CORE RESPONSIBILITY FOUR

# WORK DIFFERENTLY TO END NEED

# WORK DIFFERENTLY TO END NEED

The 2030 Agenda for Sustainable Development set ambitious global goals to end poverty and hunger and build a more prosperous future for all. Yet an estimated two billion people are trapped in fragile contexts,[30] where they are extremely vulnerable to the impacts of conflict and to cyclical or recurrent disasters, and are often in need of both humanitarian and development assistance. Repeated humanitarian interventions cannot sustainably reduce their vulnerability or help people prepare for future disasters. A new approach is needed, one that not only meets immediate needs, but helps people become more resilient in the long-term.

The Agenda for Humanity calls for the global community to refocus on ending need and commit to a new paradigm marked by three important transformations: a) putting affected people at the centre of humanitarian response and supporting national and local leadership; b) shifting the focus from responding to anticipating and mitigating crises through improved risk analysis and early action; and c) bringing humanitarian and development actors together around collective outcomes that reduce need, risk and vulnerability.

The World Humanitarian Summit generated high-level political support for this paradigm shift, with Core Responsibility Four gathering the most commitments. Equally, the most progress since the Summit has been reported in this area, and 80 per cent of stakeholders who reported highlighted efforts to turn these pledges into concrete actions. An unprecedented dialogue is taking place on how to increase funding to local responders and enable their leadership, supported by the adoption of concrete targets and common definitions to further accelerate progress. The shift from managing crises to managing risk is also gaining momentum, furthered by increased investments in data and use of risk analysis to spur early action. Humanitarian and development actors in a number of countries have begun collaborating to operationalize the New Way of Working, and stakeholders are taking action to overcome institutional divides and deliver programmes that contribute

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[30] http://www.worldbank.org/en/topic/fragilityconflictviolence/overview

towards the ultimate goal of ending dependency on humanitarian aid and promoting sustainable development and self-reliance.

Nonetheless, profound change does not happen overnight. To fully realize the transformations called for by Core Responsibility Four, stakeholders must re-energize efforts to ensure that commitments to increase the participation of affected people in decision-making are translated into results in the field. Concerted efforts by all stakeholders are still needed to pursue common definitions and a shared vision on the structural or systemic change required in different contexts to enable more nationally- and locally-led and coordinated responses, with tailored international supported based on a clear assessment of complementarity. In protracted crises, humanitarian and development actors must continue to work towards defining collective outcomes that are more than the aggregated viewpoints of different stakeholders and donors need to align funding toward the achievement of those collective outcomes. Country-level support and incentives to fully operationalize the New Way of Working must emerge from strong institutional leadership and financing, moving beyond the UN system to involve States, civil society and the private sector, so that aid is delivered based on comparative advantage, and in a way that reduces needs, risk and vulnerability and builds resilience.

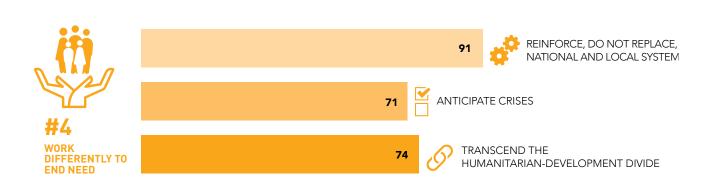# 4A  Reinforce, do not replace, national and local systems

The Agenda for Humanity called for action to ensure that:

People are the central drivers in building their resilience and responding to risks and crises, with their safety and dignity upheld.

Whenever possible, humanitarian responses are led by national and local actors with tailored international support based on complementarity, and international cooperation leveraged to strengthen the response capacity of affected States and communities.

International responders must respect and support national and local leadership by seeking opportunities to support their management of crises, while curbing ways of working that undermine this goal. International actors should add value to what people and communities already do to help themselves.

STAKEHOLDERS REPORTS BY TRANSFORMATION



**#4**
**WORK DIFFERENTLY TO END NEED**

| | |
|---|---|
| 91 | REINFORCE, DO NOT REPLACE, NATIONAL AND LOCAL SYSTEM |
| 71 | ANTICIPATE CRISES |
| 74 | TRANSCEND THE HUMANITARIAN-DEVELOPMENT DIVIDE |

## Progress so far

The central call emanating from the World Humanitarian Summit was to put affected people at the heart of humanitarian action. Building on this, the Agenda for Humanity called for demand-led humanitarian action that engages affected people as the central drivers of building their resilience. Fulfilling this also necessitates that international humanitarian action work to "reinforce, not replace" existing coping mechanisms and local and national systems of dealing with shocks. The Summit prompted an unprecedented dialogue between northern and southern responders on how to achieve this, and cemented high-level and ongoing political support for humanitarian action to be "as local as possible, as international as necessary." More than 200 stakeholders made almost 700 commitments to this transformation, the highest number across the Agenda for Humanity. Similarly, Transformation 4A also received the most reports, with 91 stakeholders reporting on their efforts to: i) put people at the centre and build community resilience; and ii) increase support for national and local leadership and systems to prepare for, respond to, and recover from crises.

### Cash-based programming is growing

The Summit recognized that in the right contexts cash-based programming can support the agency of people by providing them with the flexibility and dignity to make choices on the goods and services they need most. In this respect, the Summit called for cash-based programming to be the preferred and default method of support to people wherever possible. Reports from 49 stakeholders across all 24 transformations show that this change is happening.

**High level political commitment:** Major donors and organizations, including Sweden, ACT Alliance and Catholic Relief Services, reported promoting and using cash as a key programming modality. The World Food Programme (WFP), Australia, the International Rescue Committee (IRC), World Vision International (WVI) and others continue to scale-up cash programming, and cash-based social safety nets are in place in countries like Turkey.

**Innovation and learning:** Mobile phone operators, banks and other private sector actors are helping put money and spending power in the hands of people in crisis, in turn strengthening the evidence base on what works. Private sector partners are assisting humanitarian actors leverage technology to deliver cost-effective cash programmes, such as sQuid, who reported on its partnerships with the UK and Kenyan governments to deliver cash to rural areas in Kenya. WFP is using blockchain technology – a tool that allows financial transaction between two parties without a bank – in Jordan's Azraq refugee camp to make cash transfers faster, cheaper and more secure.

**Setting cash targets:** According to the *Independent Grand Bargain Report*, there is strong momentum behind increasing cash programmes, including through the setting of new targets. The United Nations Office for the High Commissioner for Refugees (UNHCR) doubled its cash assistance in 2016 and the United Kingdom committed to doubling cash programming by 2025. WVI set a target of providing 50 per cent of humanitarian assistance as cash by 2020, while IRC will scale up its use of cash from 6 per cent to 25 per cent by 2020. The European Union set a target of 35 per cent by the end of 2017.

The Cash Learning Partnership (CaLP)'s Global Framework for Action summarizes major commitments through initiatives like the Grand Bargain. It serves as "a collective road map for increasing the scale and quality of cash transfer programming," and thus provides a good framework for stakeholders to rally around.[31]
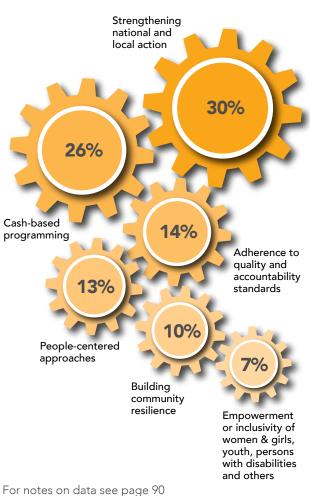
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[31].For details, see: http://www.cashlearning.org/downloads/calp-framework-web.pdf

To support **the first shift within this transformation, putting people at the centre,** stakeholders most commonly reported progress in the areas of:

**Use of the Core Humanitarian Standard:** Seventeen reports indicated that stakeholders are making use of the Core Humanitarian Standard (CHS) as a common reference for their efforts to put affected people at the centre of humanitarian action. Notably, Denmark obligates partners to pursue CHS certification and provides funds for this purpose in humanitarian partnership agreements. Members of the CHS Alliance, including the Catholic Agency for Overseas Development (CAFOD), Cordaid, Johanniter-Unfall-Hilfe, Malteser International, Medair, Plan International, and Trócaire noted varying levels of progress towards a self-assessment, required by the end of 2017, against the CHS' nine commitments to determine responsiveness to the needs of those they assist. Oxfam International and CAFOD integrated the CHS throughout their manuals, tools and guidance, and World Vision International worked with other partners to translate the CHS into local languages to make it accessible to staff and communities.

**Strengthening community engagement:** Stakeholders reported on measures to ensure participation, feedback and complaints, and information-sharing with affected communities, with many reporting measures to build institutional capacity. GOAL Global put in place complaints and response mechanisms in eight new countries and enhanced them in six others, while Habitat for Humanity is developing clearer guidance for its network of affiliated national organizations on how to implement community-based complaint mechanisms. INTERSOS piloted an approach in Jordan to collect vulnerability data and feedback directly from refugees using tablets, bringing attention to less visible concerns and challenges of the affected population and informing programme development and evaluation. Stakeholders also focused on building system-wide capacity. For example, the United Nations Children's Fund (UNICEF) reported establishing the Communications and Community Engagement Initiative (CCEI), which aims to address the need for a more systematic and coordinated approach to communications and community engagement with affected people. The United Nations Office

## 4A BREAKDOWN OF REPORTING BY TOPIC



Strengthening national and local action — 30%

Cash-based programming — 26%

Adherence to quality and accountability standards — 14%

People-centered approaches — 13%

Building community resilience — 10%

Empowerment or inclusivity of women & girls, youth, persons with disabilities and others — 7%

For notes on data see page 90

for the Coordination of Humanitarian Affairs (OCHA) developed checklists and suggested actions for clusters and inter-cluster coordination groups to strengthen accountability and protection through each stage of the humanitarian programme cycle.

To support **the second shift within this transformation, making action as local as possible, as international as necessary,** stakeholders most commonly reported progress in the areas of:

**Identifying opportunities and barriers to local action:** International stakeholders described initiatives to pinpoint and remove barriers that prevent partnering with or funding national and local responders, or that limit local capabilities. CARE International reviewed such barriers within the organization and the humanitarian system

and ways to remove them. Trócaire partnered with an independent institute, Groupe URD, to study its partnerships in different settings and how they can be improved, with an eye towards understanding how local action can increase speed, efficiency and transparency. UNICEF reported that it was working with the Office of the United Nations High Commissioner for Refugees (UNHCR) and the World Food Programme (WFP) to simplify and harmonize business processes to increase engagement with national actors. CAFOD, Islamic Relief, Tearfund, Christian Aid and the START Network researched the impact of international non-governmental organizations' (NGO) recruitment of national NGO staff in emergencies, and used the findings to inform policy and advocacy.[32]

**Building local and national capacity:** Stakeholders reported on a broad range of capacity-building efforts, particularly those focused on national civil society. The NEAR Network rolled out a capacity strengthening programme designed to strengthen the organizational capacities of local and national civil society organizations in Africa, Asia, Middle East and Latin America. In the Grand Bargain's independent progress report, 73 per cent of signatories reported progress on capacity-building of local and national responders, one of the highest results in their recent annual report.[33] Some Charter for Change signatories are also focusing on longer-term support aimed at strengthening partners' human resource systems and processes, financial management and accountability measures, among other issues. E-learning platforms were a common theme: The International Council of Voluntary Agencies (ICVA) reached over 2,000 people with its online Humanitarian Learning Stream, which aims to enable local NGOs to better understand humanitarian finance and to develop their ability to access it. The Humanitarian Leadership Academy's online learning platform, which was launched at the Summit, attracted 6360 new learners from 162 new countries, and delivered 1775 courses in English, Arabic, French and Spanish.

## Charter for Change

The Charter for Change was established in response to the call during the pre-Summit consultations for international organizations to change their own way of working so that southern-based national actors can play an increased and more prominent role in humanitarian response. Thirty international NGOs have now signed the Charter and 160 national NGOs have endorsed it.

According to the Charter for Change progress report,[34] signatories are beginning to report change in five key areas:

- **Funding:** Sixteen out of 29 signatories reported passing between 4 and 88 per cent of funding directly to national NGOs, with most already meeting the target of 20 per cent.

- **Partnerships:** All signatories reported that their strategies and principles were in line with the Principles of Partnership, or that adaptations were underway.

- **Communications:** Twenty signatories reported already promoting local partners' roles in the media, or updating their communication policies and strategies accordingly.

- **Human Resources:** Four signatories are working with the CHS Alliance and the START Network to promote sector-wide changes in human resources and recruitment practices, others have committed to explore how they to offer fair compensation when hiring local staff in emergencies and to develop ethical guidelines.

- **Advocacy:** Several signatories reported advocating to donors to promote the localization agenda and to make passing money to national actors a funding criteria indicator.

Looking ahead to May 2018, signatories have identified areas to seek further progress including: better measurement (at the individual and collective level) of the impact of these change on operational practices and the wider humanitarian system; increased leadership by national actors to shape humanitarian eco-systems; and further changes to donor funding policies.

For more information on the Charter for Change see: http://charter4change.org

[32] Catholic Agency for Overseas Development, Islamic Relief, Tearfund, Christian Aid, Start Network, *Time to Move On: national perspectives on transforming surge capacity* (2017)
[33] Global Public Policy Institute, *Independent Grand Bargain Report* (2017), p.7
[34] Charter for Change, From Commitments to Action: Progress Report 2016-2017 (2017)

# Achieving the transformation

While initiatives to improve accountability to affected people have been embraced, stakeholders reported significant challenges in turning global pledges or standards into change at field level, with most citing funding constraints, limited access, time pressure, and high turnover of staff as obstacles. A great deal is still required in order to deliver the sea-change called for by the Summit to make humanitarian action more demand-led and empower affected people as the central drivers in building their own resilience.

Meanwhile, "reinforce, do not replace, local and national systems" has become the norm in policy discussions, but debates around how this needs to happen in different contexts and the lack of shared definitions have slowed progress to embed this norm within programmes, financing arrangements, decision-making structures and the international delivery footprint. The efforts underway must continue but not stop at improving working relationships with national and local actors or facilitating their representation or financing through existing international mechanisms. The change called for at the Summit was a shift toward more nationally and locally led and coordinated responses, wherever possible, with tailored international support based on a clear assessment of complementarity.

Delivering on this transformation to **engage affected people as the central drivers of humanitarian action** will require stakeholders to:

- **Require people-centred approaches:** Stakeholders should prioritize efforts to put affected people at the centre of humanitarian decision-making at local, national and global levels. Individual stakeholders should ensure that an effective process for participation and feedback is in place and that design and management decisions are responsive to the views of affected people taking into account gender and age. Donors should use policy and funding to incentivize and enable genuine community engagement and demand-driven humanitarian action.

> ...Learn from local existing practices which are working well to ensure effectiveness and accountability.
>
> - Muslim Hands, self-report 4A

- **Adopt, operationalize and utilize tools and mechanisms to improve accountability to people affected by crises:** This practice will assist humanitarian actors to determine their responsiveness to the needs of people, as well as progress towards a response that is sensitive to and inclusive of national and local capacities. Tools such as the CHS verification framework should be more widely used.

- **Bring flexible and choice-based cash-based programming to scale:** Stakeholders should use cash-based programming to provide affected people with flexibility and choice wherever possible and mainstream cash feasibility studies into preparedness efforts. Where there are still barriers to cash-based approaches, stakeholders should work with public and private institutions to innovate solutions for delivering cash-based assistance; and, expand local capacities to manage cash-based programmes. All stakeholders should work to achieve pledges made at the Summit and outlined in the Cash Learning Partnership's Global Framework for Action.

Delivering on this transformation to **reinforce, not replace, local and national systems** will require stakeholders to:

- **Agree on a shared vision and set targets:** International, national and local actors must keep working towards a shared vision for structural or system change toward more nationally and locally-led and coordinated responses appropriate to their contexts and based on complementarity. This effort should be underpinned by a roadmap or framework of concrete, coherent actions that connect Transformations 4A and 5A, the Charter for Change, work stream 2 of the Grand Bargain, and the work of other national initiatives and mechanisms that can be used to assess progress.

- **Focus capacity-building efforts and sustain them over multiple years:** International and national actors should develop a shared understanding of the capacity-building efforts needed on both sides to strengthen national and local leadership and institutions, and work to achieve these through multi-year plans and investments.

- **Include national and local partners in the country-level roll out of the New Way of Working:** Efforts to define collective outcomes and comparative advantage should identify, support, and complement the capacities of national and local actors. The type of programmes, funding arrangements, and delivery footprint should reflect this process.

- **Facilitate participation of national and local actors in decision-making processes:** International organizations should facilitate and create an enabling environment for national and local actors' participation in humanitarian decision making and coordination structures, where possible and in context-specific ways.



In Dahuk, Iraq, local aid workers offload bags of lentils, provided to those who have fled their homes due to conflict.

OCHA/ Gwen McClure

# 4B  Anticipate crises

The Agenda for Humanity called for national and local authorities and international organizations to take action to ensure that:

Crises are averted because national actors, with support from the international community, have anticipated and acted swiftly to mitigate risks before a crisis occurs, based on increased investment in and sharing of data and risk analysis.

Such a transformation will depend on significantly increased investment in data collection and risk analysis, as well as the capacity to act early on this information and analysis.

## Progress so far

Complementing the Sendai Framework for Disaster Risk Reduction and the 2030 Agenda for Sustainable Development, over 100 stakeholders made more than 350 commitments at the Summit to improve anticipation of crises. This area tied for the highest number of reports from Member States,[35] who made up about 40 per cent of the over 70 stakeholders reporting that governments are reducing the impacts of natural hazards, improving readiness to respond when risks cannot be sufficiently reduced, and strengthening understanding of all aspects of crisis risk management. Investment in private sector partnerships for preparedness and building resilient communities are also growing. Stakeholders most commonly reported progress in the following areas:

**Improving disaster risk data collection and analysis:** Data and analysis are the starting point for moving from a supply-driven approach to one informed by the greatest risks and the needs of the most vulnerable. A number of stakeholders reported on efforts to improve data collection and capacity to assess disaster risk and track disaster losses. The European Union, in partnership with

[35] 29 Member States reported progress against transformations 4B and 3D.

the United Nations Office for Disaster Risk Reduction (UNISDR), supported capacity-building on disaster loss databases in 12 African countries. Switzerland supported national governments to introduce reporting mechanisms on climate and loss-related expenditures and to collect high-quality data to support decision-making. The Organization for Economic Cooperation and Development (OECD) worked with Development Assistance Committee (DAC) members and partners to incorporate resilience systems analyses within their programme cycle and management processes, and further with the regional United Nations Development Group in West and Central Africa to develop a common approach to risk analysis and priorisation to support integration of risk and resilience within United Nations Development Assistance Framework (UNDAF) planning processes.

**Use of risk analysis to inform decision-making:** A number of stakeholders reported on efforts to ensure that risk analysis informs early decision-making. The United Kingdom funds and uses the global Index for Risk Management (InfoRM) to support early warning and resource allocation processes. Other stakeholders, such as Luxembourg, Germany and France, partner with and fund the International Climate Risk and Early Warning Systems (CREWS) initiative to support the Sendai Framework target of increasing access to multi-hazard early warning systems. CHS Alliance reported continued engagement with the START Network's online ALERT platform, which uses the CHS as the basis to define preparedness at country-level, identify gaps and improve timeliness of response. Developed with governments and multilateral agencies, InfoRM, CREWS and ALERT produce an open, shared analysis of risk that can be used by many organizations.

**Investment in disaster risk reduction measures:** Strengthening local and national response capacities in risk-prone countries outside of crises is critical to reducing humanitarian needs and vulnerability. Stakeholders reported on measures to reduce exposure to hazards, lessen their effects on people and property, and improve readiness. Turkey put in place earthquake building regulations and Azerbaijan launched a cell phone-based warning system, while Bulgaria and Mongolia put in place new emergency management structures. Geomatics Engineering Society

## Words into Action – Implementation guides for the Sendai Framework

Many stakeholders made commitments at the World Humanitarian Summit to further their efforts to implement the Sendai Framework for Disaster Risk Reduction. The "Words into Action" guides of the Sendai Framework on Priority 4 will provide practical steps for emergency managers, government officials and other domestic actors to transform Sendai commitments into actions to strengthen risk informed disaster preparedness. Detailed guidance and examples will help countries conduct simulations; build back better in recovery, rehabilitation and reconstruction; and address man-made technological hazards. These guides are available on www.preventionweb.net/drr-framework/sendai-framework/wordsintoaction/

## Global Preparedness Partnership

The Global Preparedness Partnership (GPP) works to elevate 15 countries to a level of preparedness at which most disaster events can be managed locally and with reduced need for international assistance by 2020. The GPP includes the Vulnerable Twenty Group (V20), made up of a group of finance ministers of 48 countries highly vulnerable to climate change, United Nations entities, and the World Bank. Since its launch in 2016, the GPP has agreed at the ministerial level on a common operational manual and raised funds to start diagnostic work in 10 countries. Under the leadership of national governments and based on their priorities, the GPP partners will jointly plan and identify actions and investments to strengthen national and sub-national preparedness. In 2017, GPP launched its first round of country applications to strengthen preparedness capacities and received submissions from 25 countries.

For more information see: www.agendaforhumanity.org/GPP

carried out community awareness programmes and earthquake preventive measures in Nepal. The Buenos Aires City Legislature proposed a new bill to create a comprehensive disaster risk management system for the city. Panama is building a Regional Logistics Centre for Humanitarian Assistance, which will combine several current humanitarian logistics centres operating out of Panama, enabling rapid and coordinated deployments of pre-positioned relief items in response to regional emergencies.

**Increased investment in private sector partnerships:** Stakeholders identified private sector partnerships as a priority, with several highlighting the Connecting Business Initiative's (see text box) support for the private sector to engage with national governments and humanitarian actors in disaster preparedness and response. Longstanding private sector partners like UPS Foundation and Deutsche Post DHL Group reported continued preparedness and emergency response support through programmes like ReliefLink and the Get Airports Ready for Disaster respectively. The UPS Foundation also implemented a project in Turkey that engages businesses, emergency management agencies and non-profit organizations to plan for catastrophic risks and improve business readiness capabilities to withstand disruption during and after a crisis.

## Connecting Business Initiative

The Connecting Business Initiative (CBi) is a new multi-stakeholder initiative to help the private sector coordinate with humanitarian actors on disaster risk reduction, emergency preparedness, response and recovery. As of early January 2017, CBi supports 10 country or regional business networks around the world to engage more efficiently in humanitarian action, with plans to expand to 40 countries by 2020. For example, in March 2017 CBi Member Network in Madagascar responded to Cyclone Enawo by organizing an information campaign before the cyclone hit, providing cash transfers to affected families, helping to build back 20 schools and providing relief items to 8,000 families. With its new online platform, CBi connects private sector networks to each other, as well as with governments and humanitarian coordination mechanisms at national and international level.

For more information see: www.connectingbusiness.org



The western tip of Haiti and suffered the full force of the category 4 storm, leaving tens of thousands stranded.

UN/MINUSTAH/ Logan Abassi

# Achieving the transformation

Government leadership, multilateral initiatives and private sector partnerships are helping to reduce risk and improve readiness. However, donors, multi-lateral organizations and civil society organizations all reported significant challenges to ensuring a transformational shift from responding to anticipating crises. These included increased demand on funding for rapid response, continuing lack of awareness on the advantage of timely investment in disaster risk management, and insufficient human and financial resources to strengthen common-risk informed programming. Stakeholders also noted the 'mainstreaming of disaster risk reduction' had reduced funding for specific projects and had made it difficult to retain risk-reduction expertise. To overcome these and deliver on this transformation will require stakeholders to:

> "Proactively understanding and reducing disaster risks is our investment for tomorrow!"
>
> -Japan CSO Coalition for Disaster Risk Reduction, self-report 4B

- **Build the evidence-base for risk-informed programming:** Risk-informed programming must move beyond a buzzword to become the standard practice of all humanitarian and development actors. Efforts should also continue to establish and strengthen national disaster loss databases to provide data on disaster risks and losses that can inform sustainable development, climate change and humanitarian policies, strategies and their coherent financing.

- **Move towards common risk-based analysis and planning:** Strengthened collection, exchange, analysis and use of disaggregated data must be accompanied by better knowledge management systems and improved efforts to ensure inter-operable data that can facilitate common risk-based analysis and planning across humanitarian and development work.

- **Ensure analysis is conflict-sensitive:** Most reporting focused on strengthening anticipation of natural hazards. Analysis, financing and early action must incorporate risks of violent conflict and its compounding effects alongside other types of hazards, to ensure better anticipation of crises and their potential impact.

- **Ensure early warning information leads to timely and effective action:** To save lives and reduce property damage, information from early warning systems needs to be accurate and presented in a manner that promotes early action by decision-makers, such as when certain thresholds are met. As part of this effort, decision-makers should act on early information putting in place measures, such as social protection and safety net mechanisms, rather than waiting for confirmation which can often come too late.

- **Incorporate gender in anticipation:** Countries should fully operationalize and achieve the gender commitments under the Sendai Framework to ensure women are involved in the development of disaster risk reduction strategies and decision-making processes. The Gender Inequality of Risk programme of UN Women, the United Nations Office for Disaster Risk Reduction (UNISDR) and the International Federation of the Red Cross / Red Crescent Societies (IFRC) is a new tool to assist stakeholders to open channels for women's leadership and participation.

- **Ensure complementarity between multi-stakeholder partnerships and platforms:** Stronger data collection for anticipating crisis has led to an increase in multi-stakeholder partnerships and coordination platforms. It will be important to improve coherence across initiatives to maximise synergies and share best practices.

## Preventing El Niño Southern Oscillation Episodes from Becoming Disasters

The 2015/16 El Niño episode affected over 60 million people, causing 23 countries to appeal for USD5 billion in international humanitarian assistance. Although El Niño/La Niña episodes are regular and predictable, the international response is often "too little, too late." In 2016, a concerted effort began to act early to prevent such episodes from becoming disasters.

In December 2016, United Nations Special Envoys on El Niño and Climate, Mary Robinson and Macharia Kamau, presented a Blueprint for Action. The Blueprint lays out steps to turn early warnings into early actions, manage risks, and pursue climate-proof development for El Niño/La Niña and similar hazards. The document also outlines the partnerships needed to achieve and sustain results, including critical ones with local government and civil society. Eight "early mover" countries have expressed interest in the approach: Ethiopia, Honduras, Mozambique, Palau, Papua New Guinea, the Philippines, Timor-Leste and Viet Nam.

The Inter-Agency Standing Committee (IASC) Principals also started to develop inter-agency standard operating procedures (SOPs) for humanitarian and development actors at the global, regional and national levels to translate early warning of El Niño/La Niña episodes into early action. The SOPs outline what actions need to be taken, by whom and by when, once there are warning signs. The SOPs were piloted in early 2017 when 19 countries were identified as being at high risk of an El Niño episode. Early action and preparedness efforts began months sooner than in previous years. The SOPs are expected to be endorsed by the end of 2017.

# 4C  Transcend the humanitarian-development divide

The Agenda for Humanity called for humanitarian and development actors to carry out action to ensure that:

Fewer people need long-term or recurrent humanitarian assistance because humanitarian and development actors have aligned their work towards collective outcomes that reduce risk and vulnerability, over multiple years and based on comparative advantage.

The two communities must move beyond their traditional silos to work across mandates, sectors and institutional boundaries, and with a greater diversity of partners. This transformation is essential to end need and reduce risk and vulnerability through support of national and local capacities.

## Progress so far

The Agenda for Humanity's call to transcend the humanitarian-development divide received more than 350 commitments at the Summit. Of the 32 core commitments presented at the Summit's High-level Leaders' Roundtables, the commitment calling for a new way of working that meets people's immediate needs, while at the same time reducing risk and vulnerability over multiple years through the achievement of collective outcomes received the highest number of alignments from stakeholders. Transformation 4C also received the highest number of self-reports, with 74 stakeholders reporting on their efforts to transcend the humanitarian-development divide, in particular through the New Way of Working (NWOW). The reporting, as well as strong political leadership and efforts at the country-level, shows a tremendous acceleration of progress as a result of increased dialogue and policy development

as well as operational progress in planning over longer time frames and in combining short- and long-term approaches to simultaneously address and reduce need, risk and vulnerability. Most importantly, country level implementation of the NWOW is generating valuable lessons for scale-up and future guidance.

**Leadership and practical dialogue:** Since the Summit, many leaders of Member States, international organizations and institutions have heeded the call to transcend the humanitarian-development divide in practice, beginning with the agreement by the Inter-Agency Standing Committee (IASC) Principals in June 2016 to advance the NWOW in several protracted crises. UN Secretary-General Guterres has made the humanitarian-development nexus a key pillar of reform efforts and established a time-bound inter-agency steering committee to bring the NWOW approach to the four countries facing or at risk of famine in 2017, Yemen, South Sudan, Somalia, and northern Nigeria.[36] The World Bank also launched the Humanitarian-Development-Peace Initiative, which works with the UN to support programmatic collaboration across pillars, with a focus on fragile settings.[37] Dialogue on how to operationalize the NWOW has also intensified, initiated by

Member States, UN entities, NGOs, donors, and research institutions.

**Operationalizing the New Way of Working:** Operationalization has moved ahead most quickly where high-level policy support has been met with interest at the country level. In addition to support for the NWOW in the four countries facing or at risk of famine, UN leadership in several other countries, including Sudan, Burkina Faso, Pakistan and the Central African Republic, moved forward on the articulation of collective outcomes.[38] The United Nations Development Programme (UNDP) self-reported on the new Common Country Assessment (CCA)/UN Development Assistance Framework (UNDAF) Guidelines, which take the NWOW into account to promote resilience and risks-driven programming. Implementation has begun in Burkina Faso, Ethiopia, Lebanon, Mauritania, Somalia, Sudan, Uganda and Yemen.

[36] Press conference by UN Secretary-General António Guterres, 22 September 2017.
[37] World Bank, http://www.worldbank.org/en/topic/fragilityconflictviolence/brief/the-humanitarian-development-peace-initiative
[38] WHS High-Level Anniversary event: Advancing the New Way of Working, 1-19 May, 2017 Istanbul, Turkey (https://www.agendaforhumanity.org/sites/default/files/resources/2017/Jul/20170712%20WHS%20Anniversary%20Event%20New%20Way%20of%20Working%20report.pdf)



Akbar and his son fish on Lake Chad to support their family. Akbar lost his fishing nets when he was displaced by Boko Haram, and now has to rent a net. "There is not enough here. I hope to be able to pay off my debts during the good months for fishing. I need my own net again to make a living."

OCHA/Ivo Brandau

## The New Way of Working

The New Way of Working emerged from the UN Secretary-General's call for moving from delivering aid to ending need. At the World Humanitarian Summit, eight UN Principals signed, and the World Bank and IOM endorsed, a Commitment to Action, with almost 120 entities aligning to the core commitment on advancing the New Way of Working. The approach seeks to achieve collective outcomes, over a multi-year timeframe of three to five years, based on the comparative advantages of Member States and organizations spanning the humanitarian and development spheres, including UN entities, NGOs, and International Financing Institutions.

Since the Summit, global and regional events have supported the NWOW's implementation and produced analysis and practical recommendations for operationalizing the approach. Country-based progress has provided critical feedback on adapting the NWOW to a variety of contexts. For example, in Burkina Faso humanitarian analysis is now a key component of the Common Country Analysis underpinning the United Nations Development Assistance Framework (UNDAF), while an ad hoc group that spans the humanitarian and development nexus has defined strategic programmatic priorities as a first step towards identifying collective outcomes. In Mauritania, humanitarian and development actors have come together to undertake a resilience systems analysis which will inform a shared understanding of needs and risks, as the basis for planning and programming in a more integrated fashion. In Sudan, the humanitarian response plan and UNDAF were designed simultaneously, encouraging connections among the planning frameworks from the beginning and creating a conducive base to define collective outcomes.

## 4C TIMELINE OF KEY EVENTS ON THE NEW WAY OF WORKING

**MAY 2016**

Commitment to Action to implement the NWOW adopted at the World Humanitarian Summit

**JANUARY 2017**

West and Central Africa Regional Policy Dialogue, Dakar, Senegal

**MARCH 2017**

High-Level Workshop on the New Way of Working – Advancing Implementation, Cophenagen, Denmark

**MAY 2017**

Advancing the New Way of Working, WHS anniversary high-level event, Istanbul, Turkey

**JUNE 2017**

UN Secretary-General makes NWOW a key component to the achievement of the SDGs and as part of UN Development System reform

**Organizational reform:** A number of donors and international organizations reported on efforts to address institutional and structural divides. France created a Post-conflict and Stabilization Unit within the Ministry of Foreign Affairs and a Crisis and Post-Conflict Unit within the French Development Agency, formalizing coordination through regular meetings and joint analysis between the two. Canada's humanitarian and development teams work closely together to ensure complementarity in planning assistance to the Syria and Iraq crises. Outside of the reporting period, in June 2017 the UN Secretary-General announced that he will establish a Joint Steering Committee of Principals chaired by the Deputy Secretary-General and co-led by OCHA and UNDP to advance humanitarian and development cooperation which will look at how to rollout the NWOW and its contribution to the 2030 Agenda for Sustainable Development.

**Multi-year and new programmatic approaches:** Many stakeholders reported on efforts to shift to a longer time horizon for protracted crises, through multi-year programming and approaches that bring short-term and long-term support together to improve people's resilience. Ireland's country strategy for Uganda (2016-2020) links development and humanitarian approaches to support vulnerable households to prepare for, withstand and recover from shocks and stresses. Denmark has entered into multi-year planning frameworks with humanitarian partners, and also drafted a single partnership agreement covering both humanitarian and development funding with the United Nations Population Fund (UNFPA) and UNICEF to enable more complementary planning. UNHCR is testing multi-year planning approaches in six countries, which they expect to roll out to another 15 country operations in 2017.

## Achieving the transformation

Important progress is taking place operationally and institutionally to understand and deliver on collective outcomes. The greatest challenge is to realize the ambition of the NWOW to deliver measurable and improved results for people facing protracted and recurrent crises. In addition, greater collaboration beyond the UN system is needed, in particular with local and national actors and the private sector. To achieve the desired impact of the NWOW, stakeholders should:

- **Expand joint assessment and analysis:** Joint analysis must move beyond aggregation of the views of different actors, and instead build a shared humanitarian-development problem statement that identifies the greatest sources of risk and vulnerability as the basis for formulating collective outcomes.

- **Incentivize and finance collective outcomes:** Incentives for joined up programming and the pursuit of collective results must emerge from strong institutional leadership and multilateral, bilateral, and private financing. At the same time, donor financing must be aligned with the achievement of collective outcomes if the NWOW is to succeed.

> "Transcending the humanitarian-development divide to achieve collective outcomes ... will require new approaches, fresh thinking, courage and trust."
>
> - Germany, self-report 4C

- **Support country-level innovation and risk-taking:** Inventive and committed actors at the country level who are addressing operational and institutional impediments must be backed by senior leadership and supported through exchanges and peer networks in order to sustain progress, share good practices and identify bottlenecks.

# Initiatives driving humanitarian innovation

## Centre for Humanitarian Data

The Centre for Humanitarian Data, managed by OCHA aims to increase the use and impact of data in the humanitarian sector. The Centre was established in the Hague, the Netherlands in August 2017. It has four focus areas: 1) data services; 2) data literacy; 3) data policy; and 4) network engagement.

For more information see http://centre.humdata.org

## Global Alliance for Humanitarian Innovation

The Global Alliance for Humanitarian Innovation (GAHI) has a single task: to help bring innovations to scale in the humanitarian system. It works by 1) convening the humanitarian community around specific outcomes; 2) securing political signals that create space for experimentation; and 3) facilitating the collection of evidence that enables change and impact at scale. It also seeks to develop collective frameworks for ethical innovation. In 2016, GAHI supported the Global Prioritization Exercise and its own stakeholder scoping to determine priorities; and is working to recruit its first Director in 2017. GAHI is seed-funded by Australia, the United Kingdom, Denmark and the Netherlands.

For more information see www.thegahi.org

## Global Alliance for Urban Crises

The Global Alliance for Urban Crises was created due to the trend of rapid urbanization and the need for the humanitarian system to respond accordingly. Since the Summit, its membership has grown to over 65 humanitarian and development agencies, academic bodies, networks of municipal authorities and professional institutes representing architects, engineers and planners. Working groups were established in March 2017, bringing together key actors around initiatives, working together to adapt humanitarian response to an urban world. Among other achievements, collaboration through the broader membership helped to influence the Habitat III process and the New Urban Agenda to recognize the dimension of humanitarian response in urban areas.

For more information see www.urbancrises.org

Jamara, the Gambia: Danfa checks his crops. "The millet may be okay, but will need more time and rain to mature. To improve our harvest, we need better farming tools. That is the most important assistance."

OCHA/Ivo Brandau