



WORLD
HUMANITARIAN
SUMMIT



PREPARATORY STAKEHOLDER ANALYSIS

World Humanitarian Summit Regional Consultation for Eastern and Southern Africa

PREPARATORY STAKEHOLDER CONSULTATIONS

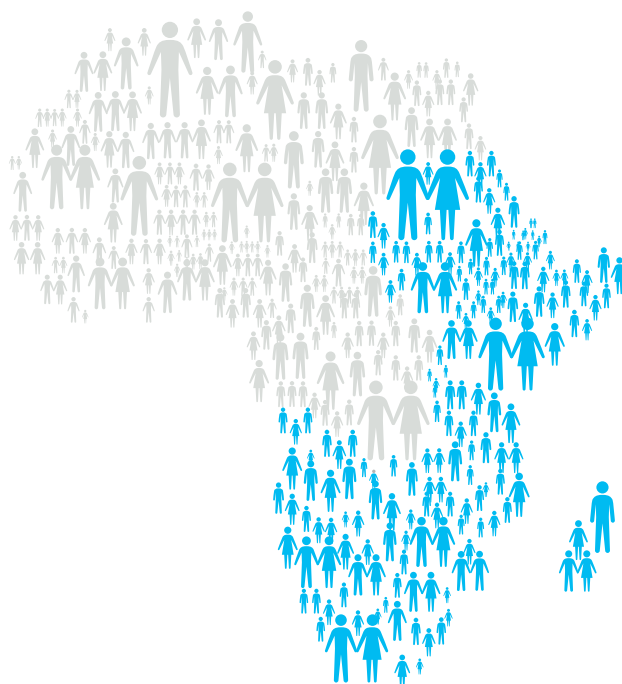
World Humanitarian Summit Regional Consultation for Eastern and Southern Africa



18 Constituencies

25 Countries

3,286 Respondents



INTRODUCTION

As part of the World Humanitarian Summit's regional consultation for Eastern and Southern Africa, consultations with more than 3286¹ people from 25 countries were conducted in the months leading up to October 2014. The purpose was to identify different constituencies' perspectives and priorities in the sphere of humanitarian action, and to prepare discussion topics for the summit's regional consultation meeting taking place in South Africa on 27-29 October 2014. In addition to broad findings that address humanitarian preparedness and response in general, the analysis attempts to contextualize issues that are specific to the acute and chronic humanitarian crises in Eastern and Southern Africa.

The report has been structured according to the four World Humanitarian Summit themes: humanitarian effectiveness, reducing vulnerability and managing risk, transformation through innovation, and serving the needs of people in conflict. Each thematic chapter begins by presenting the key outcomes of the stakeholder consultations, followed by a summary of the areas in which participants to the meeting in Pretoria are encouraged to consider developing recommendations and concrete actions as appropriate. Despite having structured the report according to these themes, it is recognized that the issues discussed in the stakeholder consultations across the region were complex and interlinked.

Following the four thematic chapters, the report therefore presents the six most pressing issues that cut across multiple themes: needs-based and context-specific humanitarian action; strengthening local capacities and structures; bridging the divide between development and humanitarian communities; improving financing; reviewing legal frameworks, policies and guidelines; and involving youth in humanitarian action and response. Finally, a number of conclusions are offered.

METHODOLOGY

Eastern and Southern African stakeholder consultations were conducted by means of a triangulation of various research approaches. Data was collected through group discussions, individual interviews, structured and open-ended questionnaires, and online forums. The benefit of this approach was that consultations could be customized to the individual contexts of highly diverse stakeholder groups and types of humanitarian situations in Eastern and Southern Africa. In each instance the data collection tool was adapted to accommodate various factors that would impact research design. Firstly, the wide geographic spread of stakeholders placed logistical limitations on the data collection methods that were feasible to use. Secondly, different adaptations of questionnaires

¹ The total number of voices represented is difficult to estimate as consultations at community level included some community leaders who represented the interests of broader groups of people.

were used to match the language, culture and level of education of each stakeholder group. Lastly, the unique knowledge base of different groups required customized sets of questions to take advantage of each stakeholder's unique perspective and area of expertise. The culmination of these factors made a universal methodology and data collection tool impossible.

Despite all attempts at retaining the integrity of the data, the methodology used for the analysis creates a number of challenges. Firstly, information collected through these different approaches² was not easily collapsed into one dataset. Consultations produced both qualitative and quantitative data which, although addressing the four thematic areas, were customized based on the factors mentioned above. Data analysis was therefore designed as a multi-layer process in which each data set or narrative was first analysed in isolation and then together with the whole to produce the integrated findings reported on in this document.³

Salient from this process is the second challenge, which is that not all data could be included in this report. Findings that were very context specific and that did not reoccur across the larger data set had to be omitted for the purposes of this document. The selection criteria centred on best serving the discussions in the regional consultation meeting in Pretoria. All information is, however, available on request from the OCHA regional offices for Eastern Africa and Southern Africa respectively.

The third challenge inherent to the research design is the subjective nature of the interpretation process. Although all attempts were made to ensure otherwise – by staying close to the narrative through evidence based writing and by addressing bias through the use of a team of researchers – some interpretation bias may remain.

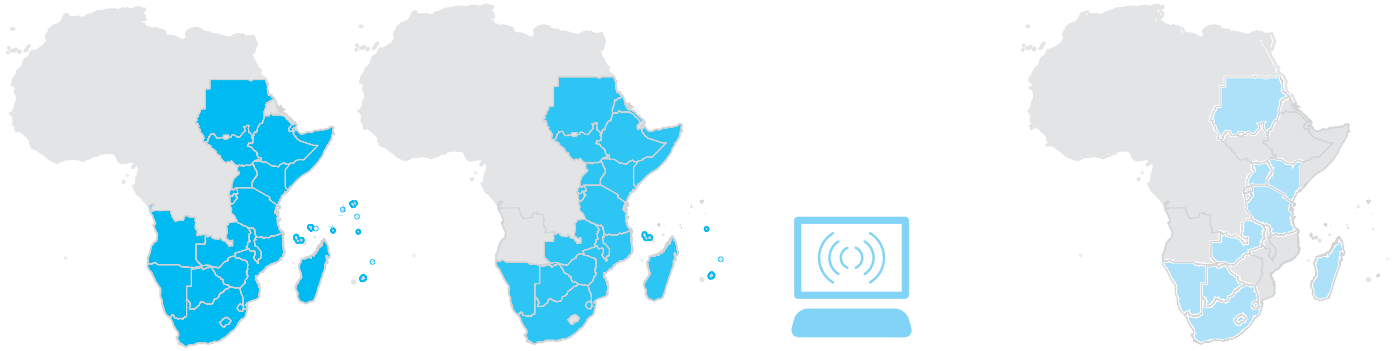
By nature of the non-probability sampling approach, the inclusion of stakeholder groups is not proportionate to their size. It is therefore necessary to regard this report as an indication of the main

recommendations from stakeholders in the region but not as an exhaustive record of it. In light hereof, the stakeholder consultations and the October 2014 meeting in South Africa should be considered as the beginning of the region's engagement on the World Humanitarian Summit, not the end.

² Due to the complexity and large volume of sources used for the analysis, an index of all the reports is not provided here but is available upon request from OCHA Regional Office for Southern Africa.

³ Where relevant, this report does reference individual data sets of a qualitative (in the form of local examples) and quantitative nature (in the form of statistics). Unless this is specifically indicated, however, findings refer to recurring ideas across stakeholder groups and represent the stakeholder

BACKGROUND



<p>48%</p> <p>Country level consultations</p>	<p>45%</p> <p>Community consultations</p>	<p>4%</p> <p>Other</p>	<p>3%</p> <p>Private sector consultations</p>
<p>CONSTITUENCY</p> <ul style="list-style-type: none"> • Governments • National and international non-governmental organizations • Red Cross and Red Crescent Movement • Civil society organizations • United Nations agencies, funds and programmes • Intergovernmental organizations • Academia 	<p>CONSTITUENCY</p> <ul style="list-style-type: none"> • Refugees • Internally displaced persons • Returnees • Migrants • Pastoralist communities • Other groups affected by disasters and/or conflicts 	<p>CONSTITUENCY</p> <ul style="list-style-type: none"> • General public 	<p>CONSTITUENCY</p> <ul style="list-style-type: none"> • Businesses • Chambers of commerce • Consortia of business
<p>METHODOLOGY</p> <ul style="list-style-type: none"> • Regional stakeholder survey designed by the WHS Regional Steering Group and used by partners in the region • Workshops and meetings organized by UN Resident and/or Humanitarian Coordinators • Studies conducted by 	<p>METHODOLOGY</p> <ul style="list-style-type: none"> • Group discussions • Face-to-face interviews • Survey using structured 	<p>METHODOLOGY</p> <ul style="list-style-type: none"> • Online discussions on worldhumanitariansummit.org • Webinars on phap.org 	<p>METHODOLOGY</p> <ul style="list-style-type: none"> • Online survey designed by OCHA and Vantage Partners • Additional country level consultation workshops



Photo: AU UN IST PHOTO/Tobin Jones

THE PREPARATORY STAKEHOLDER CONSULTATIONS RESULTED IN THE FOLLOWING KEY OUTCOMES:

Call for needs-based humanitarian action:

Stakeholders uniformly called for needs-based humanitarian action that was informed by priorities identified by communities themselves. Despite this realization by respondents to the regional stakeholder survey, only 12 per cent of respondents to the community consultation survey for Southern Africa indicated that humanitarian actors currently incorporated feedback from communities to at least some extent, and only 27 per cent felt that humanitarian assistance received was useful and appropriate. A related observation was made by Red Cross and Red Crescent volunteers in Eastern and Southern Africa, of whom only 33 per cent believed that humanitarian actors adequately met the needs of “most at risk” groups. Some stakeholders explained this by particularly international humanitarians’ lack of contextual understanding and limited engagement with communities, while others argued that donor priorities dictated the focus of humanitarian response above needs. Suggested ways in which local needs could be better taken into consideration included involving community representatives in response and preparedness planning, and establishing feedback mechanisms on the local level, including in refugee and IDP camps.

Importance of contextual analysis: Given the diversity in Eastern and Southern African humanitarian situations, stakeholders underscored the importance of understanding and responding to specific local contexts, and argued against using a “one size fits all” approach to humanitarian preparedness and response. Forty-seven per cent of respondents to the regional stakeholder survey referred to contextual analysis as a key step toward more effective response to humanitarian needs. They particularly called for a better understanding of what type of humanitarian response could be appropriate in a given moment. For example, stakeholders in the Horn of Africa expressed their concern with food distributions that were organized during the harvest season and noted how that impacted local farmers unfavourably. Conducting a political analysis of the context was also encouraged by some stakeholders, whether in natural disasters, conflicts, or protracted humanitarian crises.

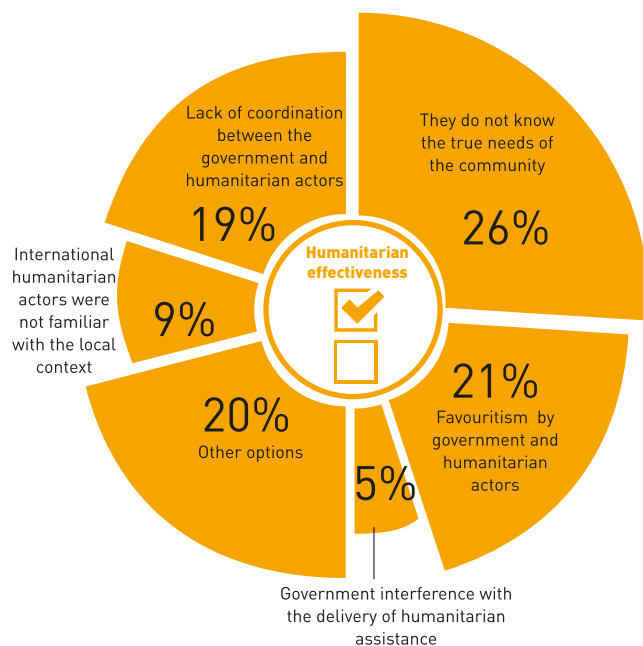
“Humanitarian organizations should commit themselves to understanding the local context to ensure a more culturally appropriate, sensitive and sustainable solution is found.”

A group of stakeholders in Ethiopia

Recognition of communities as first and most effective responders:

Groups who had the closest social and physical proximity to humanitarian crises⁴ were believed to respond most effectively to humanitarian needs. Almost half of stakeholders – 48 per cent – in the Southern African community consultation⁵ identified groups like family and local churches or mosques who were directly situated within the community as those who responded most effectively to humanitarian needs. The centrality of communities and local authorities in humanitarian action was underscored especially in the context of chronic and slow-onset humanitarian emergencies in the region.

What are the obstacles faced by humanitarian actors in meeting the needs of communities?



Source: Southern African community survey

⁴ For the purposes of this report, humanitarian crisis is defined as any natural or man-made humanitarian situation.

⁵ Based on the community level consultation survey for Southern Africa.

Cultural sensitivity: The importance of cultural sensitivity in resilience building and humanitarian response was underlined by stakeholders across the region. Cultural sensitivity was seen to encompass, for example, respect for local customs, nomadic and pastoralist lifestyles, specific dietary considerations, and use of local languages. To further this goal, humanitarian organizations and governments were called to work more closely with individuals from local communities, including youth, women, and elderly.

Coordination role of national and local governments: To strengthen the humanitarian coordination role of national and local governments, stakeholders called for legal frameworks that formalized governments' position in humanitarian coordination, and advocated for regular meetings between the government and humanitarian organizations, including via the Inter-Agency Standing Committee. Stakeholders frequently advocated for increased efforts to build governments' capacity, including through training on humanitarian principles and the cluster system. In some consultations, disputes around roles and responsibilities' between local and central governments were identified as an obstacle to effective coordination.

Review of the IASC: The majority of the Inter-Agency Standing Committee members in the region who responded to the regional stakeholder survey believed that the current humanitarian coordination structure could be made more inclusive of a broader range of organizations. The three most often referenced partners to be included were governments, private sector, and communities, as seen in the graph below.

What changes do the Inter-Agency Standing Committee structure members see as needed to improve the IASC?⁶



Source: Regional stakeholder survey

Decentralization of disaster management structures: Many respondents suggested that governments' disaster management authorities would be in a better position to respond to community needs if they were decentralized. To accomplish this, stakeholders called for formal guidelines and regulations to support decentralization efforts, as well as for human resources, funds and technical support to strengthen the capacity of such authorities. In addition, stakeholders recommended that municipal budgets could include disaster management and response budget lines. This would allow for faster and more needs-based spending, but would also encourage local ownership and accountability. Stakeholders further suggested that the role of village and community councils could be formalized, and that district and village disaster management teams could brief such councils in order to increase information exchange and transparency.

Role of the African Union, IGAD, IOC, and SADC: Many stakeholders underscored the importance of regional and inter-governmental organizations, including the African Union, the Intergovernmental Authority on Development, the Indian Ocean Commission, and the Southern African Development Community, in humanitarian preparedness and response. They called for humanitarian issues to be a standing agenda item in regional and continental organizations' meetings as a means of ensuring both political and financial commitment to humanitarian action. The regional and continental organizations were also seen to play a key role in promoting humanitarian principles, training peacekeepers, and providing logistical support during humanitarian response.

Accountability and transparency: For humanitarians to be more accountable to populations they aimed to serve, stakeholders advocated for better communication with disaster- and conflict-affected people about the services provided to them, and the communities' feedback thereof. The importance of humanitarians reporting back to communities about the response they provided was highlighted by Red Cross and Red Crescent volunteers in the region, among others. Stakeholders advocated for more strictly enforced monitoring systems as a means to achieving accountability to both affected populations, govern-

⁶ Percentages represent the number of respondents who referenced each option and will not add up to a hundred per cent because multiple responses were possible

“As it stands, there is competition between the humanitarian actors. Some of us will not complain if we get a little something from everyone who passes here, but we believe that if these efforts were coordinated, we would benefit more.”

Affected community members in Turkana, Kenya

ments, and donors, particularly in so-called remote management situations where the risk of abuse of resources was seen as particularly high. In addition, stakeholders outlined the need for humanitarian organizations to be more open and transparent about their roles and mandates, both to serve the principle of transparency but also as a way of addressing myths and suspicions that could otherwise be to the detriment of affected communities and humanitarian workers.

Encouragement of volunteerism: Many stakeholders highlighted the potential that volunteerism could have in effective humanitarian action in Eastern and Southern Africa. This was particularly – but not exclusively – mentioned in relation to societies whose value systems emphasized volunteerism, such as Islam’s concepts of zakat and sawab. The youth in general was also identified as a group that could be mobilized through volunteerism. Stakeholders advocated for developing legislation and policies to support volunteer and community networks that could be mobilized in disaster preparedness and response.

Private sector in humanitarian action: Perceptions regarding private sector involvement in humanitarian action varied from largely supportive to sceptical of businesses’ motivation of financial gain. As indicated below, private sector organizations themselves claimed that supporting the communities they operated in and building goodwill with affected communities were their top motivations for contributing to emergency relief. Many stakeholders recognized that local businesses, traders, and small

and medium enterprises had the access, resources, and innovative solutions essential to humanitarian action and resilience building. Those stakeholders from the humanitarian community who were supportive of partnering with the private sector advocated for engaging local businesses both in humanitarian response and in disaster preparedness, given that collaboration between humanitarian actors and local enterprises could not be effectively improvised during a response.

“Sometimes inclusion is as simple as building the confidence of the local organisations; acknowledging the good work they do and allowing them space to interact with those who are stronger at representation. Not everyone can sit around the negotiating table but if as the humanitarian sector, we put in place mechanisms/platforms/fora, which are structured to allow practice to inform policy, the voices of the affected communities would be heard.”

Stakeholder from Zimbabwe

Private sector in humanitarian action: Perceptions regarding private sector involvement in humanitarian action varied from largely supportive to sceptical of businesses’ motivation of financial gain. As indicated below, private sector organizations themselves claimed that supporting the communities they operated in and building goodwill with affected communities were their top motivations for contributing to emergency relief. Many stakeholders recognized that local businesses, traders, and small and medium enterprises had the access, resources, and innovative solutions essential to humanitarian action and resilience building. Those stakeholders from the humanitarian community who were supportive of partnering with the private sector advocated for engaging local businesses both in humanitarian response and in disaster preparedness, given that collaboration between humanitarian actors and local enterprises could not be effectively improvised during a response.

What benefits does your [private sector] organization look to get out of contributing to emergency relief? Values shown represent respondents who believe the factor is 'very important'⁷



Source: Private sector survey

Predictability and accessibility of humanitarian financing: Stakeholders diagnosed the current state of humanitarian financing as problematic. They emphasized the need for donor organizations and governments to commit to sustained budget allocations for resilience and to advocate for coherence amongst donors regarding different interventions for greater effectiveness. Pre-approved multi-year funding was suggested particularly for protracted humanitarian crises, in addition to which stakeholders called for better linkages between humanitarian and development funding and investment. Many stakeholders recognized the need for funding to more often be channelled directly to local organizations, for instance by creating a fund specifically for humanitarian interventions implemented by local groups. Further ways of improving humanitarian funding identified by stakeholders were the exemption of humanitarian funds from bank charges; using government taxes, private sector contributions and diaspora remittances for humanitarian action; and scaling up alternative financial systems, such as vouchers. Overall, stakeholders called for humanitarian financing to be timely, predictable, and channelled to the local level.

Based on the outcomes outlined above, the Regional Steering Group for Eastern and Southern Africa suggests the following ideas which may be used as the basis for developing recommendations as appropriate:

Emphasizing community and local engagement

- The role of crisis-affected communities as first responders should be recognized by humanitarian organizations and governments alike, and their capacity should be strengthened accordingly.
- Humanitarian preparedness, resilience building, and response should be needs-based and informed by priorities identified by affected communities themselves.
- Humanitarian preparedness and response should be context-specific and culturally sensitive.
- Humanitarian actors should be transparent and accountable to the communities they aim to serve. To this end, two-way communication with affected communities should be improved.

Strengthening coordination and reviewing the humanitarian architecture

- National and local governments' role in humanitarian coordination should be strengthened through capacity building and legal frameworks that formalize their role.
- The current humanitarian coordination mechanisms, including the Inter-Agency Standing Committee, should be made inclusive of government, private sector, and civil society participation, particularly in natural disasters.
- The potential of the private sector in disaster preparedness and humanitarian response should be further explored.
- Disaster management authorities should be decentralized in order to better respond to community needs in humanitarian crises.
- Regional, continental and intergovernmental organizations should ensure their political and financial commitment to humanitarian action, and they should be supported in their role in promoting humanitarian principles, training peacekeepers, and providing logistical support during humanitarian response.

⁷ Percentages represent the number of respondents who referenced each option and will not add up to a hundred per cent because multiple responses were possible

Improving humanitarian financing

- Humanitarian financing should be made more flexible, timely, predictable, and channelled to the local level, and in some situations – notably protracted crises – multi-year.



THE PREPARATORY STAKEHOLDER CONSULTATIONS RESULTED IN THE FOLLOWING KEY OUTCOMES:

Translation of community knowledge into better preparedness and response: Affected communities were seen as well positioned to turn their knowledge and experience into better emergency preparedness and action, if given the opportunity. To facilitate this, stakeholders advocated for collaborating with communities on capacity gap analyses and participatory planning of early warning systems. As indicated below, stakeholders believed that collaboration with communities, contextual analysis, and information management were key to assisting communities to translate their local knowledge into better preparedness. They noted how communities could, for example, interpret weather patterns to predict droughts, and have detailed knowledge of when raids were being planned. The importance of embracing traditional early warning systems and technologies was underscored by several stakeholders, for example by civil society organizations consulted in Somalia. Although local knowledge was recognized as crucial, some stakeholders acknowledged that it remained necessary to consider those situations in which community knowledge and community coping mechanisms were strained or even depleted.

What is needed to help communities to translate their local knowledge and experience into better emergency preparedness and resilience?⁸



Source: Regional stakeholder survey

Local capacity in disaster risk reduction and preparedness: For local authorities to better address communities' needs in the sphere of disaster risk reduction and preparedness, stakeholders recognized the need for local capacity building. Forty-six per cent of respondents to the regional stakeholder survey referred to the provision and development of resources as a key way to enable

more efficient local response, with nearly 40 per cent noting the importance of knowledge sharing and skills training in harnessing communities for future humanitarian risks. Stakeholders recognized that by building local level capacity in support of adaptation efforts in advance of and following crises, people would be more resilient to future threats and countries would not need to rely solely on donor support.

"Refugees should participate in decision making affecting their lives in the camp. They should also be given a chance in changing their countries of origin and contribute towards peace."

Refugee camp leader in Kakuma, Kenya

Mechanisms for reducing disaster losses at local level: In order to help communities reduce the likelihood of losses caused by disasters, stakeholders noted the importance of supporting community councils and their disaster preparedness and response plans. Prepositioning emergency supplies at the local or district level was deemed useful in order to ensure easy access to them. Early warning systems and regular emergency drills were pointed to as important contributors to reduced disaster loss, particularly regarding sudden onset disasters. As an example, 55 per cent of Red Cross and Red Crescent volunteers in the region identified disaster preparedness activities, such as familiarization with early warning systems, as the best way to reduce disaster losses. Some communities noted with concern how early warning signs were often not taken seriously by governments that often responded to humanitarian crises. An example would be droughts that only enjoyed the necessary attention once they had severely worsened.

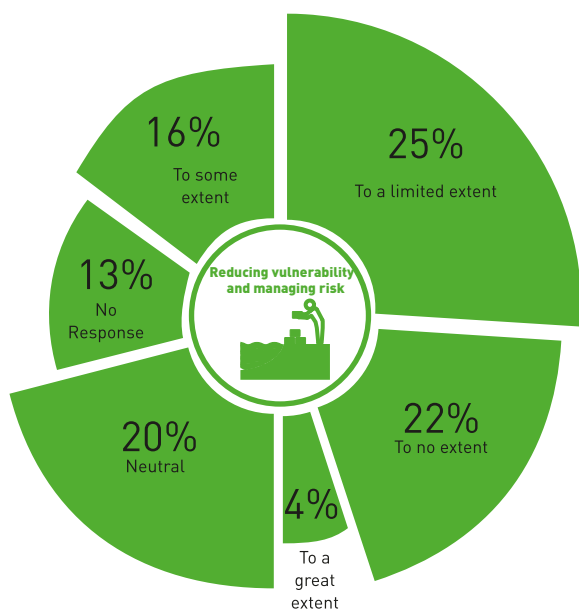
Prioritization of resilience: Stakeholders called for the prioritization of risk-informed development planning and related financing to increase communities' resilience in the face of recurring

⁸ Percentages represent the number of respondents who referenced each option and will not add up to a hundred per cent because multiple responses were possible

REDUCING VULNERABILITY AND MANAGING RISK

disasters. It was recognized by some stakeholders that humanitarian efforts still often provided short-lived assistance that perpetuated reliance on external assistance. As indicated visually below, the majority of respondents to the Southern African community consultation survey did not believe emergency assistance left communities more prepared to face similar events in the future. Stakeholders pointed to the example of a wetland in Uganda that was a catchment area to most seasonal rivers from Mount Moroto where, despite being faced with floods on an annual basis, no strategies had been put in place by the county authorities or the district government to avert a reoccurrence of the situation.

To what extent did assistance received during an emergency result in communities being more prepared to face similar events?



Source: Southern African community survey

Urban risk in growing Eastern and Southern African cities: In order to support local governments and civil society in addressing the rising humanitarian risk in urban areas, stakeholders called for improvements in urban planning, building codes, and the management of illegal settlements. They advocated for strengthened partnerships between the government and civil society organizations in knowledge sharing, resource mobilization, and urban vulnerability mapping. Adoption of specific analytical tools for urban situations was also called for. Few

respondents underscored the importance of family planning in the context of urbanization and population growth. Stakeholders consulted in Nairobi, Kenya, advocated for programmes that could target urban youth that were at risk of joining terrorist groups.

Legal frameworks: There was clear demand among stakeholders to improve disaster preparedness systems by anchoring them in legal frameworks. Across the region, stakeholders called for reviewing or creating disaster management laws, revising land use regulations and emergency custom and visa procedures, and legalizing the role of village and district councils in preparedness activities. The importance of applying penalties when laws and policies were breached was underscored.

"We need to re-orientate our engagement from supplying aid to supporting and facilitating communities to take action and lead interventions themselves. Beneficiaries are no longer passive recipients of aid, nor should they be."

Participants to the Humanitarian Partnership Conference, Nairobi, Kenya

Protection of local businesses and livelihoods during humanitarian crises: Stakeholders identified the need for disaster planning to include the possible impact a crisis could have on local businesses. Memoranda of understanding with local firms and the establishment of special or emergency funds to support the local economy in the aftermath of a disaster were seen by stakeholders as integral to empowering and developing local businesses as well as supporting communities' revitalization during and after times of crisis.

Based on the outcomes outlined above, the Regional Steering Group for Eastern and Southern Africa suggests the following ideas which may be used as the basis for developing recommendations as appropriate:

Harnessing knowledge and strengthening capacities at local level

- Humanitarian organizations, governments and private sector should work with disaster-affected communities to translate local knowledge into better preparedness and response.
- Emphasis should be given to better understanding future risks, such as the impact of climate change.
- Local governments and civil society should be supported to address the rising humanitarian risk in urban areas, including through strengthened partnerships in knowledge sharing, resource mobilization, and urban vulnerability mapping.
- Efforts should be made to translate early warning mechanisms into early humanitarian response for both rapid onset and slow onset crises.

Building resilience

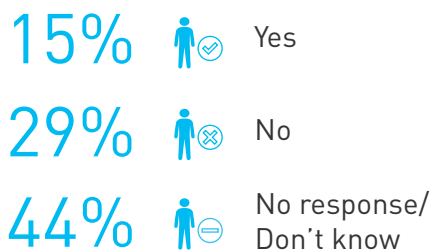
- Resilience mechanisms and their funding should be prioritized to increase communities' preparedness for recurring disasters and to decrease their reliance on external assistance.
- New approaches should be developed to help build the resilience of communities facing predictable and protracted crises, bringing together both humanitarian and development planning and financing.
- National disaster preparedness plans should take into consideration the possible impact a humanitarian crisis might have on local business.
- Disaster risk reduction and preparedness activities should be anchored in legal frameworks and enhanced risk governance, with appropriate accountability mechanisms in place.



THE PREPARATORY STAKEHOLDER CONSULTATIONS RESULTED IN THE FOLLOWING KEY OUTCOMES:

Community involvement for needs-based innovation: The demand for humanitarian innovations to be locally relevant, rooted in contextual analysis, and geared towards addressing real needs was underscored by stakeholders. They suggested that organizations involved in innovation could work more closely with disaster-affected people in Eastern and Southern Africa in order to understand their needs and find appropriate solutions to them, instead of approaching innovation from a supply-driven perspective. Only 15 per cent of respondents in the Southern African community survey believed that vulnerable groups were currently included in innovation activities. Including community members of different ages, backgrounds and abilities was seen as an important way of ensuring that innovations served also those in the most vulnerable positions.

Are vulnerable groups involved in innovation activities?



Source: Southern African community survey

Partnerships on innovation: Apart from communities, stakeholders recommended humanitarians to foster a culture of collaboration with other actors, such as governments, technical and academic institutions, development organizations, and private sector, on humanitarian innovation. Creating a platform for private sector organizations to more effectively engage in humanitarian innovation was suggested, for example, by businesses in Madagascar. Stakeholders also identified local leaders, youth, women, and vulnerable groups as important constituencies to engage with when establishing partnerships on

innovation. Some stakeholders argued that being purposeful in partnering with organizations different to their own could foster information exchange on effective approaches, thereby creating the possibility of diffusion of innovation and ultimately strengthening the impact of humanitarian action.

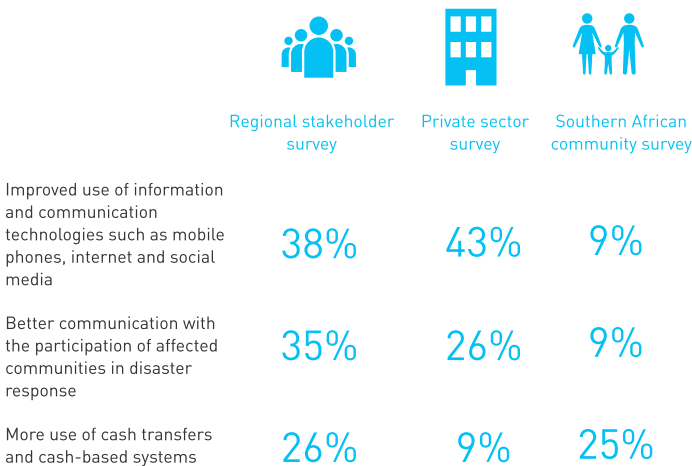
Evaluating new technologies: While being supportive of new innovations and technologies in general, stakeholders called for quality control and ethical assessments of new technologies piloted in the humanitarian sector. The ICRC delegation in Sudan suggested that the potential risks and challenges that some new technologies might pose should be assessed before implementation, in order to prevent any potential negative effects or unintentional harm. An online consultation participant from Malawi called for standardized monitoring and evaluation indicators that could enable objectively identifying innovations that achieved their intended objectives, prior to scaling them up.

Innovative approaches to pastoralism: Stakeholders in Eastern Africa called for innovative ways in which to best serve the needs of nomadic and pastoralist communities. They noted how the more sedentary forms of supporting humanitarian preparedness and providing relief did not fit societies “on the move”, particularly those moving cross-border, and emphasized how pastoralists in the region changed locations out of survival. Mobile health clinics and mobile schools were given as examples of existing approaches that could be scaled up.

Information, Communication and Technology: A large number of stakeholders, 38 per cent of respondents to the regional stakeholder survey and 43 per cent of respondents to the private sector survey, agreed that there should be greater and wider use of information and communication technologies, such as mobile phones, internet, and social media in disseminating or improving humanitarian action, especially in communicating with communities. Data and information management were seen as key contributors to effective humanitarian action, for example by collecting and sharing needs assessments and conducting local capacity mappings. Stakeholders noted how in Madagascar a community-level text message system supported by national telecom operators provided both early warning and post-disaster rapid data collection

within 48 hours. Better information collection was demanded, for example, on civil society organizations' roles and capacities, with a suggestion from Eastern Africa to compile a "Yellow Pages of NGOs".

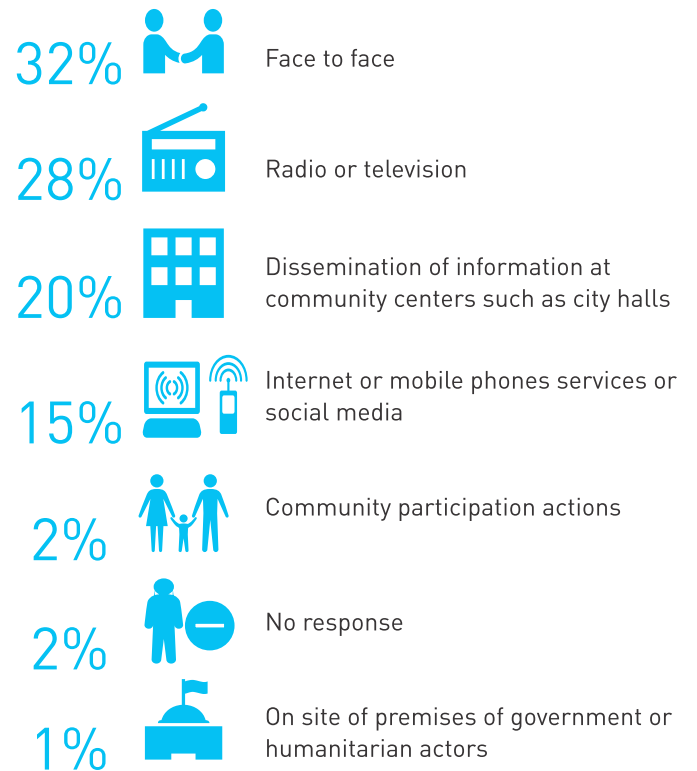
What areas of innovation do you believe have the most potential to improve the disaster response of various actors?



Use of traditional communication platforms:

Although stakeholders from within the humanitarian community recognized the potential value of using new technologies to communicate, the large majority, of participants to the community consultations for Southern Africa identified more traditional methods as better forms of communicating with disaster- and conflict-affected communities. These included face-to-face communication, radio and television programmes in local languages, and the dissemination of information at community centres, such as city halls and places of worship. Stakeholders in Zimbabwe mentioned "village criers" as a method used in Eastern and Southern Africa to communicate and share information in remote communities. As another traditional information sharing system, Ethiopian stakeholders mentioned the verbal communication tradition referred to as Dagu, used by the Afar people. Stakeholders suggested that traditional communication systems should not be seen as a hindrance but an inspiration for improving knowledge exchange. They further suggested that new communication technologies could be developed hand-in-hand with oral traditions.

What is the best way to communicate with communities?



Source: Southern African community survey

Diffusion of local innovations: Stakeholders recognized that Eastern Africa was particularly rich with humanitarian innovations that could be scaled up to benefit larger groups of people. Telemedicine, cash and voucher-based systems and solar radios were mentioned as some of the innovative ways in which humanitarian response had or could evolve. Close collaboration with communities was encouraged as a way of identifying local innovations that could be diffused, and dedicated online platforms were seen as a possible way of sharing information about innovative solutions across the region.

Encouragement of local innovators: Stakeholders recognized funding as an important instrument that could be used to empower local innovators. In addition to funding, particularly for pilots, they encouraged the support of local innovators through incentives and recognition from humanitarian actors. In addition, stakeholders identified the importance of infrastructure in making local conditions conducive to the culture of innovation. They advocated that capacity building should be prioritized to empower and strengthen local innovations and innovators.

“Innovation should not be an end in itself (which seems to be the trend). But innovation as much as common sense needs to be at the service of larger visions of change and improvement.”

Lesotho UN Country Team

Involvement of Eastern and Southern African diaspora: The importance of engaging with the sizeable Eastern and Southern African diaspora across the world was mentioned by stakeholders, with a call to create an innovative platform to seek their input and encourage their participation in the region's humanitarian emergencies. Some stakeholders noted, for example, how the diaspora was less active in humanitarian issues compared to political developments, and argued that there was great potential in involving them in the former if provided with the appropriate tools.

Patents and property rights: Stakeholders recommended that patenting and intellectual property rights of humanitarian innovations should receive special attention. These innovations could be patented to acknowledge the innovator but should ideally be available free of charge so that they could be adopted rapidly and with ease to the benefit of affected populations.

Based on the outcomes outlined above, the Regional Steering Group for Eastern and Southern Africa suggests the following ideas which may be used as the basis for developing recommendations as appropriate:

Finding innovative solutions to local needs

- Humanitarian innovations should be locally relevant, informed by contextual analysis, and geared toward addressing the real needs of disaster and conflict-affected communities, including individuals in most vulnerable situations.
- Communities should be central in identifying local innovations that could be scaled up to benefit larger groups of people faced with humanitarian crises.
- Innovative ways should be identified to better

respond to pastoralist communities' humanitarian needs.

- While recognizing the potential of modern information and communication technologies in humanitarian innovation, the potential and significance of traditional communication platforms in the region should not be undermined.

Encouraging and enabling innovation


- A culture of collaboration should be fostered in the sphere of innovation between various actors, including governments, technical research and academic institutions, private sector, humanitarian and development organizations, and affected communities.
- Local innovators should be empowered via increased funding, incentives, infrastructure, and capacity building.
- New technologies proposed for the humanitarian sector should be evaluated to prevent unintended negative consequences.
- The negative impact of patents and property rights on adopting and adapting humanitarian innovations should be addressed.
- Innovative solutions should be found for empowering the Eastern and Southern African diaspora's involvement in humanitarian action in the region.



Photo: AU UN IST Photo/Tobin Jones

THE PREPARATORY STAKEHOLDER CONSULTATIONS RESULTED IN THE FOLLOWING KEY OUTCOMES:

Humanitarian principles in conflict: Stakeholders advocated for adherence to humanitarian principles when working in conflict situations. Remaining neutral was seen as particularly important in political and ethnic conflicts. Stakeholders advocated for awareness-raising of and adherence to the “do no harm” principle in humanitarian action. Some also called for humanitarian, development and armed actors to become more aware of each other’s mandates and identities, as a means to upholding the perception of principled humanitarian action. The importance of promoting a neutral and principled image was underlined by a finding in the Southern African community consultation where only 32 percent of respondents said they trusted humanitarian actors at least to “some extent”.

32%  of respondents trusted humanitarian actors to at least “some extent”.

Source: Southern African community survey

Cooperation with military actors: Although collaboration with the military during humanitarian response to natural disasters was seen as largely positive, given the logistical assistance militaries could offer, stakeholders emphasized that it should be a last resort in times of conflict. According to stakeholders, it could result in a breach of neutrality and possibly escalate tension among the parties involved, potentially exposing the civilian population to even higher risk.

Importance of the Kampala Convention: Stakeholders noted the importance of the Kampala Convention, formally the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa. They expressed concern over the often protracted nature of conflict-induced internal displacement in the region and the subsequent deterioration in conditions of living – something that was also frequently mentioned by internally displaced persons themselves. Taking note of the difference between internal and cross-border dis-

placement, stakeholders suggested that humanitarians could lobby for more countries in the region to ratify and domesticate the Kampala Convention to improve internally displaced persons’ protection and assistance.

Prevention of additional conflict through impartiality: Stakeholders recognized how perceived partiality in humanitarian action could become an underlying cause of conflict. According to some stakeholders, while the majority of the host population and migrants caught in crisis remained dispossessed of the financial means to survive, refugees received direct support from the humanitarian community. Others noted that while much of the in-kind assistance and services provided to refugees was in reality available also to surrounding communities, the perception of partial treatment prevailed. Stakeholders also expressed the concern that targeting specific groups, such as children, could sometimes exclude other groups such as adults from receiving assistance. In each instance, stakeholders argued that perceived partiality could breed resentment, possibly further engendering conflict, and therefore called for equitable provision of and access to health care, food, and emergency transportation, among others.

“In a conflict environment, many areas of humanitarian response get blurred, but it is vital that humanitarian response is principled and in accordance to international humanitarian standards.”

Civil society consultation in Somalia

Humanitarian access: Limited humanitarian access was identified as one of the key restrictions to providing emergency relief in conflict situations, particularly in Eastern Africa. Proposals to overcome it included for humanitarians to work with local organizations that had close ties to affected communities in inaccessible areas, as suggested by stakeholders in Sudan and Zimbabwe. In addition, stakeholders advocated for humanitarian actors to utilize traditional leadership, and for elders to negotiate

periods when the humanitarian actors could access and provide services to vulnerable people. Cooperation with local religious leaders was also identified a useful way to improve access in countries such as Somalia, where their role was seen to be significant. The establishment of humanitarian corridors and the use of airlifts were noted as necessary but last resort measures when access was very limited. Many stakeholders, including formerly conflict-displaced Burundians, called for humanitarians to negotiate with armed actors to ensure access to civilians in times of conflict.

“Work with us, let us guide you, let us shield you. You can go anywhere you want, as long as you allow us to be part of the process.”

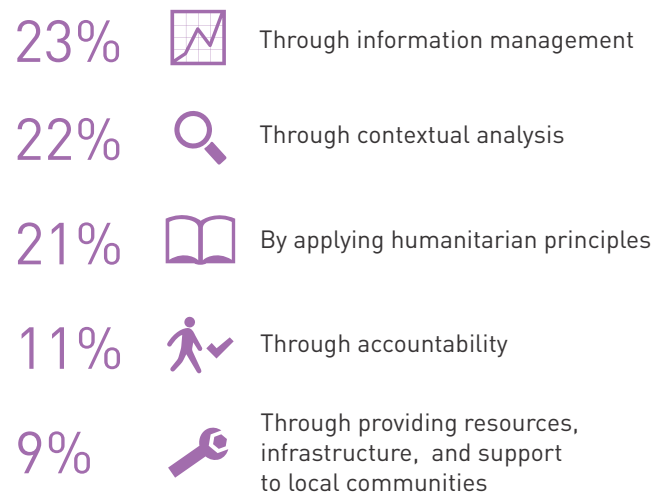
Affected community representatives in Turkana, Kenya, on humanitarians’ use of armed escorts

Security of humanitarian staff: Stakeholders identified security constraints as a significant hindrance to serving the needs of people in conflict. For example, 46 per cent of Red Cross and Red Crescent volunteers in the region believed that the main reason national and local non-government organizations found it difficult to respond to the needs of the communities in conflict was the inability to ensure the security of their staff and the related inability to travel to certain areas. Stakeholders highlighted that although local organizations often had better access to affected populations, they also became easy targets during conflict or served – or were perceived to serve – other agendas. Additionally, the negative security implications of so-called remote management of humanitarian response on local organizations were noted, pointing to the concept of “risk transfer”. Civil society organizations in Somalia called for governments to establish security monitoring systems in countries where insecurity hindered humanitarian response.

Conflict prevention and preparedness: Stakeholders called for activities that could help communities prepare for and reduce the likelihood of conflict. They suggested that this could be supported through information management, capacity building, and

putting in place strategies and processes preemptively that could support humanitarian action in conflict. Collaboration between humanitarian and development actors was identified by many stakeholders as an important step in ensuring a more holistic approach to preventing and preparing for conflict. In addition, some stakeholders called for forceful disarmament programmes by governments among pastoralist communities and took note of the experiences in Uganda as an example.

How should development and humanitarian actors ensure complementarity of effort when working together in conflict settings?⁹



Source: Regional stakeholder survey

Humanitarian advocacy in conflict prevention: Stakeholders identified advocating for human rights and rule of law as a role that humanitarians could play in addressing the underlying causes of conflict. Some stakeholders also called for institutionalizing these issues through collaboration with policy makers and popularizing them through media partnerships and messaging via diaspora groups. The youth in particular was identified as a group who should be included in these efforts. According to some stakeholders, the humanitarian sector had demonstrated strong leadership potential in many countries in the region in addressing root causes of conflict through programmes articulated in the United Nations Development Assistance Framework. Through these programmes, some of the key underlying causes of

⁹ Percentages represent the number of respondents who referenced each option and will not add up to a hundred per cent because multiple responses were possible

conflict, such as unemployment, inequality, poor governance, and human rights violations, had been addressed.

Humanitarians and conflict mediation: Some stakeholders suggested that humanitarian actors should increasingly engage in conflict mediation and peacebuilding activities, while at the same time upholding the principle of neutrality. For example, a South Sudanese refugee camp section leader called for humanitarians to address the root causes of conflict in a mediator role and to work on preventing and mitigating conflicts. Some conflict-affected persons pointed to the importance of ensuring local politicians' and community leaders' buy-in to peace processes, as otherwise communities would not engage. Stakeholders supported harnessing traditional conflict resolution systems and inter-faith forums in peace building.

Role of education in conflict: Many stakeholders recognized education as an area that warrants special attention in conflict situations. In the sphere of conflict prevention, some stakeholders suggested that conflict resolution and national cohesion should be included in school curricula while others pointed to the instrumental role children can play in conflict prevention as the "next generation". Where schools had been occupied or destroyed as a result of conflict, stakeholders highlighted that making schools safe places for children was crucial to them being able to continue their education, be protected from violence or risk, and also receive necessary psychosocial support. In South Sudan as an example, 86 per cent of children and adults consulted believed either that education should resume immediately as part of a humanitarian response or after just one month, with the primary reason being the psychosocial benefits it held for traumatized children and youth.

Impact of counter-terrorism legislations on humanitarian response in Eastern Africa: Stakeholders in the Horn of Africa noted how counter-terrorism legislations, policies and regulations negatively affected humanitarian action in the region. They called for such restrictions to be removed in order for relief organizations to be able to receive the resources with which to serve humanitarian needs.

Gender in conflict situations: Stakeholders emphasized the need to be sensitive to the impact of conflict

situations on women, girls, boys and men – and vice versa. Stakeholders called, for example, for the recognition of women's capacities in increasing the resilience of their communities and their role in conflict resolution. They further advocated for addressing women's and girls' particular protection needs in light of the frequency of targeted attacks and violence carried out against women and girls. Stakeholders noted how the instability of conflict situations was opportune for women to be more susceptible to trafficking and pointed also to the higher risk of female migrants to experience physical and sexual abuse compared to males. The impact of humanitarian crises on boys and men was equally noted, however, pointing for example to the psychosocial effects of conflict, as mentioned by stakeholders in relation to male child soldiers.

Based on the outcomes outlined above, the Regional Steering Group for Eastern and Southern Africa suggests the following ideas which may be used as the basis for developing recommendations as appropriate:

Adhering to humanitarian principles

- Humanitarian principles and the notion of "do no harm" should be adhered to when operating in conflict situations.
- Cooperating with military should be seen as a last resort in conflict situations. When such cooperation does exist, humanitarian and military actors should be aware of each other's roles and responsibilities in order to secure principled humanitarian action.

Focusing on preparedness, prevention and mediation

- Humanitarian and development actors should work together to support communities in preparing for and reducing the risk of conflicts.
- The role of education should be warranted special attention in conflict situations, given the negative impact of conflict on children and children's potential role in preventing conflict.
- Humanitarian organizations should address the root causes of conflict and engage in conflict mediation and peace building activities, while retaining their neutrality and impartiality and the perception thereof.

Ensuring protection

- The Kampala Convention should be further disseminated and ratified in order to improve the protection and assistance of internally displaced persons in Eastern and Southern Africa.
- The protection of refugees and migrants should be addressed.
- The protection risks for women, girls, boys, and men, as well as any groups or individuals with specific needs, should be mitigated in conflict situations.

Fostering humanitarian access

- Efforts should be made to improve conflict-affected people's access to humanitarian goods and services.
- The security of humanitarian staff should be improved through the application of humanitarian principles and the fostering of open communication with affected communities as well as parties to conflict.

Addressing challenges around financing in conflict

- Restrictions on humanitarian funding in conflict situations, such as via counter-terrorism legislations, should be critically examined to ensure that humanitarian needs are appropriately met.



CROSS-CUTTING ISSUES

In addition to the issues that addressed only one of the World Humanitarian Summit themes, several topics were raised by stakeholders in the region that cut across multiple themes. Six issues rose above others, all dealing with ways in which humanitarian action in Eastern and Southern Africa could be improved. They were: needs-based and context-specific humanitarian action; strengthening local capacities and structures; bridging the divide between development & humanitarian communities; improving financing; reviewing legal frameworks, policies & guidelines; and involving the youth in humanitarian action and response. The inter-relation between the themes and relevance of each cross-cutting issue per theme are visualized below.

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CONCLUSIONS

The priorities and perspectives of humanitarian stakeholders consulted for this analysis across Eastern and Southern Africa suggested several ways in which humanitarian action should be revised in the region.

First, they emphasize the importance of context-specific approaches that recognize the diversity of humanitarian needs and crises in Eastern and Southern Africa. All humanitarian action should be designed in an innovative manner from an understanding of the idiosyncrasies in each context.

Second, they call for strengthening of the disaster management capacities of governments, national non-governmental and civil society organizations, and the National Red Cross and Red Crescent Societies, among others, to build the resilience of countries in the region and to make humanitarian coordination platforms more collaborative and inclusive.

Third, they acknowledge communities as first responders in the humanitarian architecture. Consequently, they call for governments, development and humanitarian organizations, and private sector to work together in building communities' resilience to cope with sudden and recurrent risks.

Fourth, they propose improvements to humanitarian funding by making it more predictable and more appropriately distributed between preparedness, response, and research for innovative approaches.

Fifth, they point to the need to expand and reinforce legal frameworks and policies that guide humanitarian action and make governments and relief organizations more accountable to the people they aim to serve.

Finally, they highlight the potential of young people in preventing and responding to conflict and disasters.

The preparatory stakeholder consultations, as well as the regional meeting in Pretoria on 27-29 October 2014, should be seen as the beginning of Eastern and Southern Africa's engagement on the World Humanitarian Summit process. Participants to the regional consultation meeting in Pretoria are encouraged to take the findings of the stakeholder

analysis, critically examine them, and present their concrete suggestions for how to improve humanitarian action in Eastern and Southern Africa. With the summit still 18 months away, the path from Pretoria to Istanbul should be paved with further debates and discussions on how to tackle humanitarian needs in a region as diverse as the one covered in the current analysis.

"This is an opportunity for us to be creative and rethink the current humanitarian business model. The humanitarian system should be the voice of communities, acknowledging that there are different needs and different aspirations."

Stakeholder from South Africa

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