and its mandate have influenced how each has addressed the situation in Lebanon and the focus of its activities. However, the need to find solutions to a particularly challenging situation has pushed these international organisations and UN agencies to develop research and public service delivery strengthening methodologies that often stretch their mandates.

Notably absent from the list of case studies are those enacted by INGOs with a strictly humanitarian focus. While there are many humanitarian INGOs currently responding to Lebanon's displacement crisis, it appears that few are seeking to strengthen public service delivery networks through organisational capacity strengthening or coordination. While cases certainly exist, few humanitarian INGOs are involved in the long-term and politically charged work of strengthening public service delivery from an organisational perspective. Most INGOs prefer to focus on technical capacity strengthening or advocacy as a means of strengthening service delivery networks. It remains unclear how these interventions will translate into resilient, sustainable, and inclusive service delivery in the future.[24]

The identified case studies reveal the following **common needs highlighted by municipalities or unions of municipalities**:

> **Improved collaboration with humanitarian agencies and understanding of how humanitarian agencies operate**;

> **Improved financial capacity** (both financial management and funding) to augment public service delivery networks; and

> **Increased and better qualified human resources** to oversee the proper delivery of services.

On the humanitarian side, these case studies reveal the following **common elements required of humanitarian and/or development practitioners**:

> **Examine how donor funding may be used to strengthen the capacities of municipalities** or unions of municipalities, not only through longer term investments but also through capacity strengthening, data sharing, and other non-monetary assistance; and

> **Collaborate with local authorities to better design service delivery** within specific contexts or areas (such as via area-based approaches).

Strengthening Public Service Delivery through Humanitarian Action

There is increasing awareness among humanitarian actors of the need to move beyond the historical reliance on direct service provision to displaced populations in urban settings and towards an approach that engages authorities in places of refuge to address the rights of the displaced. The question has thus become how to ensure effective, sustainable and inclusive public service delivery, that will continue after humanitarian intervention is phased out. This perspective calls for new roles for humanitarian actors. These include:

> organisational capacity strengthening,

> coordination of public service providers and stakeholders, and

> promoting inclusionary public services.

The following section discusses how humanitarian actors may approach each of these roles in seeking to support public service delivery during protracted displacement crises in urban areas.

Strengthening Organisational Capacity of Service Providers

Organisational capacity strengthening[25] is about strategically supporting an organisation (or institution) in its efforts to expand its capacity to achieve its objectives. This includes supporting the following areas of capacity:

> planning

> financial management

> funding for crisis response

> management of human resources

> procurement

> information systems

OPPOSITE: A protester in downtown Beirut wears his shirt on his face to protect himself from tear gas, August 2015.
Flickr user Victor Choueiri/CC BY-NC 2.0

UNDP's Project Training Municipalities on the Resilient Municipalities Toolkit

It is generally acknowledged that decentralisation would allow local authorities to play a more important role in relief and development efforts in Lebanon. Municipalities are currently constrained by legal and budgetary limitations and are under central government control. However, decentralisation is still a politically sensitive issue in Lebanon, with many fearing that it would contribute to more fragmentation in an already divided society and political system. The Lebanon Crisis Response Plan (LCRP) gives only a marginal role to municipalities in Lebanon's response to the Syria crisis and focuses instead on the role of national ministries. With this backdrop, UNDP's toolkit aims to strengthen municipal response capacities and give them the technical resources (if not an enabling political environment) needed to play a central role in planning response and development. In order to discourage potential resistance from the central government to this empowerment of municipalities, UNDP brought in two key government entities: the Ministry of Social Affairs (MoSA) and the Ministry of Interior (MoI). Before training 300 municipalities (generally those identified as most vulnerable in the LCRP) on the use of the toolkit, UNDP first engaged in the training of 1000 trainers from the MoSA and secured the support of the MoI.

UNDP hopes this process and the involvement of central government actors leads to a better understanding at the central level of municipalities' needs, and later to reforms to support them. For now, it focuses on enabling municipalities through training and the provision of frameworks and working tools.

Further, UNDP's methodology for "resilient municipalities" looks at the displacement crisis as an opportunity to introduce planning processes in nearly 300 of Lebanon's most vulnerable municipalities. Resilience is placed squarely at the centre of planning, which takes shared risks as the entry point for bringing actors' interests closer and gaining their support. Its tool for mapping risks and resources is therefore an important part of the process in moving progressively towards solutions that can be implemented in the short and medium term. This approach moves beyond simply asking "what mayors want" and compiling "shopping lists" of interventions that may not make strategic sense. In this process, the involvement of the MoSA's staff as moderators also ensures that the central government will have a better understanding of municipalities' needs and be more likely to provide follow-up support.

PLANNING

? Why It Matters

Capacity for planning is often seriously challenged once a crisis has broken. Strengthening the planning capacity of public service providers in preparation for a crisis can significantly improve the quality of response planning during crises. For example, having up-to-date systems in place to ensure ready access to reliable data (e.g. accurate estimates of the numbers and locations of people needing specific services) – and the ability to design innovative projects based on priorities can improve timeliness, effectiveness and efficiency of service provision.[26]

▲ Challenges

The dominant project-based funding paradigm forces public service providers and humanitarian actors in need of funding to frame their work in ways that respond to donor priorities, with a focus, timeframe, and budget that may not enable them to provide the most appropriate, effective response to identified needs.[27] It also weakens the ability of public service providers and humanitarian actors to develop a long-term relationship that would allow for a more effective response.

❯ What Humanitarian Actors Can Do

Before crises occur, humanitarian and development actors in at-risk cities can support municipalities to develop public service contingency plans. Further, a communication plan to properly inform host populations to the arrival of displaced persons is an important practice that has shown benefits in recent urban crises.[28]

During crises, collaborative planning between INGOs and public service providers gives the latter the capacity to control and orient humanitarian actors' intervention on their territory. Ensuring the participation of marginalised groups' voice in this planning process is crucial. This requires strengthening the capacity of marginalised groups, including IDPs and refugee community representatives, to be able to express their voices.[29]

FINANCIAL MANAGEMENT

? Why It Matters

Without proper financial management capacity and sustainable revenue streams, local public service delivery providers are unable to budget, fundraise (whether it is from external donors or internally at the central level of line ministries, charging user fees, engaging in public-private partnerships, or raising awareness among MPs and the public), manage, and disburse funds before and during crises. A failure to establish and operate with appropriate financial management procedures can lead to overspending, embezzlement or corruption. This in turn weakens service providers' ability to deliver.

▲ Challenges

In times of crises, there can be a tendency to adhere less strictly to maintaining good financial practices. This undermines both the resilience and sustainability of public service delivery networks. It can be difficult for humanitarian organisations to convince public service providers of the importance of financial management when their main concern is securing funding and maintaining critical service delivery.

❯ What Humanitarian Actors Can Do

Before crises occur, or during protracted crises, humanitarian (and development) actors can support public service providers in strengthening their financial management and revenue systems and practices. This can include developing or better applying financial procedures that are both compliant with international standards and relevant to the context, and include specific procedures to be used during crises.[30] Humanitarian and development actors can support the training of relevant staff on these procedures.

OPPOSITE: Mira (not her real name) is 31 and from Idleb, Syria and fled to Lebanon 4 years ago. Along with 30 others from three families, she lives in an abandoned building in Hammana, Mount Lebanon. "The house has a snake that lives in the rubble. We've seen it and it's up to a meter and half in length. We leave it alone and so it leaves us alone. God protects us. The worst thing is the winter. We are up in the mountain [1,200m above sea level]. It is freezing and the snow can be a meter high. If it rains outside, it rains inside [but] we don't have to pay rent. My husband was a construction worker in Syria and in Lebanon he drives the school bus. My 13-year-old has bad eczema which makes it hard for him. The doctor said the water is bad for his skin. My 11-year-old wants to be a singer. He is really good and sings Syrian songs. My mother, brother and two sisters are in Lattakia, Syria. I worry for them a lot because Syria is so dangerous. I wanted them to come to Lebanon but it's not been possible." *Jacob Russell/IRC*

FUNDING FOR CRISIS RESPONSE

? Why It Matters

Local public service providers in developing countries often lack adequate financial resources to meet demand in periods of calm, let alone respond to increased demand during a crisis.

▲ Challenges

While new funding modalities are currently under discussion, particularly as a result of the 2016 World Humanitarian Summit, international humanitarian donor funding typically goes to humanitarian actors and rarely to local actors. This undermines local service providers' access to sufficient funding to allow them to respond to crises.[31] Additionally, in protracted crisis settings, where public service providers' funding comes mostly from international donors, funding is constrained by project timeframes, making it a struggle for local authorities to secure long-term funding that ensures continuity of service delivery.

❯ What Humanitarian Actors Can Do

Strategies by which humanitarian actors can realistically expand the financial resources available to these authorities are relatively limited. One option is the pooling of resources between a number of institutions and authorities. For example, the creation of Regional Technical Offices (RTOs) by UN-Habitat in Lebanon[32] has enabled a number of municipalities to benefit from full-time technical experts in urban service delivery whose salary they collectively fund.[33]

Case Study in Focus: UN-Habitat's Regional Technical Offices

Technical bodies are essential for local authorities to have the capacity to move beyond reactivity to thinking strategically. The case of UN-Habitat Lebanon's RTOs is interesting in this respect. UN-Habitat identified the union of municipalities level (as opposed to the municipal or regional level) as the appropriate geographical level to address planning, development and relief in a strategic way. It built on legislation encouraging unions to put in place technical offices to deal with urban planning and construction permits to support the creation of RTOs. The RTOs established by UN-Habitat represent an essential focal point for development and humanitarian actors, identifying local needs and assisting municipalities to develop projects by linking them to international organisations and donors. RTOs usually bring together a detailed knowledge of their area with technical expertise and can therefore quickly provide critical knowledge and strategic understanding of issues and problems that is often lacking in humanitarian response planning. In some cases RTOs can represent local authorities in dealings with international organisations and donors, identifying local needs and possible projects.

MANAGEMENT OF HUMAN RESOURCES

? Why It Matters

The ability to recruit, manage and retain adequate numbers of skilled and experienced staff in periods of normal operations, and to scale up quickly and appropriately in an emergency is clearly essential to ensuring quality service provision to those in need. Yet it is frequently a challenge for local-level public service providers.

▲ Challenges

A lack of appropriate human resources policies and practices is not uncommon in public service organisations, and those facing serious resource constraints may be tempted to neglect this area in order to maximise funds available for their core work. This can cause issues such as nepotism, discrimination, or high turnover, all of which affect the ability of an organisation to effectively deliver services.

In addition, where international humanitarian organisations are present, their recruitment practices – usually offering significantly more attractive salaries, conditions and future prospects than local counterparts – often leave the local pool of appropriately qualified candidates severely depleted. In many cases, aid funds are used to pay – in part or in full – salaries of staff working for local service providers. These temporary solutions, linked as they are to the lifespan of the project, are not sustainable.[34]

› What Humanitarian Actors Can Do

Humanitarian programming, where it focuses at all on human resources (HR), tends to centre on technical capacity building (for example, teacher training, or clinical training) rather than on establishing effective HR management policies and practices.

Support for service provision organisations to develop or update HR policies and procedures would help these organisations to attract and retain skilled employees, build their capacities, and hold them accountable for the quality of their work. Humanitarian actors can provide support in the development of job descriptions, recruitment and promotion procedures, supervisory procedures, and codes of conduct. Providing support on revenue management and funding mechanisms (as mentioned above) is another indirect way to support public service providers with staff retention given increased resources allow for increased salaries.

Providing technical support to public service providers, as UN-Habitat's Regional Technical Offices in Lebanon are doing, remains a crucial component of strengthening public service delivery during urban displacement crises, but it should not be viewed as the only viable option of supporting human resource management.

PROCUREMENT

? Why It Matters

Effective, efficient procurement procedures are critical in times of crisis to ensure that the necessary infrastructure, equipment, and supplies are readily available as needed to ensure maximum continuity and/or scale-up of service provision.

▲ Challenges

During crises, transportation infrastructure and usual suppliers may be affected, weakening the capacity of public service providers to procure goods and services. As a result, humanitarian actors tend to establish parallel systems to obtain goods and services. This might be the only effective option for life-saving supplies such as drugs or vaccines. However, creating parallel systems undermines existing ones that outlive the structures created by humanitarian actors.

› What Humanitarian Actors Can Do

Before crises occur, humanitarian actors can support organisations to enable efficient procurement processes, operations, and practices to allow for improved performance of service delivery. This means developing or improving tools such as procurement and inventory procedures, manuals, and procurement plans, clarifying procurement roles and responsibilities from central to facility level, strengthening procurement audit functions and redress mechanisms, and ensuring procurement processes are competitive and transparent. It also includes developing procedures for assessing suppliers to ensure they meet quality and efficiency standards. Developing contingency plans for procuring goods in times of crisis and stocking life saving supplies also increases public service providers' capacity to obtain goods and services during crises.

OPPOSITE: Lebanese and Syrians carefully cross the muddy streets of their neighbourhood in the Hay el Tanak area of Tripoli, Lebanon. Urban displaced often join pre-existing marginalised neighbourhoods of cities where the need for public services is greatest but their delivery is weak.
Dominic Chavez/World Bank/CC BY-NC-ND 2.0

INFORMATION SYSTEMS

Why It Matters

Reliable, readily available information, especially disaggregated data that allows for identifying and targeting vulnerable populations and assessing functioning infrastructure, is critical in times of crisis. Time spent trying to find and verify baseline data delays the implementation of an emergency response and time lost can mean lives lost.

Challenges

Public and local authorities' information management systems are often limited. Given pressures to respond quickly in a crisis, humanitarian actors tend to rely on their own data collection systems, which they are more familiar with and can rely upon. This results in wasted time and resources, and existing data being neglected or replicated, leading to comparison issues. The proliferation of humanitarian organisations typically found in urban crisis response operations can exacerbate this situation.

What Humanitarian Actors Can Do

Wherever possible, humanitarian organisations should support local service delivery providers to develop information systems with clearly defined processes and roles, integrated databases, and assigned responsibilities for data collection and analysis before a crises occurs. Information systems to support public service delivery during a crisis should include data on the population and infrastructure, what is known about existing needs, and relevant actors and organisations operating in the area.[35] Implementing and maintaining information systems takes time and resources and a careful analysis of the local context (and the data already available) should precede any choice of information system.

Information and Communication Technology to Support Public Service Delivery

During crises, refugee registration desks remain a central source of data. Information is organised and clustered in order to identify locations and needs. However, many IDPs, refugees and people with irregular migration status may prefer not to draw attention to themselves or their situation. Tools such as those developed by the Joint IDP Profiling Service (JIPS) make it possible to establish a picture of displaced populations in urban areas.[36] Other tools, such as community-based surveys, are effective in identifying vulnerabilities in specific communities. In situations where some populations or areas may be hard to reach, use of SMS or social media can help to overcome obstacles to access for data collection, and can also be used to report emergencies and critical situations.[37] Information and communication technologies can also be used to map resources.

RIGHT: Wires criss-cross the sky in the Shatila refugee camp in south Beirut, December 2014. The site was originally a camp for Palestinian refugees run by the UNRWA (and others) but since the Syrian war began, resident numbers have been swollen by an influx of refugees from the conflict engulfing Lebanon's larger neighbour; population density in Shatila is now exceptionally high.
Flickr user Claudio Napoli/CC BY-NC-ND 2.0

Coordination

Response to urban displacement crises may lead to a proliferation of humanitarian organisations involved with or operating alongside government actors with greatly varying levels of authority, mandate, resources, and legitimacy. Given this complexity, humanitarian support to public service providers requires effective coordination – among humanitarian actors themselves as well as between humanitarians and local authorities, national ministries, local civil society organisations (CSOs) or community-based organisations (CBOs), communities, and market actors. For the purposes of this paper, this section focuses on coordination between humanitarian actors, government ministries/local authorities, and local CSOs/CBOs only.

COORDINATION WITH GOVERNMENT MINISTRIES AND LOCAL AUTHORITIES

❓ Why It Matters

Ministries and local authorities are typically the primary actors responsible for public service delivery in urban areas. They usually have a close knowledge of local actors, geography, and community dynamics, making coordination between them and humanitarian actors a necessity.[38] Working with local authorities may also provide important safety guarantees for international humanitarian actors when working in particularly sensitive areas.[39] Conversely, being known to work with local authorities can undermine perceptions of impartiality in the eyes of opposition groups.

Further, coordination with local authorities can serve to strengthen the overall coordination of response efforts within a crisis-affected country or region. This is particularly true in Lebanon, where coordination efforts with several municipalities and union of municipalities serves to magnify the "advantages of domestic coordination, internal agreement, and develop the capacities to manage foreign aid," particularly under the national framework provided by the Lebanon Crisis Response Plan (LCRP).[40]

⛰️ Challenges

Coordination with government agencies can prove difficult, especially during times of crisis. While humanitarian actors prioritise the most pressing emergency needs of affected populations, government ministries focus on both emergency operations and longer-term development.[41] The project-based approach to humanitarian funding, limited in time and space, may lead public officials to question how committed INGOs are to the sustainability of their emergency operations.[42] These differing priorities can lead to wariness and mistrust between public authorities and humanitarian actors.

In addition, power relations mean that relying on local authorities, for example to list possible actors to work with, or vulnerable groups to target, could lead to the exclusion of some actors or beneficiaries.[43] Working with public authorities may also be controversial in contexts of urban violence, especially if the government is part of the conflict dynamics. Additionally, local authorities are sometimes left out of decision making or coordination processes organised by State actors despite their ability to provide value to the coordination of services.[44]

➡️ What Humanitarian Actors Can Do

A good understanding of local governance structures and institutions by humanitarian actors is a requirement for the successful support of public service delivery. Conducting activities such as urban context analyses,[45] social network analyses, or capacity assessment of these institutions may prove useful.

Humanitarian actors should identify and coordinate with those government ministries or agencies whose area of responsibility covers the kind of emergency programming envisaged. For example, health-focused programming should be planned and implemented in coordination with ministries of health at the national level and/or municipal public health clinics at the local level. While breaking away from the project-based approach may prove difficult for humanitarian actors, projects should nonetheless seek to align their service delivery with the plans and priorities of local actors.

COORDINATION WITH CIVIL SOCIETY AND COMMUNITY-BASED ORGANISATIONS

? Why It Matters

CSOs/CBOs have strong local knowledge and can be crucial partners in the identification of the characteristics associated with vulnerability within a population and in the mapping of their neighbourhoods, as well as how best to deliver services within those neighbourhoods. CSOs/CBOs tend to have better access to areas that public service providers and humanitarian actors cannot reach and often develop self-help mechanisms, solidarity funds, and their own workforce, which may be able to help strengthen or adapt public service delivery in marginalised and excluded urban areas during crises. Many local CSOs/CBOs provide services that they feel are lacking or inadequately provided by government agencies.

Challenges

CSO/CBO staff and volunteers may lack adequate technical skills or experience necessary for effective public service delivery. They can therefore find themselves marginalised in decision-making processes, particularly during emergency response operations. The knowledge and experience that they do have is often unrecognised and undervalued by humanitarian actors and government alike.

What Humanitarian Actors Can Do

It is important to work with CSO/CBO personnel to build their capacity to engage in the forums that make decisions on the planning and implementation of emergency operations in their communities. Humanitarian and development actors can strengthen the capacities of these organisations in public speaking, drafting advocacy documents, and participating in strategic planning. A clear starting point would be the CSOs/CBOs with which humanitarian agencies often partner for project implementation. Further, the types of training CSOs/CBOs require should be decided in communication with the CSO/CBO in question, particularly as their requirements are not always obvious.[46]

Inclusion of CSOs/CBOs in local coordination mechanisms should be strengthened, too; their local knowledge is a critical resource that should be recognised, valued and reflected in planning. Promoting partnerships between these organisations and governmental service providers or humanitarian organisations can, in turn, increase their capacity and the effectiveness and sustainability of their work.

Promoting Inclusivity

? Why It Matters

For many reasons, refugees and/or internally displaced populations may not have access to public services. This may be either intentional (when their presence is politically contested), or unintentional (indifference and/or a lack of incentives for authorities to ensure access is available to all). In both cases, coordinated dialogue with public service actors is a vital tool in ensuring equitable access.

Challenges

In some cases, putting emphasis on the rights of the displaced could be counterproductive or lead to tensions and the mobilisation of opposition.[47] This is likely in cases where the presence of displaced populations is politically contested. Advocating for access to services by IDPs/refugees can draw attention to their presence, increasing the risk they face of detention, deportation, discrimination, or violence.

Another challenge is the lack of coordination that tends to characterise efforts of promoting inclusion among humanitarian actors. In urban settings, the number of organisations is often particularly large, with different organisations having an emphasis on different groups or markers of vulnerability within affected populations. This often results in disjointed – and potentially conflicting – advocacy messages that risk drowning each other out.

What Humanitarian Actors Can Do

Some humanitarian actors have successfully advocated for the consideration of the rights of refugees and IDPs to access public services such as health, education, or job opportunities within government frameworks or plans, as was done in Kenya[48] and in Amman, Jordan with the release of the city's Resilience Strategy.[49] In the case of Amman, the IRC worked with the Greater Amman Municipality in adapting planned initiatives to be more inclusive of displaced and marginalised populations of the city. This is an example of promoting inclusivity through direct partnership, which was made possible by both the IRC and the Greater Amman Municipalities' presence in the 100 Resilient Cities network.
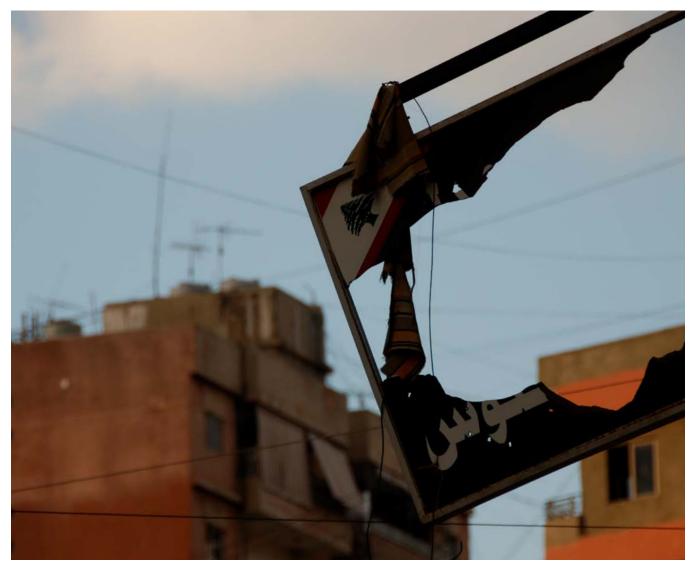
Another approach that is increasingly popular is to leverage or create incentives on the side of public service delivery providers. This approach is seen as necessary when a rights-based approach could be risky for refugees and displaced populations.[50]

Advocates of an incentives approach encourage the identification of actors in the political sphere or the local bureaucracy that might benefit from supporting inclusive public service delivery and leverage these incentives to make these services accessible to refugees or displaced people. These incentives could be related to mid-level bureaucracy concerns about revenue generation or reaching performance targets.[51] However, the capacity of engaging in informal negotiations and identifying ways of shifting practical norms, rather than changing laws, might prove difficult for large and highly visible international humanitarian actors. This could be done more effectively by local CSOs that know the subtleties of the local political and administrative systems and with whom humanitarian actors might partner.

Another important element to consider in developing such approaches is the actual capacity of local authorities to respond to refugees' and IDPs' needs. Some of the challenges hindering this capacity might be institutional, such as a lack of decentralisation. Advocating for increased decentralisation or a clarification of responsibilities between institutions is a long and difficult political process that is beyond humanitarian actors' temporality.[52] Nevertheless, urban displacement crises might be an opportunity for humanitarian actors to create coordination spaces where targeted discussions could allow raising trust between different local authorities, develop pilot programmes, and pursue practical arrangements that help move progressively towards longer-term reforms.

BELOW: A broken sign of a small business in the Dahieh neighbourhood of southern Beirut.

Flickr user Paul Keller/CC BY-NC 2.0

Annex A: Suggested Framework for an Ideal Public Service Delivery System

Characteristic		Typical Features
Resilience		Includes an early-warning system
		Has reserves in terms of financial and human resources
		Is flexible enough to adapt to changing circumstances
		Has a contingency plan
Sustainability		Availability of a professional cadre of well-trained staff with the required skills and competencies
		Stable and predictable funding sources
		Creates and/or benefits from research and learning
		Operates without creating or exacerbating tension in the political setting
Inclusiveness		Capable of identifying different groups of users
		Capable of recognising the rights/particularities of different groups of users
		Capable of adaptation and flexibility to reach different user groups

OPPOSITE: A long exposure shot shows an ambulance and other traffic passing pedestrians in Beirut, 2012.

Flickr user George Zahm/CC BY-NC-ND 2.0
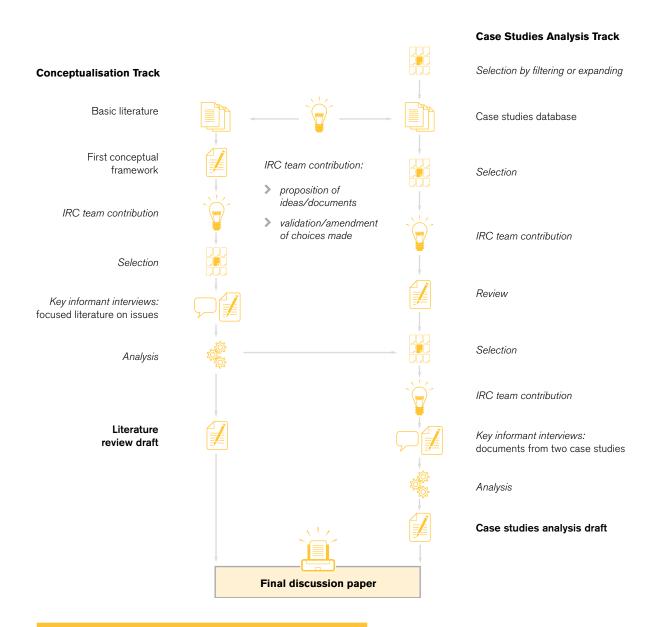
Annex B: Detailed Methodology

The aim of this paper is to document and evaluate existing approaches to supporting local public service delivery in current contexts of forced urban displacement.

Understanding this terms of reference, the methodology for this discussion paper followed research tracks. The first focused on **conceptualisations of effective public service delivery systems**, especially on the local level and in contexts of urban crises. The second focused on the **documentation and analysis of case studies that attempted to improve an aspect of existing public service delivery in a context of urban displacement**, insuring their resilience and extending their capacity to include new populations in their services.

The figure below illustrates the two tracks.

Conceptualisation Track			Case Studies Analysis Track
			Selection by filtering or expanding
Basic literature			Case studies database
First conceptual framework	*IRC team contribution:*		*Selection*
IRC team contribution	› *proposition of ideas/documents*		*IRC team contribution*
Selection	› *validation/amendment of choices made*		*Review*
Key informant interviews: focused literature on issues			*Selection*
Analysis			*IRC team contribution*
Literature review draft			*Key informant interviews:* documents from two case studies
			Analysis
			Case studies analysis draft

Final discussion paper

The **conceptualisation track** constituted the following activities:

A literature review of selected publications as identified through querying scientific journal databases, and applying a snowball approach (based on documents' bibliography) to identify relevant publications. Search terms were chosen from the broad terminology used in the humanitarian, public service delivery and urban studies fields, in different associations.

Interviews with key informants, representing both researchers and practitioners from both the NGO and governmental perspectives.

Analysis of systemic relations and practices affecting the effectiveness of public service delivery in urban humanitarian contexts.

The **case studies analysis track** constituted the following activities:

Creating a list of published case studies for analysis, identified through search queries on scientific, institutional, and general research engines with keywords reflecting the theme of this research (e.g. public service delivery *and* humanitarian *and/or* urban).

Selecting case studies for further analysis, using the following criteria:

» Does the document provide descriptions of case studies?

» Are these descriptions elaborate or quick mentions?

» In the latter case, does the document cites in its references, other documents (e.g. internal reports) describing the case studies?

» If it does not provide case study descriptions it is either directly eliminated or, when relevant, added to the bibliography used in the literature review of key issues.

BELOW: In Ghazir, Beirut, an informal refugee settlement in a converted chicken farm.   *Jacob Russell/IRC*

Annex C: List of Key Informants Interviewed

Interviewee	Organisation	Date
Ben Edwards	Urban Institute	October 5th 2016
Aladeen Shawa	UNDP	October 6th 2016
Gaia Van der Ersch	IMPACT	October 7th 2016
Marwa Boustani	UN-Habitat	October 10th 2016
Nizar Ghanem	Consultant	October 10th 2016
Roy Yazbek	Bekaa Water Establishment/World Bank	October 10th 2016
Luise Noring	Copenhagen Business School	October 11th 2016
Salam Badreddine	Sahel Al Zahrani Union of Municipalities	October 13th 2016
Diane Archer	IIED	October 13th 2016
Nancy Maroun	Mercy Corps	October 14th 2016
Marina LoGiudice	UNDP	October 17th 2016
Fares El Zein	MSI/USAID	October 18th 2016
Andrzej Nowosielski	WSUP	October 19th 2016
Issaka Balima Musah	WSUP	October 19th 2016
Rabih Takesh	Nabatiyeh Municipality	October 22nd 2016
Garabed Haroutunian	UNDP	October 26th 2016
George Krikorian	Municipality of Bourj Hammoud	October 28th 2016
Ciara Noone	ACTED	October 28th 2016
Yasmin Chahal	Mercy Corps	October 29th 2016

Annex D: List of Case Studies

This research, regarding case studies, focused mainly on two types of documents:

1   Documents claiming cases of innovative/successful responses
    to public service delivery to displaced (sometimes migrant)
    populations in developed and developing countries:

Document	Organisation/Authors	Cases presented/cited
Cities and refugees – the German experience	Brookings Institute (Katz et al., 2016)	Berlin (Germany) Hamburg (Germany)
Meeting humanitarian challenges in urban areas	UN-Habitat (2011)	Port-au-Prince (Haiti) Nairobi (Kenya) Manila (Philippines)
Conference on migrants and cities	IOM (2015)	Province of Pinchincha (Ecuador) 50 city Welcome Centres (Belgium) Los Angeles (USA) Johannesburg (South Africa)
Mobilizing the Paris community to welcome refugees	City of Paris (2015)	Paris (France)
Urban services during protracted urban conflicts	ICRC (2015)	Overall Iraq Gaza
Learning through crisis: development and implementation of a health cluster strategy for IDPs in Pakistan	WHO (Bile et al., 2010)	Khyber Pakhtunkhwa (Pakistan)
Gouvernance locale: la délivrance de quatre bien publics and trois communes nigériennes	ODI (De Sardan et al., 2010)	Three Nigerian local authorities
A toilet in every compound: improving access to compound sanitation in Kumasi and Ga West	WSUP (2016)	Kumasi (Ghana)
Investment for education in emergencies	ODI (2015)	Haiti Democratic Republic of Congo
Humanitarian interventions in urban settings	MSF (2011)	Port-au-Prince (Haiti) Many others not involving directly LAs

Document	Organisation/Authors	Cases presented/cited	
Partnership with local authorities in responding to humanitarian crisis in Lebanon	Oxfam (2014)	4 Unions of municipalities in Lebanon	
Making sense of the city	World Vision (2016)	Many cases however including only marginal local authorities involvement	
Health of migrants: the way forward	WHO (2010)	Valencia (Spain) Brussels (Belgium) Hamburg (Germany) Leicester (UK) Barcelona (UK)	
Cities and migrants	Eurocities (2015)	Barcelona (Spain) Brno (Czechia) Genoa (Italy) Ghent (Belgium) Helsinki (Finland) Leipzig (Germany) Lisbon (Portugal)	London (UK) Munich (Germany) Nantes (France) Oslo (Norway) Tampere (Finland) Vienna (Austria)
Refugee reception and integration in cities	Eurocities (2016)	Berlin (Germany) Chemnitz (Germany) Leipzig (Germany) Preston (UK) Solna (Sweden)	

2 Documents focusing on organisational development of local authorities in contexts of displaced (sometimes migrant) populations:

Document	Organisation/Authors	Cases presented/cited
Responding to the Syrian crisis in Lebanon	IIED (Boustani et al., 2016)	Sahel Al Zahrani Union of municipalities (Lebanon) Bourj Hammoud municipality (Lebanon)
Perspectives from cities in crisis	IMPACT/UCLG (2016)	Port-au-Prince (Haiti) Bangui (Congo Democratic Republic) Gazientep (Turkey) Mafraq (Jordan) Bogo (Philippines)
Refugee reception and integration in cities	Eurocities (2016)	West Midlands (UK) Riga (Latvia) Utrecht (Netherlands)
Conference on migrants and cities	IOM (2015)	Desamperado (Costa Rica) Barcelona (Spain) Palermo (Italy) New York (USA)
Engaging municipalities to the response of the Syrian refugee crisis in Lebanon	Mercy Corps (2014b)	12 municipalities in Lebanon
Social cohesion and governance programming in Lebanon	Mercy Corps (2014c)	2 municipalities in Lebanon
Becoming urban humanitarians	Urban Institute (2016)	Johannesburg (South Africa) Kampala (Uganda) Nairobi (Kenya)
Mobilising the Paris community to welcome refugees	City of Paris (2015)	Paris (France)
Humanitarian response to urban crises workshop	ALNAP (2014)	UNHCR in Lebanon and Jordan IOM in Philippines and South Sudan UN-Habitat in Haiti
Administrative failure and the INGO response to Katrina	Eikenberry et al. (2007)	Katrina areas (USA)

Document	Organisation/Authors	Cases presented/cited	
Humanitarian aid in urban settings: current practices and future challenges	URD (Grunewald et al., 2011)	Mogadishu (Somalia) Nairobi (Kenya) Manila (Philippines) Port-au-Prince (Haiti) Others	
Priority setting amid the rubble: organisational approaches to post-disaster reconstruction in Haiti	Hooper (2014)	Haiti	
Resilient municipalities: a resource for municipalities affected by the Syrian Crisis project	UNDP–UNHCR (2014)	*General description of:* USAID project in Jordan World Bank project in Jordan REACH project in Jordan USAID project in Lebanon UN-Habitat project in Lebanon Italian cooperation project in Lebanon Beyond research in Lebanon	
Tacloban after Hayan	IIED (Paragas et al., 2016)	Tacloban (Philippines)	
Cities and migrants	Eurocities (2015)	*Policy making, staffing and procurement:* Barcelona (Spain) Brno (Czechia) Genoa (Italy) Ghent (Belgium) Helsinki (Finland) Leipzig (Germany) Lisbon (Portugal) London (UK) Lyon (France) Malmo (Sweden) Munich (Germany)	Nantes (France) Nuremberg (Germany) Oslo (Norway) Oulu (Finland) Riga (Latvia) Rotterdam (Netherlands) Stockholm (Sweden) Tampere (Finland) Toulouse (France) Vienna (Austria)

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ABOVE: Much of the infrastructure development in Beirut occurs in upper or middle class neighbourhoods, while the city's marginalised areas, such as slums or Palestinian "camps", are lacking adequate infrastructure and public services.
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24 The analysis of case studies is based on interviews with key actors in these projects and a review of publications and internal documents provided by some of these organisations.

25 This paper discusses capacity building in the same vein as organisational/institutional development or systems strengthening, key areas of work the IRC is currently researching, piloting, and putting into practice throughout its country programmes.

26 Key informant interview

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     Lebanese National Ministry of Water and Energy. Created in
     2005, it had already cooperation relations with development
     actors before the 2011 Syrian crisis. It sets in 2013 a coordination
     committee to follow-up with humanitarian actors on all relief
     WASH-related projects implemented in the Bekaa region. These
     actors work closely with municipalities to service Syrian refugees
     but also host communities. Tension rises regularly between the
     BWE and some humanitarian actors when the latter, pressed
     by municipalities, bypass the BWE and implement projects
     (e.g. digging wells, building reservoirs, installing networks),
     sometimes illegally. Beyond the legal aspect, for the BWE such
     actions put stress on the already strained water resources in
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43   Key informant interview

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     might want central authorities to actively assist them by
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     facing exceptional population influx (Mercy Corps, 2014)

Rescue-uk.org   **Gov.uk/dfid**

Acknowledgements

The International Rescue Committee (IRC) responds to the world's worst humanitarian crises and helps people to survive and rebuild their lives. Founded in 1933 at the request of Albert Einstein, the IRC offers life-saving care and life-changing assistance to refugees forced to flee from war, persecution or natural disaster. At work today in over 40 countries and 22 cities, we restore safety, dignity and hope to millions who are uprooted and struggling to endure. The IRC leads the way from harm to home.

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OPPOSITE: The road to Syria in Bebnine, Akkar, northern Lebanon   *Peter Biro/IRC*

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