

RESTORING HUMANITY GLOBAL VOICES CALLING FOR ACTION

Synthesis of the
Consultation Process for the
World Humanitarian Summit



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FOREWORD

Humanitarian action has never reached so many people in so many places. Around the world, humanitarian actors are doing extraordinary work to save lives and protect people in the time of their greatest need.

However, the humanitarian system is under strain. The generous funding provided by donors cannot keep pace with growing needs. Many of the crises lack political solutions. Protracted conflict, insecurity and displacement are the new normal. In addition, global trends such as climate change, urbanization, economic inequality, food insecurity and resource scarcity are increasing people's vulnerability. As the scale and cost of meeting humanitarian needs is increasingly overwhelming our capacity to respond, we need to take decisive, collective action now.

In calling for the World Humanitarian Summit, the Secretary-General asked that the search for solutions be based on and informed by the experience of all relevant stakeholders, including people affected by crisis and those serving their needs. Over the past two years, a worldwide consultation process took place to gather the views of affected people, governments, civil society, humanitarian organizations, the private sector and other partners. The results are now presented in this Synthesis Report.

The Synthesis Report captures the thousands of conversations and submissions, providing a "ground truthing" to the emerging recommendations. The emerging action areas and proposals will be discussed at the Global Consultation this October in Geneva, which will be a pivotal moment for stakeholders to rally around the major changes that are needed to ensure that the Summit delivers solutions for the millions of people affected by crises and disasters.

This process would not have been possible without the dedication of many governments, organizations and individuals, including the hosts of regional and stakeholder consultations and the members of the Regional Steering Groups. My sincere appreciation for all their commitment and engagement. I thank and praise Dr. Jemilah Mahmood and her team for shepherding this complex, yet comprehensive and rewarding process. I commend the Government of Turkey for its leadership in hosting the World Humanitarian Summit. I salute the Government of Switzerland for generously hosting the Global Consultation. I thank the Government of Germany for hosting two Thematic Meetings. In addition to the many others who are acknowledged within the report, I would also like to thank my predecessor Valerie Amos for her leadership in ensuring the journey to the World Humanitarian Summit has a solid foundation and vision.

As we celebrate the 70th anniversary of the United Nations, I am reminded of our collective commitment, enshrined in its Charter, to save future generations from the scourge of war, to reaffirm the dignity of the human person, and to cooperate to address humanitarian challenges. The Summit is a once-in-a-generation opportunity to re-inspire and reignite our common humanity; and to enact an agenda for progress to save lives, prevent and alleviate suffering, protect our fellow women and men, and enable human dignity for all people who are affected by natural disasters and conflicts.

Stephen O'Brien

**United Nations Under-Secretary-General
for Humanitarian Affairs
and Emergency Relief Coordinator**

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First and foremost, we would like to thank all people who have participated in the stakeholder and regional consultations and provided their valuable input to make this process a success, most notably the individuals and communities affected by humanitarian crises. Our profound gratitude and appreciation goes to Turkey as the host of the World Humanitarian Summit itself, and to the host countries of the Regional Consultations, the Thematic Meetings and the Global Consultation. We greatly appreciate the contribution of all the donors to the WHS secretariat and the overall consultation process. We would also like to thank the OCHA regional offices and the members of the Regional Steering Groups for their tremendous support in organizing the Regional Consultations.

We greatly appreciate the contributions of the many governments and local, national and international organizations and individuals who contributed through consultation meetings, conferences and online events in all corners of the globe. We also appreciate the numerous submissions that we received from organizations and individuals, which are all available on the WHS website. While it is not possible to mention all contributors, we hope that through this report, their voices have been heard.

We gratefully acknowledge the critical substantive contribution of Linklaters' International Governance and Development Practices to the preparation of the Synthesis Report, including the analysis of the report's underlying evidence base. We are also in deep gratitude to all members of the Thematic Teams and Advisory Groups who dedicated their time and expertise to develop proposals for a future humanitarian agenda.

In particular, we would like to thank the following contributors.

Hosts and co-chairs of regional consultations

The following countries and organizations hosted the regional consultations and co-chaired the Regional Steering Groups (in chronological order): **West and Central Africa:** the Democratic Republic of Congo, Côte d'Ivoire, the Economic Community of Central African States, and the Economic Community of West African States; **North and South-East Asia:** Indonesia and Japan; **Eastern and Southern Africa:** South Africa, the Intergovernmental Authority on Development, and the Southern African Development Community; **Europe and Others:** Finland, Hungary, and the European Commission Directorate-General for Humanitarian Aid and Civil Protection; **Middle East and North Africa:** Jordan, the League of Arab States, and the Organisation of Islamic Cooperation; **Latin America and the Caribbean:** Guatemala; **the Pacific:** Australia and New Zealand; and **South and Central Asia:** Tajikistan and the Aga Khan Development Network.

Hosts of specific thematic consultations

The Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) organized the Global Forum for Improving Humanitarian Action, a critical meeting in the consultative process, co-hosted by the United States, the League of Arab States, and the Organisation of Islamic Cooperation.

The German Federal Foreign Office, Government of Switzerland and the International Institute for Management Development hosted the three meetings of the WHS Thematic Teams.

Reach Out to Asia and the Major Group on Children and Youth organized the Global Youth Consultation, hosted by Qatar.

Singapore organized the Global Civil-Military Forum.

United Cities and Local Governments, the United States Agency for International Development, UN Habitat, the International Rescue Committee, and Global Communities hosted and organized the Global Urban Consultation.

The Humanitarian Innovation Project organized the 2015 Humanitarian Innovation Conference, hosted at Keble College, Oxford.

The Oxford Centre for Islamic Studies hosted the WHS Roundtable on Islamic Social Finance in Oxford, United Kingdom, sponsored by Maybank Islamic in knowledge partnership with Fajr Capital.

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OCHA's Private Sector Section organized 19 private sector consultations globally.

Donors

The following countries provided funding to the World Humanitarian Summit process: Argentina, Australia, Canada, Denmark, Finland, Germany, Republic of Korea, Luxembourg, Malaysia, Mexico, the Netherlands, New Zealand, Norway, Russia, Spain, Sweden, Switzerland, Turkey, the United Kingdom, and the United States.

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Hosts of thematic dialogues

The following Member States and organizations hosted thematic dialogues in Geneva: Denmark, Ethiopia, the European Union, Germany, the International Council of Voluntary Agencies (ICVA), Japan, Luxembourg, Mexico, the Netherlands, the Philippines, Switzerland, the United Kingdom, and Zimbabwe.

Special contributors

The Overseas Development Institute (ODI), in particular Katie Peters, prepared trends analyses for the regional consultations, and provided input for this report's introduction.

The Humanitarian Forum facilitated 39 preparatory consultation meetings with nearly 2,000 participants.

Save the Children and United Nations Children's Fund (UNICEF) organized consultations with children affected by conflict and protracted crises in East Africa.

The British Red Cross together with the Humanitarian Policy Group/ODI held a roundtable discussion on collective crisis management with the UK humanitarian policy community.

The joint Environment Unit of the United Nations Environment Programme and OCHA organized the Environmental Emergencies Forum to think collectively of managing risk. Deloitte's Social Impact Practice team prepared studies on Promoting Humanitarian Innovation Exchanges and The Humanitarian R&D Imperative.

Islamic Development Bank spearheaded the Islamic Social Finance Report 2015.

Professionals in Humanitarian Assistance and Protection organized a series of regional and global online consultations.

The United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), UNICEF, UN Women and World Food Programme (WFP), as well as other UN Agencies, provided extensive programme and research support to the WHS process.

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Addressing urban crises: Ann Lee, Filiep Decorte, Lucy Earle, and the Urban Expert Group of 40 experts and practitioners. List of names available from https://www.worldhumanitariansummit.org/whs_urban.

Making humanitarian action work for women and girls: Blerta Aliko, Elizabeth Cafferty, Kathleen Hunt, Lori Heninger, Mavic Cabrera Balleza, Njoki Rahab, Ugochi Daniels, and the numerous other gender advisors and gender champions who supported the consultation process.

EXECUTIVE SUMMARY

The worldwide consultations leading up to the first-ever World Humanitarian Summit has generated a demand for a vision of a world whose fundamental humanity is restored, a world where no one confronted by crisis dies who can be saved, goes hungry, or is victimized by conflict because there is not enough political will or resources to help them. Consultations with over 23,000 people repeatedly called to put people affected by crises at the heart of humanitarian action.

Human suffering from the impacts of armed conflicts and disasters has reached staggering levels. Nearly 60 million people, half of them children, have been forced from their homes due to conflict and violence. The human and economic cost of disasters caused by natural hazards is also escalating. In the last two decades, 218 million people each year were affected by disasters; at an annual cost to the global economy that now exceeds \$300 billion.

Even as global leaders pledge to “leave no one behind”, the needs and dignity of millions of people in crises are being neglected. Millions suffer from the devastation wrought by frequent disasters that recur before they can fully recover their livelihoods. Political paralysis leaves the root causes of armed conflicts and vulnerability to disasters unaddressed, while also hindering access to those in need.

The humanitarian system has never reached more people in so many places, but with its current resources and structure, it is no longer able to address the scale and complexity of present, let alone future needs. Each year, an ever larger proportion of life-saving humanitarian needs remains unmet, despite greater funding contributions. The strengths and skills of the growing diversity of humanitarian partners, particularly from the Global South, are not sufficiently harnessed; nor are the transformative powers of science and technology.

Decisive, collective action is needed to uphold our shared responsibility to save lives and enable people to live lives of dignity.

For all of these reasons, United Nations Secretary-General Ban Ki-moon has called for the first-ever World Humanitarian Summit, which will take place in Istanbul, Turkey, on 23-24 May 2016. A uniquely inclusive process, the Summit will be a critical moment to set a new vision on how to meet the needs of the millions of people affected by conflicts and disasters.

The Summit will take place within an unprecedented global drive for change. It is situated within the push for the renewal of global frameworks for disaster risk reduction (Sendai, March 2015), sustainable development (New York, September 2015), climate change (Paris, December 2015), and urban development (Quito, October 2016). It will also benefit from the reviews of the UN peacebuilding architecture (June 2015), UN peace operations (also June 2015), and the Women, Peace and Security agenda (October 2015); the High-Level Panels on Humanitarian Financing (November 2015) and the Global Response to Health Crises (December 2015); and the 32nd International Conference of the Red Cross and Red Crescent (Geneva, December 2015). Finding new ways to address humanitarian needs and to comprehensively manage risk will be a critical part of this global agenda.

At the heart of these concurrent processes is an effort to redefine how the global community delivers for the world’s most vulnerable people, even as rapid chang-

es are putting more people at risk. Global trends such as climate change, urbanization, economic growth and inequality, food insecurity and resource scarcity have impacts that extend far beyond national boundaries in our interconnected world. A window of opportunity is now open to transform the collective approach to managing and mitigating new risks, and to work together to support the poorest and most vulnerable people, enabling them to live dignified lives.

This is a collective endeavour. We cannot achieve development or disaster risk reduction goals without reaching the millions caught up in humanitarian crises. Increasingly, no country or organization can respond to these challenges alone. A change in how we prepare and respond to crises is needed to leverage the strengths and abilities of affected people and communities affected by crises, and those of a broader and more diverse group of actors.

The World Humanitarian Summit will be a defining moment in which to reinforce our collective responsibility to save lives, prevent and alleviate suffering and uphold human dignity in crises. Heads of State and Government, and stakeholders from multi-lateral and other humanitarian organizations, the private sector, academia, and affected communities will come together to announce support of a future agenda for action, forge new partnerships, and find practical solutions to pressing humanitarian challenges of today and tomorrow, in order to build a safer and more humane world for all.

Between May 2014 and July 2015, eight regional consultations involving more than 23,000 people, as well as major thematic and stakeholder consultations and online dialogues took place, backed by over 400 written submissions. They consistently called for change in how we prepare and respond to crises, in how we work together and ultimately in how we deliver with and for the millions of people whose lives are caught up in crisis, now almost always for a protracted period measured in years and not months.

This inclusive consultation process resulted in five major areas for action, each presenting an ambition for the future of humanitarian action. From this foundation, stakeholders can build the commitments, partnerships and transformative actions required to deliver change at the World Humanitarian Summit.

DIGNITY

Empower people to cope and recover with dignity through humanitarian action that puts people at its heart, delivers equally for women and girls, reaches everyone, invests in youth and children, and protects and enables people as the primary agents of their own response.

- ✓ People affected by crises should be at the heart of humanitarian action. Affected communities, their organizations and their communities should be recognized as the primary agents of their preparedness, response and recovery. First responders should be better supported, and all humanitarian actors, both national and international, should complement local coping and protection strategies wherever possible.
- ✓ People affected by crises should be enabled to exercise greater voice and choice in humanitarian action, including through better two-way communication and feedback mechanisms, the increased use of cash-based assistance, where feasible, and concrete measures to increase accountability to affected people.

- ✓ Humanitarian actors should deliver equally for women and girls, by addressing the specific needs of women and girls of different ages and backgrounds, and empowering women to be equal partners. Funding and programming should enable women and girls to realize their right to services and protection, including from gender-based violence, and to be leaders in crisis response and recovery.
- ✓ Humanitarian action should guarantee protection and education for children, provide employment and livelihoods opportunities for young women and men, and recognize youth as partners in humanitarian preparedness and response. No one should miss a month of schooling due to conflict or disaster. Young people should be empowered through national and global networks to rally around humanitarian action to help those in dire need.
- ✓ All those involved in humanitarian work should correct the neglect of older people, persons with disabilities and other marginalized groups; ensure their specific needs are met; and enable them to participate in decision-making.

SAFETY

Keep people safe from harm by putting protection at the centre of humanitarian action, increasing political action to prevent and end conflict, preventing and putting an end to violations of international humanitarian law, and ensuring humanitarian action is not instrumentalized.

- ✓ Protecting people's safety and dignity is a primary aim of humanitarian action. All humanitarian decisions should take into account what affected people already do to protect themselves, what the biggest threats to them are, and how each actor can contribute to their safety.
- ✓ In armed conflicts, humanitarian action should not be a substitute for reaching political solutions. Member States and the international community should step up political action to end conflict through prevention, early warning and diplomacy, building capacities for peace, and tackling the root causes of conflict.
- ✓ Parties to conflicts have the obligation to respect and ensure respect for international humanitarian law (IHL), limiting the impact of conflicts on affected people through preventive action and accountability for violations. The World Humanitarian Summit is an opportunity to promote universal adherence to and implementation of IHL, and for States to recommit to respecting and ensuring respect for IHL through concrete actions.
- ✓ To ensure victims in conflict have access to protection and assistance, there should be respect for principled operational policies and practices; strengthened partnerships between local and international actors; enhanced training and duty of care of staff; and effective dialogue with the parties to a conflict. There should also be sufficient security, qualified staff and resources to allow close proximity to affected people. In protracted conflicts, humanitarian actors should address affected people's immediate and longer-term needs by adopting longer-term strategies and working appropriately with development and peacebuilding partners.
- ✓ There should be greater accountability of humanitarian leaders for prioritizing and delivering on protection outcomes. Mechanisms for monitoring violations need to be put into place and linked more consistently to early action and advocacy. Protection concerns need to be systematically integrated in all assessments by all humanitarian actors, from the onset of a crisis and not as an after-thought.

- ✓ Improving the safety and security of aid workers is a priority concern. It requires building trust with armed groups, traditional leaders, government, and other local stakeholders; effective communication strategies on humanitarian action and safety and security of aid workers under international law; adherence to humanitarian principles; security management systems commensurate with the local level of threat; and ensuring staff are adequately trained in security management.

RESILIENCE

Build hope and solutions for people in new or prolonged crises through collective action by humanitarian, development and other partners to strengthen people's resilience to crises, by investing in preparedness, managing and mitigating risk, reducing vulnerability, finding durable solutions for protracted displacement, and adapting to new threats.

- ✓ A new framework of cooperation is needed among humanitarian, development, climate change and peacebuilding actors to manage and find solutions to situations of prolonged crisis. This framework should be built on long-term commitments that address immediate life-saving needs alongside underlying causes by making simultaneous use of all instruments, underpinned by shared risk and context analysis and joint, outcome-oriented planning.
- ✓ With the number of people enduring protracted displacement steeply rising, a fundamental shift is needed in support of refugees and host countries and communities. The Summit could examine a comprehensive "refugee hosting deal" by recognizing host countries' contributions; arranging longer-term, predictable and sustainable financial packages to assist them; giving refugees self-reliance through access to livelihood opportunities; and creating more equitable arrangements for their resettlement in third countries.
- ✓ The global community is urged to equally protect, assist and find durable solutions for internally displaced people in accordance with humanitarian principles and international law, and through new national and regional instruments.
- ✓ Concerted effort is required to address the humanitarian dimensions of migrant and refugee movements by reinforcing life-saving efforts and through commitments to protect and promote the human rights of all people on the move. Strengthened international cooperation is needed, in particular at border areas and along migratory routes, and more support should be provided to those States bearing the brunt of the influx of refugees, asylum seekers and migrants.
- ✓ Governments need to invest more in reducing exposure and vulnerability and in disaster preparedness. Disasters caused by natural hazards, particularly those that are recurrent or predictable, require a shift from managing crises to managing risk.
- ✓ Governments should forge "preparedness and response agreements" for natural hazards with the international community. Such agreements can increase the predictability and discipline of crisis management by investing in national risk reduction and response capacities to handle needs up to specified thresholds, beyond which international assistance at a predictable scale and capability is triggered. This approach needs to be supported by risk financing and increased use of innovations in science and technology to improve forecasting, early warning and risk modeling.

- ✓ Governments and development partners should scale-up social protection measures, building on the delivery of the targets of the Sustainable Development Goals. These measures should serve as the norm for longer-term provision of assistance, with particular attention to the challenges faced in urban settings and situations of protracted conflict.
- ✓ Governments and international actors need to better manage health crisis risks, strengthening community and public health systems to respond in a timely manner, protecting health facilities and workers, and managing trans-border disease outbreaks through better implementation of the International Health Regulations (2005) and rapidly deployable surge capacities and contingency funds.
- ✓ With the accelerating impact of conflict, disaster and displacement in an urbanizing world, a new global urban crisis alliance of municipal authorities, urban professionals and humanitarian and development actors should be established. This will tackle escalating risk and generate urban-specific response mechanisms that build on more resilient people, infrastructure, and systems. This will mobilize commitments and investment, focusing particularly on the most at-risk towns and cities.
- ✓ An independent advisory group should be convened to advise on preparing for new threats and managing future humanitarian risk. It should comprise of expertise from all regions.

PARTNERSHIPS

Build diverse and inclusive partnerships that reaffirm the core humanitarian principles, support effective and people-driven humanitarian action, enable first responders to take a leadership role, and leverage the power of innovation.

- ✓ All countries and humanitarian actors should reaffirm commitment to the universally applicable humanitarian principles – humanity, neutrality, impartiality and independence – with assistance and protection provided for all according to need and without discrimination on any grounds.
- ✓ Local and national leadership and responsibility for crisis management should be reinforced wherever possible, backed by stronger regional cooperation and supported by global institutions. The implementation of such a shift should be aided by analysis of the local operational capacities, a review of current roles and cooperation arrangements, and by the creation of more inclusive decision-making arrangements founded on the principles of partnership.
- ✓ In each crisis, a mechanism is needed to verify and improve the quality and credibility of needs assessments, track progress in meeting needs and provide a channel for handling complaints by affected people. These mechanisms should be independent, and consult local people, government authorities, civil society and humanitarian organizations.
- ✓ Globally, a common framework is needed for assessing the quality and effectiveness of humanitarian action, supported by transparent and responsible sharing of data.
- ✓ To face new challenges and better meet the needs of affected people, it is crucial that the humanitarian system embraces opportunities to innovate and develops a culture of continuous learning and adaptation, by generating the right environment, incentives and capacities. The consultations emphasized the need to promote the consistent application of innovation and proposed a global humanitarian innovation alliance to stimulate new and

ethical approaches to tackle challenges, build new partnerships and leverage resources to support the research, development, testing and scaling-up of new and improved ideas.

- ✓ Governments and humanitarian actors should develop new partnerships to leverage the capabilities of other sectors, including by building pre-crisis agreements with the private sector and dedicated initiatives to scale-up civil contingency expertise for domestic, regional and international deployment, with particular focus on South-South cooperation.

FINANCE

Ensure sufficient and more efficient use of resources to preserve life, dignity and resilience in crises through new and diverse funding sources and expanded support to local organizations.

- ✓ Humanitarian action needs to be adequately resourced so that an essential level of assistance to preserve life and dignity can be guaranteed. With the cost of meeting humanitarian needs at an all-time high, there is a pressing need to secure adequate and predictable finance to support people in humanitarian crises and help communities develop resilience. This will be further informed by the imminent outcomes of the High-Level Panel on Humanitarian Financing.
- ✓ The finance gap should be closed by bringing together diverse sources of domestic and international finance, using the right combination of instruments in each context, further reducing waste and inefficiencies where they can be found, and improving transparency and accountability to enable more simplified common reporting, and expanding unearmarked and multi-year financing. Innovations for mobilizing finance should be promoted, such as emerging instruments for Islamic Social Finance.
- ✓ Direct funding of local organizations should be expanded and the level of direct finance to affected governments through risk financing or budget support should be increased.
- ✓ Transaction costs should be cut and obstacles removed to the flow of remittances during crises, and banking and communications should be rapidly resumed to make sure money can flow immediately after a crisis. There was also a call to reduce the impact of counter-terrorism legislation on remittance flows, as well as humanitarian action.

TOWARDS ISTANBUL

The consultations have generated a demand for a vision of a world whose fundamental humanity is reaffirmed and restored. A world that puts people and principles at the heart of humanitarianism.

Ambition without a commitment to act will not build on the best practice and create far-reaching change. Decisive, collective action is needed to uphold our responsibility to save lives, protect people and preserve dignity.

The Charter of the United Nations commits us to save future generations from the scourge of war, and reaffirms faith in fundamental human rights, the dignity and worth of the human person, and the equal rights of men and women. This call is echoed in the new Sustainable Development Goals, through which the world's leaders have pledged to leave no-one behind, and to work together for "a world free of poverty, hunger, disease and want, where all life can thrive", "a world free of

fear and violence”, and “a just, equitable, tolerant, open and socially inclusive world in which the needs of the most vulnerable are met”. These ideas resonate across every culture, faith and society, and are the responsibility of all to deliver. They underpin the four fundamental principles of humanitarian action: humanity, impartiality, neutrality and independence, which the consultations resoundingly called on all those involved in humanitarian action to reaffirm.

The World Humanitarian Summit will build on these commitments. It is a pivotal moment for governments and affected communities, civil society organizations, multilateral organizations and other partners to reaffirm their commitment to humanitarian action. It is an opportunity to develop new partnerships, and to rally around major changes required to improve the lives of all people affected by crises.

Above all, the World Humanitarian Summit must put people at the heart of humanitarian action, and enable them to lead the way to a safer and more humane world.

INTRODUCTION

WHY A WORLD HUMANITARIAN SUMMIT?

Human suffering from the impacts of conflicts and disasters has reached staggering levels. Nearly 60 million people have been forced from their homes by conflict and violence. In the last two decades, 218 million people each year were affected by disasters. Despite their extraordinary circumstances, the hopes and ambitions of people affected by these crises are the same as all people's: to keep themselves and their loved ones safe, to feed their families, to live lives of dignity, to build homes and livelihoods, to give their children hope for the future.

The World Humanitarian Summit will be the first-ever global event whose scope is to focus exclusively on creating a better life for people faced with humanitarian crises. The United Nations Secretary-General has asked the global community to come together over two days in Istanbul, 23-24 May 2016, to commit to concrete actions to address pressing humanitarian challenges, and to create a new vision on how to meet the needs of the millions of people affected by conflicts and disasters. The Summit and the extensive consultations leading up to it are a uniquely inclusive process, because change and progress will require the engagement of all the actors making vital contributions to humanitarian action every day.

The Summit will take place within an unprecedented global drive for change. It is situated within the push for the renewal of global frameworks for disaster risk reduction (Sendai, March 2015), sustainable development (New York, September 2015), climate change (Paris, December 2015), and urban development (Quito, October 2016). It will also benefit from the reviews of the UN peacebuilding architecture (June 2015), UN peace operations (also June 2015), and the Women, Peace and Security agenda (October 2015); the High-Level Panels on Humanitarian Financing (November 2015) and the Global Response to Health Crises (December 2015); and the 32nd International Conference of the Red Cross and Red Crescent (Geneva, December 2015). Finding new ways to address humanitarian needs and to comprehensively manage risk will be a critical part of this global agenda.

At the heart of these concurrent processes is an effort to redefine how the global community delivers for the world's most vulnerable people. It is a race to keep up with rapid changes in the world, and to adapt to the new realities of the 21st century. Global trends such as climate change, economic growth and inequality, food price volatility and resource scarcity have global impacts that extend far beyond national boundaries in our interconnected world. A window of opportunity is now open to generate a collective approach to managing the risks and impacts that these changes bring, embrace opportunities to innovate, and work together to enable the most vulnerable to live lives of dignity.

THE CHALLENGE TO DELIVER IN A RAPIDLY CHANGING WORLD

Within this process of setting a global agenda, the World Humanitarian Summit is a call to action by the United Nations Secretary-General to build on the best and enact major changes in support of people affected by humanitarian crises. The Summit aims to set in motion an agenda for change to save more lives and reduce human suffering: to create a safety net for the millions of people whose lives are caught up in crisis, so that no one is left behind or left in despair. Getting this right will be critical in reaching the targets sets for the Sustainable Development Goals and the Sendai Framework for Disaster Risk Reduction.



The rise of global humanitarian action is one of humanity's greatest moral achievements. Today our goal is a world where every woman, man and child in need can receive ... assistance and protection from the impacts of disaster, conflict, displacement, hunger or disease. This world is now within our grasp. Together we can make this vision a reality."

United Nations
Secretary-General
Ban Ki-moon

At the heart of this call to action lies the recognition that humanitarian needs are growing beyond the current capacity to address them. There is an urgent need to tackle the growing consequences of disasters caused by natural hazards; to reduce people's vulnerability and build their resilience; to address the needs of people living through armed conflicts; to provide durable solutions to millions stuck in the limbo of displacement; to keep people safe from violence and exploitation; to safeguard people's health and fight the spread of epidemics; and to enable hope and dignity for all, no matter their gender, age or circumstances.











Business as usual is
not an option
for us."

Under-Secretary-General
and Emergency Relief
Coordinator
Stephen O'Brien

Today, more people are affected by conflict and disaster, more frequently, and for longer than in previous decades. The number of people in need of humanitarian assistance and protection has nearly doubled in the past decade, from an average of 30 to 40 million people per year to an average of 50 to 70 million people per year.¹ These figures are based on UN appeals, and only represent a part of the total need. This trend shows no sign of stopping. More people today have been displaced by conflict and violence than at any other time since 1945, reaching nearly 60 million people by the end of 2014.² The cost of humanitarian action has also risen dramatically, with the size of UN-led appeals growing from US\$3.4 billion in 2003 to \$18.7 billion in 2015.³ At the same time, the gap between the scale of needs and the resources available to meet them is growing: the UN-led appeal for 2015 may reach a record \$20 billion, but remains only 42 per cent funded at the time of writing.⁴

Figure 1: Global humanitarian challenges

-  **59.5 MILLION PEOPLE:** The number of refugees and internally displaced people due to conflict at the end of 2014 – more than at any point since the Second World War. 13.9 million were forced to leave their home due to violence and persecution in 2014 – 42,500 per day.⁵
-  **19.3 MILLION:** The number of people forced from their homes by natural disasters in 2014.⁶
-  **17 YEARS:** The average length of displacement.⁷
-  **550 PER CENT:** The increase in the size of the UN global humanitarian appeal from \$3.4 billion in 2003 to \$18.7 billion in 2015.⁸
-  **90 PER CENT:** The number of UN humanitarian appeals that continue more than 3 years.⁹
-  **40 PER CENT:** The shortfall in response to UN humanitarian appeals in 2014.¹⁰
-  **329:** The number of aid workers affected by major attacks in 2014. The vast majority of victims were staff members of national NGOs and Red Cross and Red Crescent Societies.¹¹
-  **1,561:** The number of healthcare workers affected by attacks in 32 countries in 2014.¹²

GLOBAL SHIFTS ARE INCREASING RISKS

The defining challenge for 21st century humanitarianism is how to address the needs of people affected by or vulnerable to crises, while also preparing for a more risky and uncertain future, where needs are likely to grow and become more complex.¹³ Poverty, hunger, diseases, natural hazards, water shortages, climate change, population growth, unplanned rapid urbanization, mass migration, and food and water insecurity may threaten hundreds of millions of people in the decades to come.

Uneven economic growth has left more than 1.2 billion people worldwide living on less than \$1.25 a day, including many in middle-income countries.¹⁴ While growth has contributed to disaster risk reduction, it has also been highly unequal, rendering marginalized groups vulnerable to shocks. Crises exacerbate existing disparities, while socioeconomic inequalities such as gender, class, ethnicity, age, and disability can increase vulnerability and exposure of marginalized groups to crises.¹⁵ Demographic shifts, particularly rapid, unplanned urbanization, are putting enormous strain on infrastructure and resources, while increasing people's risk and vulnerability to crisis.

Figure 2: Changing demographics¹⁶

- ❧ By 2050, it is forecast that two thirds of the world's population will be living in cities; a quarter of them in slums.
- ❧ There are now 1.2 billion people between the ages of 15 and 24 – an all-time high – 90 per cent of whom are in developing countries.
- ❧ The number of older people, two-thirds of whom live in developing countries, is also growing, and by 2030 will surpass 1.4 billion.

Figure 3: Armed conflicts remain the greatest drivers of humanitarian need

- ❧ In 2013, there were 33 active conflicts in the world. This number has remained relatively stable over the past ten years, fluctuating between 31 and 37,¹⁷ and is not predicted to decrease.
- ❧ Resurgence of international armed conflicts may be considered a high risk in the coming 10 years, with internationalization of internal conflicts a real possibility.¹⁸
- ❧ The World Bank estimates that 1.5 billion people live in countries trapped in repeated cycles of violent conflict.¹⁹ The economic impact of violent conflict is also growing, with estimates that conflicts globally cost \$14.3 trillion, some 13 per cent of world GDP.²⁰
- ❧ At the end of 2013, each of the ten largest UN-led consolidated humanitarian appeals involved situations of armed conflict.

- ❧ In most cases, humanitarian organizations have been responding to these crises for over five years.
- ❧ Approximately 86 per cent of funding requested in the 340 UN humanitarian appeals between 2002 and 2013 was in support of people affected by armed conflict.²²
- ❧ In 2014, 102 million people were affected by natural disasters and 59.5 million were forcibly displaced by violence and conflict.²³

Figure 4: Forced displacement in 2014²⁴

- ❧ A record 59.5 million people around the world displaced
- ❧ 19.5 million refugees
- ❧ 38.2 million internally displaced persons
- ❧ 1.8 million asylum seekers

Of all the global trends, the impacts of climate change may cause the greatest humanitarian stress in the coming years. By 2050 it is estimated that between 25 million and one billion people may be permanently or temporarily displaced.²⁵ Up to 40 per cent of the global population is expected to be living in areas of severe water stress.²⁶ Experts are increasingly certain that temperature variations will result in ever more intense and frequent extreme weather events as well as changes in patterns of disease.²⁷ These events will likely lead to alteration of ecosystems, disruption of food production and water supply, damage to infrastructure and settlements, and morbidity and mortality. These events will be at the heart of a growing number of crises. They will also severely disrupt humanitarian response.²⁸ Climate change will also act as a “stress multiplier”, generating new tensions and exacerbating existing ones, particularly with regard to resource management, land availability and use.²⁹ Many of these challenges are already emerging in many parts of the world.

Finally, vulnerability is increasingly globalized and contagious.³⁰ Risks faced by people living in one part of the world are intertwined with every other part of the world. The experience with HIV/AIDS and, more recently with Ebola Virus Disease, has amply demonstrated this interconnectedness.³¹ Armed conflict, particularly in Afghanistan, Iraq, Syria and Libya has prompted an escalation in the number of people fleeing conflict and violence,³² increasing the risk of transmission of diseases, and the rise of new non-state armed groups. Formerly extinguished diseases in some regions of the world, like polio, have re-appeared with the rise in vulnerabilities and with fluid displacement of populations. Wealthy countries are not insulated, as shown by recent migration flows, or by the slowing of the global economy because of the disruption to semiconductor production after the Japanese tsunami of 2011.³³ **If one of us is vulnerable, ultimately we are all vulnerable.**

These are the known threats. There will be others with serious potential humanitarian impacts that the world is ill equipped to manage, including future pandemics, crop or livestock diseases, nuclear or industrial incidents, and mass terror attacks.

AN EVOLVING HUMANITARIANISM

The landmark 1991 UN General Assembly Resolution 46/182 on strengthening the coordination of humanitarian emergency assistance of the United Nations provided a much-needed framework for the international humanitarian system³⁴ over the past quarter century. Successive reforms, legislation and initiatives have helped to reach more and more people affected by disasters and conflicts, including the major humanitarian reforms in 2005 and Inter-Agency Standing Committee Transformative Agenda in 2010. The reforms were designed to consolidate coordination and coherence of response, such as through pooling finance under a more centralized coordination model both globally and in specific countries, as well as strengthening sectoral coordination through the introduction of the cluster system.

Figure 5: The modern humanitarian sector

- ❧ In 2014, it was estimated that there were 450,000 people working for more than 4,880 humanitarian organizations worldwide, with an annual budget of approximately \$25 billion.³⁵
- ❧ In 2013, nearly half of total international humanitarian assistance from government donors (48 per cent or \$7.3 billion) went through six UN agencies who financed a myriad of implementing partners.³⁶
- ❧ Of the \$4 billion provided to NGOs in 2014, 36 per cent of this (\$1.4 billion) went to the ten largest international NGOs.³⁷

However, this centralization does not reflect the growing number and diversity of actors involved in humanitarian action. Global power dynamics are changing. Many governments have increased investments in managing hazards, reducing risks, and expanding social protection schemes. Middle income countries, such as Turkey and Indonesia, are emerging as important humanitarian actors and becoming donors themselves, bringing new experience and perspectives to humanitarian action.

South-South cooperation increasingly centers on shared risks and experiences, and regional organizations are playing a growing role in responding to crises and setting standards. Increasing numbers of national and international non-governmental organizations, diaspora communities, civil society groups, volunteer networks, including the Red Cross and Red Crescent movement, and faith-based groups, and the private sector, help people and communities cope and recover from crises. Local and national actors are on the frontlines of crisis response, and crisis-affected people themselves are also more empowered, technologically connected, and demanding to drive responses.

At the same time, as more actors are involved in humanitarian response, some perceive that the humanitarian space is shrinking. In contexts of armed conflict, the capacity of humanitarian organizations to deliver humanitarian assistance and protection is increasingly challenged.³⁸ Many are operating further and further away from the people they aim to help, due to obstacles to access, security concerns and a lower appetite for risk, working instead through local partners.³⁹

Although the humanitarian principles of humanity, impartiality, neutrality and independence should guide humanitarian action, regional consultations expressed concern that this is often not the case. In addition, parties to armed conflicts do not always respect International Humanitarian Law as they should. The merging of humanitarian, political and military agendas by governments⁴⁰ in both affected and donor states contributes to politicization, as do impediments to humanitarian access by bureaucracy, restrictive laws and policies.⁴¹

The humanitarian system has never reached more people in so many places, but with its current resources and structure, it is no longer able to address the scale and complexity of present let alone future needs. Each year, an ever larger proportion of life-saving humanitarian needs remains unmet, despite greater funding contributions. A number of factors, discussed in this report and other studies,⁴² underline the need for major changes to the current approach. The core challenges to the current approach are outlined in Box 1 below.

Box 1: Challenges to the current approach

- ✓ Many of those receiving assistance, particularly more vulnerable groups, do not find it adequate and appropriate, restricting their ability to cope and be independent. Some do not feel that their own wishes are taken properly into account.
- ✓ Humanitarian responses are slow and cumbersome, and humanitarian action does not reach the most vulnerable people in the most challenging places.⁴³
- ✓ There is a perception that humanitarian action and decision-making is uneven and not in line with need, but reflect other factors, including political interests and media attention.
- ✓ Humanitarian responses are largely the same, despite the diversity of contexts. They are also seen as too often operating in parallel to the state and local actors, and not investing in local capacities.
- ✓ Humanitarian assistance has become an almost standard, yet inadequate, substitute for the lack of political solutions to tackle the root causes of conflicts.
- ✓ The current system remains largely closed, with poor connections to the wider political, development and climate change communities, to emerging donors and increased South-South cooperation, and to a widening array of actors, such as the private sector and military.
- ✓ It is seen as outdated, failing to keep up with major shifts such as increasing state investment in risk management, accelerated engagement of the development community in fragile states, the scale-up of social protection and risk financing, and developments in science and risk modelling. Nor is it devoting sufficient investment in innovation.
- ✓ The current approach is not affordable. Although budgets have grown by 660 per cent since 2000,⁴⁴ there is an increasing resource gap. Although this trend reflects the growing size and geography of assistance, notably increased operations in middle-income countries, the financing of humanitarian assistance remains heavily reliant on a limited set of instruments.

AN OPPORTUNITY FOR CHANGE

The picture is not all doom and gloom: far from it. There are numerous important developments and approaches that help mitigate the risks. Advances in science and technology, modelling and forecasting allow the fuller understanding and anticipation of risks. Internet, communications and social media facilitate faster and more targeted responses alongside enabling the mobilization and engagement of a larger number of actors with skills and capacities to contribute.

The aggregate increase in world wealth, though unevenly distributed, along with a financial system with worldwide reach, allows new ideas in social protection to become feasible and affordable by extending more direct and efficient support to the most poor and vulnerable. However, this will require active policy choices that tackle the systematized marginalization and exclusion of the most vulnerable.

The concurrent global process happening this year and next further provides the Summit with an opportunity to reposition humanitarian action as part of the global effort to ensure that no-one is left behind, and that people are kept safe from the impacts of conflict and the effects of natural hazards, including those associated with climate change. As a result there is a need to form much better connections between the diversity of actions being undertaken at local, national, regional and global level to manage risk and crises.

FOUNDATIONS FOR CHANGE: A WORLDWIDE CONSULTATION PROCESS

All these developments form the backdrop for the UN Secretary-General's decision to convene the World Humanitarian Summit in Istanbul in May 2016. To confront the magnitude of these challenges, a truly global approach is needed, involving all actors involved in humanitarian action, as well as new partners.

To identify the foundations for change, the Secretary-General set forth an ambitious and wide-ranging consultation process involving all interested stakeholders. To realize this process, a dedicated World Humanitarian Summit secretariat was set up within UNOCHA in January 2014 under the leadership and reporting responsibilities of the Emergency Relief Coordinator. The initial phase of the consultation ran from 1 May 2014 to 31 July 2015. This multi-stakeholder, Secretary-General-led consultation process will culminate with a the Global consultation in Geneva in October 2015.

The consultations were framed around four key questions, forming the basis of four themes:

1. How can humanitarian action be more effective?
2. How can we better reduce vulnerability and managing risk?
3. How can humanitarian action be more innovative?
4. How can we better serve the needs of people in conflict?

This worldwide consultation process took the form of consultation meetings, focus group discussions, online discussions and surveys. Stakeholders were encouraged to hold their own consultation meetings and submit their position papers and think pieces to the Summit secretariat.

Over 15 months, the WHS process consulted more than 23,000 people. Particular emphasis has been placed on engaging communities and individuals affected by disasters and conflict.

Figure 6: WHS consultations - From Abidjan to Geneva

- 📶 23,000+ people consulted
- 📶 8 regional consultations
- 📶 151 countries where stakeholder consultations were conducted
- 📶 400+ written submissions received
- 📶 5,500 comments received online
- 📶 19 consultations with private sector

Figure 7: Affected people at the core of preparatory stakeholder consultations

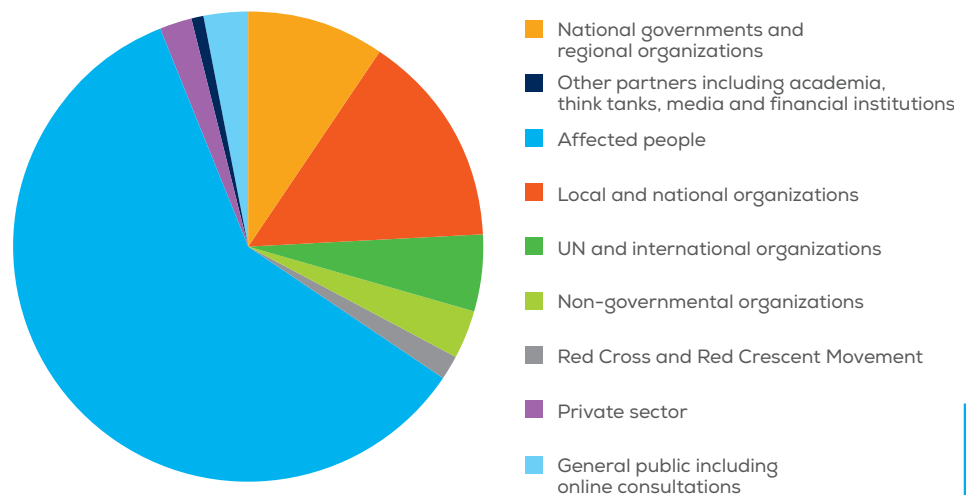
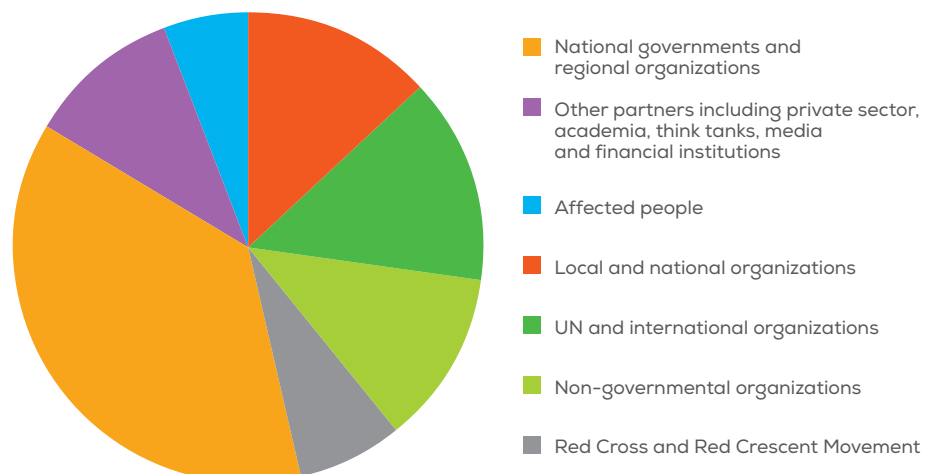


Figure 8: Diverse participation at regional consultation meetings



The Summit secretariat has been advised by teams of thematic experts and specialist groups who have reviewed the many written submissions and the wider available research. There have been three face-to-face meetings of all teams: in Lausanne in November 2014, Bonn in April 2015 and Berlin in September 2015.

AIM OF THE SYNTHESIS REPORT

This report conveys the results of the consultations, which inform and provide building blocks for a shared agenda for action for the World Humanitarian Summit and beyond.

Each chapter of the report presents the major outcomes called for by the consultations and the proposals offered on how these could be implemented. Building on these, the Summit secretariat has worked with thematic experts and specialist groups to draw out and develop ideas and proposals, which are presented under the Emerging Proposals in the end of each chapter. These will be discussed at the Global Consultation in Geneva in October 2015. The resulting proposals will then require the commitment and joint efforts of humanitarian stakeholders and partners to bring them forward as concrete commitments, partnerships and initiatives that can be launched at the World Humanitarian Summit in 2016.

In essence, the report presents a challenge to all governments, individuals, businesses and organizations involved in humanitarian action to rally around major changes required to improve the lives of people affected by crises around the world; to develop new partnerships and new ways of working; to step beyond the confines of pre-approved positions and mandates that were created neither by nor for the people they are intended to serve; and to rally around the urgent need to restore a sense of a collective responsibility to uphold humanity and dignity for all.

METHODOLOGY AND REPORT STRUCTURE

This report was prepared by the Summit secretariat with substantive contributions and advice from the thematic teams. It presents the major findings of the consultation process, including the outcomes of the eight regional consultations, the many specialized consultations held around the world, and more than 400 written submissions.

Throughout the consultation process, the thematic teams have consolidated and synthesized the main outcomes, identified emerging areas of convergence, and provided expert perspectives and advice. Based on this initial work, all of the consultation reports and written submissions received during the consultation process were reviewed, analyzed and organized into a database created by the International Governance and Development Practices at the global law firm Linklaters LLP. This database formed the evidentiary base for this Synthesis Report. The thematic teams then brought the findings together and presented ideas and analysis for further discussion. Due to the large volume of submissions, it has not been possible to reference all contributions in this report. However, all are available at www.worldhumanitariansummit.org.

The main body of this report is divided into four major parts.

Part I discusses the people who are at the heart of humanitarian action, and the changes that should occur to empower all people to cope and recover with dignity as the primary agents of humanitarian action, to close the gender gap, and to reach everyone.

Part II discusses the major shifts required in situations of armed conflict, protracted displacement, and disasters caused by natural hazards to reduce suffering and meet all people's needs. It also discusses the new contexts and threats, including urbanization, global health crises, displacement in the context of climate change, and migration.

Part III stresses the need for transformed partnerships and response arrangements at local, national, regional and international levels that allow humanitarian action to be effective, principled and appropriate to the needs of each context, take advantage of the strengths of different actors, and create a sustainable environment for innovation.

Part IV describes the resources that are required to support this transformation, and the fundamental changes in humanitarian finance that are proposed to deliver this agenda.

The conclusion of the report sets out the emerging vision from the consultations: a vision for a world whose fundamental humanity is restored, where people affected by crises are at the heart of humanitarian action, and no one confronted by crisis dies who can be saved, goes hungry, or is victimized by conflict because there is not enough political will or resources to help them.

The inclusive consultation process resulted in five major areas for action, each presenting an ambition for the future of humanitarian action. From this foundation, stakeholders can build the commitments, partnerships and transformative actions required to deliver change at the World Humanitarian Summit.

The five areas are **dignity, safety, resilience, partnerships** and **finance**.

PART I PUT PEOPLE FIRST



CHAPTER 1

PUT PEOPLE AT THE HEART OF HUMANITARIAN ACTION

One call has arisen more than any other in World Humanitarian Summit consultations: recognize that affected people are the central actors in their own survival and recovery, and put them at the heart of humanitarian action. This requires a fundamental change in the humanitarian enterprise, from one driven by the impulses of charity to one driven by the imperative of solidarity.



Recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world.”

Universal Declaration of Human Rights

People affected by crises are entitled to enjoy the same rights and freedoms as everyone else, regardless of how natural hazards, conflicts, situations of violence or vulnerability have affected their lives. Humanitarian action must explicitly recognize and enable all people’s rights, dignity, preferences, capacities and skills.

There was a strong call from the consultations to first and foremost recognize the primary responsibility of the State with respect to protection and for all humanitarian action to put affected people at the heart of humanitarian action by enacting changes to:

- ✓ recognize people and communities affected by crises as the primary agents of response, increasing their voice, choice and leadership in humanitarian assistance and protection;
- ✓ support individual and community-based self protection coping strategies, systems and mechanisms, reducing dependency and vulnerability;
- ✓ increase their accountability to affected people;
- ✓ put protection at the centre of all humanitarian action, and contribute to making people safer and able to live in dignity.

These calls for change are not new.⁴⁵ Yet despite years of reforms, the consultations made clear that this transformation has not taken place, or not sufficiently. It is evident that the Summit must mark a major shift in humanitarian action to truly empower affected people as the driving force of any humanitarian response.

1.1 EMPOWER AFFECTED PEOPLE AS THE PRIMARY AGENTS OF HUMANITARIAN RESPONSE

The consultations called for humanitarian action to “move away from notions of charity ... and towards a greater sense of investment in empowering people to live in dignity.”⁴⁷ Humanitarian actors, both national and international, must recognize all affected people, no matter their gender, age or circumstance, as the primary agents in their own response and recovery.

In 2005, the Tsunami Evaluation Coalition recommended that the international humanitarian community carry out a fundamental reorientation from supplying aid to supporting and facilitating communities’ own relief and recovery priorities.⁴⁸ Ten years later, not much has changed in practice. Efforts by international humanitarian organizations to engage and work with national and local actors are insufficient.⁴⁹ The consultations noted in particular the relative absence of local and national actors in coordination and decision-making platforms and their lack of access to humanitarian funding [these issues are explored in Part III and Part IV of this report, respectively].

The WHS consultations recommended that humanitarian preparedness, response and recovery must be re-oriented to support local coping strategies and community structures, increase self-reliance and build on local capacities. To do this, humanitarian action must be designed in partnership with communities, in culturally appropriate ways, and be grounded in local knowledge.

Efforts to empower affected communities should be part of a holistic approach to crises that prioritizes not just the provision of goods and services, but rebuilds services and structures that enable communities to cope and resume their livelihoods on their own and with dignity. This includes restoring infrastructure that helps people communicate and connects them to markets; creating employment opportunities; making sure remittances flow easily and efficiently; and helping stimulate the local private sector and livelihoods. Such an approach must also include a wide range of partners, such as diaspora groups, who are a lifeline to many families, and local private sector actors, who can help re-establish communications, stimulate markets and offer livelihood opportunities to speed recovery.

These changes amount to a fundamental shift towards response that supports self-reliance, is driven by affected people’s voices and choices, is accountable to the people it aims to serve, and respects their rights, safety and dignity. [The implications of this shift on the international humanitarian system are discussed in more detail in Part III.]

Box 2: Subsidiarity

According to the Irish Humanitarian Summit 2015, “the concept of subsidiarity says that humanitarian actions should be a support to the efforts and capacities of affected people to help them cope in times of crisis and to assist them in their recovery in a manner that enhances their resilience to future shocks and stresses. Humanitarian actors must respect the culture and capacities of affected people and recognize that the affected people are the central actors in their own survival and recovery. Subsidiarity serves as a constant reminder that humanitarian response, whether local or external, is best developed with and for affected people.”



The consultations have called for the World Humanitarian Summit to mark a paradigm shift away from a top-down, supply-driven system and towards a model that meaningfully engages with the people it intends to serve, and empowers them to have greater voice and choice.”

Stephen O’Brien,
Emergency Relief
Coordinator at the WHS
Pacific consultation
in Auckland



The international humanitarian community needs a fundamental reorientation from supplying aid to supporting and facilitating communities’ own relief and recovery priorities.”

Tsunami Evaluation
Coalition Synthesis Report

PROPOSALS FROM THE CONSULTATIONS

- “ Make affected people and communities the prime agents of humanitarian response.” – WHS Europe and Others, co-chairs’ summary
- “ Recognize and promote the central role of affected people and communities in humanitarian action, and guarantee spaces for their empowerment and leadership in all phases of humanitarian action.” – WHS Latin America and the Caribbean, co-chairs’ summary
- “ Systematically documenting and sharing information on local communities’ coping mechanisms, best practices and lessons learned to improve the efficiency and effectiveness of their preparedness and response.” – WHS South and Central Asia, chair’s summary
- “ Understand the importance of market dynamics and undertake or utilize vulnerability and capacity assessments to establish and adjust priorities for the most appropriate time of assistance, for example cash, vouchers, or other modalities that help strengthen local markets and contribute to building resilience.” – WHS Latin America and the Caribbean, co-chairs’ summary
- “ Ensure participation of affected people in the identification of underlying risks and in program design through innovative approaches in engagement and implementation of best practices.” – Global Forum for Improving Humanitarian Action



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.”

Humanitarian worker
from South Africa in
WHS Eastern and
Southern Africa,
stakeholder analysis

1.2 RECOGNIZE THE CRITICAL ROLE OF FIRST RESPONDERS

The first responders to a crisis are those closest and most invested: local individuals, groups, civil society groups, non-governmental organizations, volunteers from the Red Cross and Red Crescent Movement, women’s networks, faith-based actors,⁵⁰ businesses, health workers and civil authorities. Much greater recognition needs to be given to the critical role that women, young people and volunteers play in saving lives in the first hours and days of a crisis, and in maintaining resilience in the face of a slow-onset situation. Local actors, including the National Societies of the Red Cross and Red Crescent Movement, are often also the first responders for protection purposes.⁵¹ Local individuals and groups also play a critical part in preparedness, disaster risk reduction, building resilience, and transitioning towards recovery. As the Pacific consultation has reminded us, these actors “remain when any surge of additional assistance wanes”. Yet they are usually not included in humanitarian coordination structures and are often marginalized once national or international responders arrive.⁵²

Consultations called for governments and humanitarian partners to recognize first responders as long-term partners in humanitarian response, “not just as vehicles enabling international response”,⁵³ and to build on their skills, knowledge, and capacities. [This is discussed in more detail in Part III of the report.] The consultations called for renewed efforts to develop the capacity of local civil society, including religious leaders, in negotiating access and providing protection services. Such an approach can build trust and synergies for the benefit of crisis-affected people but should also recognize the risks for local actors.⁵⁴

Nonetheless, local leadership and traditional knowledge must include the voices of marginalized or vulnerable individuals and groups, and make sure that their needs are met [see Chapter 2]. In the Pacific consultation, stakeholders “cautioned that [traditional and existing community] networks could exclude women and vulnerable people and sometimes exacerbate existing inequalities.”⁵⁵

In conflict situations, while local and national actors usually enjoy better acceptance by parties to a conflict, they also pay a high cost. This has been the case with the Syrian Arab and Palestine Red Crescent Societies in Syria, with 42 and 8 volunteers killed, respectively.⁵⁶ Local staff and other first responders, including health workers, also face challenges in maintaining humanitarian principles, as one study notes: “Neutrality is [a] difficult principle to uphold for a local organization or individual who comes from and lives in the context in which they operate. This is one of the arguments in favour of deploying international staff.”⁵⁷ This issue makes a strong case for international, diaspora and local actors performing complementary roles as part of a genuine partnership.

Crowdsourcing, social media analysis and digital volunteers⁵⁸



Kathmandu Living Labs (KLL) is a non-profit technology solutions organization harnessing local knowledge in support of Open Data in Nepal. Their efforts started before the 2015 Earthquake and proved invaluable for relief organizations trying to reach remote, previously unmapped places. Thousands of crowd-sourced volunteers have added geographical data to the maps either online or through mobile phones projecting community knowledge and understanding of their local environment resulting in the most up-to-date maps of Nepal. It is a good example of how local communities can create low-cost solutions to prepare for disasters, one that can be integrated into future community preparedness plans.



Whenever possible, humanitarian action should be planned, initiated and conducted in close consultation with affected states and peoples. Localized response ensures that needs are defined more accurately, more user-friendly and tailor-made, and that local economies and structures are also utilized and reinforced.”

Government of Turkey,
contribution to the WHS

PROPOSALS FROM THE CONSULTATIONS

- “ Governments, working jointly with communities and humanitarian partners, seek to better understand traditional structures and community networks in both urban and rural communities.” – WHS Pacific, co-chairs’ summary
- “ Recognize the key role of civil society organizations and local actors in preparedness and response” and “Invest in their capacity to conduct needs assessment to drive response, and as long-term partners for resilience, not just as vehicles enabling international response.” – WHS Europe and Others, co-chairs’ summary
- “ The importance of national and local authorities and organizations taking the lead in humanitarian response was widely affirmed. [...] International humanitarian actors need to include local capacity building measures as an integral part of their programming, which will help facilitate a timely and planned exit.” – WHS Middle East and North Africa, co-chairs’ summary

” Participants recognized the critical role played national authorities and civil society organizations, including the National Societies of the Red Cross and Red Crescent Movement in protecting civilians, including through applying and promoting local customs and practices in protecting civilians and disseminating information on international law to IDPs and refugees, as well as to their host communities.” – WHS Middle East and North Africa, co-chairs’ summary

” Participants [suggested] developing a mechanism to enable volunteers to facilitate, support and share information with the government, UN agencies, donor bodies NGOs and CSOs to improve humanitarian response efforts at a grassroots level.” – The Humanitarian Forum⁵⁹



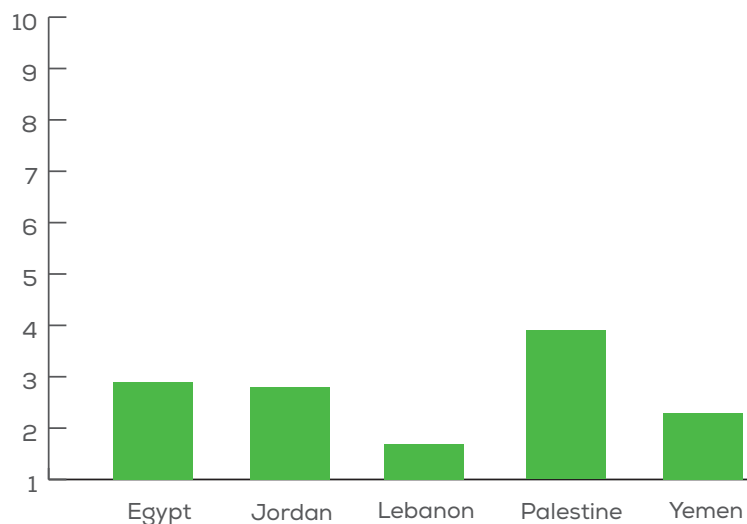
A lot of humanitarian actors do not provide aid based on needs alone. Many look at appearance, faith or political affiliation before assessing actual needs.”

Young female refugee in Egypt in WHS Middle East and North Africa, stakeholder analysis

1.3 ENABLE PEOPLE’S VOICES AND CHOICES TO DRIVE HUMANITARIAN ACTION

People and communities respond to shocks and disasters every day. However, in the immediate aftermath of a large-scale crisis or sudden shock, local coping strategies and structures may be temporarily overwhelmed, and assistance from sub-national, national or international actors may be required. In many cases, including situations of protracted forced displacement, this temporary suspension of traditional structures may last for months, years or even decades [see Chapter 4].

Figure 9: Average degree to which affected people in five countries think that aid groups consider their opinions (on a 10-point scale where 10=high and 1=low)



Source: WHS Middle East and North Africa, Stakeholder Analysis

Nonetheless, the voices and choices of all affected people should guide humanitarian action, even when outside actors are called upon to provide assistance and protection. Yet affected people reported that they do not feel that humanitarian organizations consider their opinions.⁶⁰ Affected people must be given the infor-

mation and influence to participate meaningfully in the entire humanitarian programme cycle: needs assessments, project design and implementation, monitoring and evaluation, and strategic decision-making.⁶¹

The consultations highlighted that a critical element of this shift is ensuring that humanitarian action is **driven by people's voices and choices**. Affected people called for response decisions to be adapted to people's needs and driven by demand, not by supply or by organizational mandates and preferences.⁶²

Yet surveys consistently show that many affected people do not believe the aid they receive is relevant or meets their priority needs.⁶³

Figure 10: Relevance of aid to people affected by crises



27 per cent of participants in the State of the Humanitarian System survey of crisis-affected people said they felt the aid they had received was relevant, in that it addressed their priority needs at the time. A greater proportion, 46 per cent, said it was partially relevant and 25 per cent said it was not relevant.⁶⁴

Innovations in community feedback mechanisms⁶⁵



The Red Cross and Red Crescent now routinely involve local residents in programmatic decision-making. The community outreach programme set up after the Indian Ocean Tsunami in 2004 by the Indonesian Red Cross, the IFRC's beneficiary communications system developed immediately following the 2010 Haiti earthquake and the accountability to beneficiary system employed in 2014 by the American Red Cross in Haiti are products of this shifting mindset. All programmes provide feedback mechanisms, such as hotlines, log-books, SMS systems and suggestion boxes, supplemented by radio, television and print communication tools, to seek community perspectives and to collect and act upon their requests and concerns. One of the key lessons from the Red Cross experience in Indonesia was to utilize multiple channels and methods, prioritizing the disabled, elderly, and other special-needs groups, who often have difficulty accessing information. Through these initiatives, communities drive humanitarian action, meaning measurable outputs are directly related to people's needs.

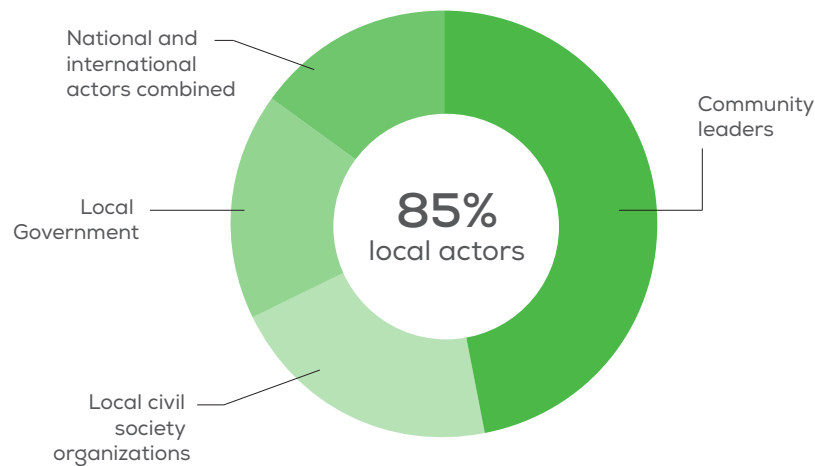
1.3.1 Increase trust and informed participation

To enable protection and assistance to be based on affected people's expressed needs, humanitarian actors at all levels must build up participatory dialogue with affected people and include them in decision-making. This should be done in ways that suit the social, political and cultural context of each crisis, do not reinforce or exacerbate inequalities, and reach the most vulnerable.

Many consultations and submissions called for affected people to be included in humanitarian decision-making structures and to participate in assessing needs and designing culturally and contextually appropriate response strategies.⁶⁶ They also demanded that these structures should build on, not replace or exclude, ex-

isting structures and systems, especially community-based participatory ones, and wherever possible should also strengthen longer-term accountability between communities and their governments.

Figure 11: Affected persons' perception of who understands their needs the most during a conflict situation



Source: WHS North and South-East Asia, *Stakeholder Analysis* (2014)

Innovative methods for capturing affected people's perspectives⁶⁷



Ground Truth Solutions uses communications technologies that work in different country settings. In low-technology areas such as eastern parts of Pakistan's Sindh province, data collectors use clipboards and pens and go from home-to-home to collect data. In more connected places like Haiti, they conducted interviews face-to-face and uploaded responses on their smart phones. In Sierra Leone, SMS was a practical method to conduct the six-question survey of the general public that tracked perceptions on the Ebola response from a randomly selected sample of the country's population. Feedback was solicited weekly at first. Later, as the sense of urgency diminished, the pace of data collection slowed to bi-weekly. To obtain more detailed feedback from specific locations, data collectors used cell phones to call frontline workers using telephone numbers provided by the agencies employing them. A widening range of apps and platforms make collecting this kind of feedback increasingly feasible. Feedback is analyzed and relayed to the agencies responsible for the programmes in real time, so they can decide how to act on it. Not only can the data help predict programmes outcomes but it enables aid agencies to track their performance against beneficiary perceptions and compare themselves to other agencies and programmes.

The consultations also repeatedly emphasized that there are no “one-size-fits-all” solutions, and that humanitarian responses must be tailored to the realities of each context [this is discussed in more detail in Part II of this report]. No-one is better placed to inform this process than those living in the communities, as articulated when 85 per cent of affected people consulted in North and South-East Asia said that local actors understood the needs of their community most in a conflict situation.⁶⁸ The Latin America and Caribbean consultation called on all humanitarian actors to “recognize the value of ancestral and traditional knowledge” as an important contribution to humanitarian action. In a survey in North and South-East Asia, over 80 per cent of community respondents indicated that they could contribute to innovative solutions to improve disaster response.⁶⁹

The consultations also called for humanitarian action to recognize and safeguard affected people’s right to information and means of communication, particularly in situations where humanitarian access is constrained.⁷⁰ They also called for humanitarian organizations to increase public disclosure of information through all appropriate channels, where feasible, including local media and social media, and to widely disseminate important information on humanitarian goods and services.

PROPOSALS FROM THE CONSULTATIONS

- “ Humanitarian action should be specific to the local context and local humanitarian needs, and programmes should feature a clear system of communication with and feedback from affected people to ensure that their needs and preferences are met.” – WHS West and Central Africa, co-chairs’ summary
- “ Commit to meaningful participation of affected people in the entire programme cycle, including in assessments, project design and implementation, monitoring, and strategic decision-making.” – WHS Europe and Others, co-chairs’ summary
- “ Develop with communities information and disaggregated data generation tools that include statistics and risk maps that are accessible and easy-to-use for the communities.” – WHS Latin America and the Caribbean, co-chairs’ summary

1.3.2 Increase flexibility and enable choice

The essential process of developing trust and engaging in dialogue with affected people requires time, proximity and specific competencies, including knowledge of local cultures and languages,⁷¹ as well as confidentiality in some cases and non-discrimination in all.

Listening to people’s needs and gathering their feedback should be an iterative process, and humanitarian actors must have the flexibility to alter their programming based on the experiences and insights of affected communities if required.⁷² The consultations reinforced the importance of building on traditional and local communication strategies and networks,⁷³ particularly since women and the most vulnerable or marginalized people may not have equal access to modern means of communication.⁷⁴ At the same time, there was a strong emphasis on the potential of new technologies to improve feedback and break down barriers between humanitarian actors and the people they aim to serve, especially in urban areas where



There are lots of meetings in the camp whenever a new international organization arrives... they consult us, but our opinions are usually not taken on board.”

President of a women’s committee in a refugee camp in Mauritania in WHS West and Central Africa, stakeholder analysis



I’d like some financial assistance instead of food. Then I could set up a small roadside business so I can look after my children myself.”

Mother of a malnourished baby in Western Cote d’Ivoire, WHS West and Central Africa, stakeholder analysis



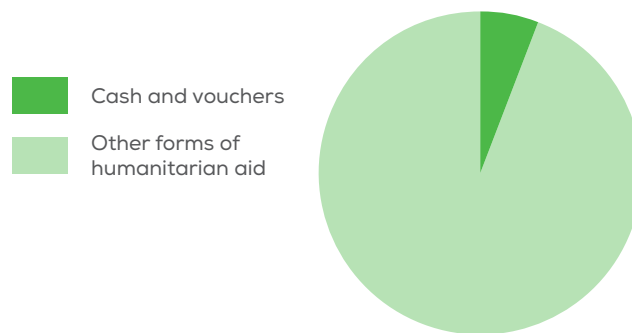
Cash transfers are not a panacea, but we're convinced that greater use of cash transfers will:

- Better align the humanitarian system to what people need;
- Increase accountability; reduce the costs of delivering humanitarian aid;
- Increase transparency of how much aid actually reaches the target population;
- Support local markets;
- Increase support for humanitarian aid from local populations;
- Increase the speed and flexibility of humanitarian response; support financial inclusion by linking people with payment systems; and
- Provide affected populations with choice and more control over their own lives."

Owen Barder, Chair of DFID's High Level Panel on Humanitarian Cash Transfers, Submission to the World Humanitarian Summit

literacy rates and connectivity are generally higher. They called for the wide adoption⁷⁵ of innovative approaches to obtaining feedback, including complaints, from affected people,⁷⁶ and for humanitarian actors to work more closely with partners to scale-up the use of modern analytical tools such as polling and web- or SMS-based feedback systems.⁷⁷ The consultations also highlighted the importance of involving other local actors, in particular national and local media, in gathering and representing views from the affected community.⁷⁸

Figure 12: Cash and vouchers remain a small proportion of aid



Source: High Level Panel on Humanitarian Cash Transfers (report forthcoming)

Winter cash assistance to Syrian refugees in Lebanon⁷⁹



"From November 2013 to April 2014, UNHCR and partners implemented a multi-sectoral cash transfer programmes to help Syrian refugees in Lebanon cope during the winter time. When asked for their preference between cash and in-kind assistance, above 80 per cent of respondents cited cash only as their preferred form of assistance against 5 per cent favouring in-kind only, the 15 per cent remaining preferring a mix of both. Respondents were also recipients of food voucher from other sources, which arguably increased the willingness to receive a more flexible assistance to cover other needs. The correlation between the distance to market and the preference for in-kind assistance indicates that the latter is largely driven by the high travel costs, in both monetary terms and in terms of time spent is a major factor. While the programme undoubtedly played a significant role in satisfying winterisation needs, it only met part of those needs while most of the cash transfer was used on non-winterisation items. The evaluation notes: "beneficiaries spent a small proportion of their cash assistance on winter goods because their income and savings are so low that they are forced to use the cash partly to satisfy other more essential or immediate basic needs, in particular food and water." Achieving the objective of keeping the aid-recipients warm throughout the winter would therefore require a high enough volume of cash assistance to cover all basics needs."

Many regional consultations⁸⁰ and submissions⁸¹ pointed to cash transfers and (e-) vouchers as a flexible response tool that supports the autonomy and choice of affected people in many situations,⁸² especially in urban contexts. Cash transfers can give people choice and make humanitarian aid more accountable to affected people. It can help to make scarce resources go further. It can also leverage the opportunities created by the global expansion of financial services, including digital payments, and the growing number of social safety nets.⁸³ Furthermore cash transfers can stimulate rather than undermine local economies, acting as an economic multiplier,⁸⁴ while also promoting dignity and empowerment.⁸⁵ Cash-based programming is a significant shift away from the sector-based, supply-oriented paradigm of most humanitarian action (national and international). While cash-based responses have increased to an estimated 6 to 10 per cent of international humanitarian aid,⁸⁶ more needs to be done to scale them up.⁸⁷

Cash transfers are not a universal solution, particularly where markets are not functioning, as noted during the consultation in the Pacific. The choice of transfer modality should be determined by context and not be supply-driven.⁸⁸ Cash transfers should also be complemented with public goods that are beyond the supply of markets, such as protection, sanitation and health. Providing cash should also not mean that humanitarian actors lose proximity and presence with crisis-affected people.

PROPOSALS FROM THE CONSULTATIONS

- ” Humanitarian action should be specific to the local context and local humanitarian needs, and programmes should feature a clear system of communication with and feedback from affected people to ensure that their needs and preferences are met.” – WHS West and Central Africa, co-chairs’ summary
- ” Amplifying and listening to the voice of affected communities by engaging them in each stage of humanitarian preparedness, response, recovery and rehabilitation.” – WHS Eastern and Southern Africa, co-chairs’ summary
- ” Governments and humanitarian partners strengthen two-way communication with communities so they can provide feedback and communicate their own humanitarian needs to responders.” – WHS Pacific, co-chairs’ summary
- ” Utilize private sector tools to facilitate feedback from affected people about the quality of humanitarian assistance received, and use the information gathered to improve future programmes.” – WHS Latin America and the Caribbean, co-chairs’ summary
- ” Participants called for the scaling up of efficient and coordinated cash-based programming to provide people with greater choice and for including temporary employment opportunities as part of response programming.” – WHS Middle East and North Africa, co-chairs’ summary
- ” Scaling up cash transfers and social protection programmes to give affected communities the choice to determine the best way to meet their urgent humanitarian needs.” – WHS Eastern and Southern Africa, co-chairs’ summary



We gain trust when we keep our commitments: without trust we can't engage disaster affected communities thus without engaged relationships we won't ... expect effective humanitarian response."

Online consultation participant,
WHS South and Central Asia



As humanitarians we need to admit not only that we make decisions, we also need to be open about how we make them. This change in decision-making culture is key to making us more accountable to crisis affected people we serve."

Lars Peter Nissen
in Humanitarian Accountability Report
2015

- ” Bring the use of multi-purpose cash up to scale, ensuring that delivery platforms are accessible and coherent.” – WHS Europe and Others, co-chairs’ summary
- ” There should be an open platform for feedback from affected people on needs met in each crisis. This should be managed by an autonomous body.” – Global Forum for Improving Humanitarian Action

1.4 CLOSE THE ACCOUNTABILITY GAP

All eight regional consultations, as well as many other consultations and submissions, highlighted that humanitarian action must be more **accountable to affected people**. While increasing affected people's ability to drive humanitarian action would necessarily improve accountability, a persistent accountability deficit in humanitarian action is fundamentally tied to the implicit power imbalance. Concerted action is required by national and international humanitarian actors to address this. The consultations also called for a rethink in the way the sector approaches accountability, and for a greater focus on collective accountability for overall humanitarian outcomes.⁸⁹

Accountability to affected people is the responsibility of all actors involved in providing humanitarian assistance and protection. As the primary parties responsible for humanitarian action, governments have the responsibility to ensure that what they deliver meets people's needs and respects their rights and dignity. As much as possible, other humanitarian actors should also use existing national accountability structures and processes to improve long-term accountability towards affected people.

The consultations underlined the need for all humanitarian organizations to increase their accountability to affected people, including in achieving concrete protection outcomes.⁹⁰ Many consultations highlighted that humanitarian organizations are not assessed on the appropriateness of the assistance they provide nor for how well they listen and respond to affected people,⁹¹ and do not face consequences if they fail to meet the expectations of people affected by crises.⁹² Ultimately, progress in this area may depend on donors changing the incentive structures to reinforce requirements to engage affected communities in designing and evaluating responses. [This is discussed in more detail in Part III of the report.]

The consultations also advocated all actors and organizations delivering humanitarian aid to take concrete measures to increase their transparency towards affected people.⁹³ While progress is being made in transparency on aid spending at the national and global levels, through the efforts of the International Aid Transparency Initiative⁹⁴ and Publish What You Fund,⁹⁵ and at the national level by mechanisms such as the Philippines' Foreign Aid Transparency Hub established after Typhoon Haiyan, further work is required to make financial and programme information more accessible to affected communities and to resolve practical and political barriers to improved transparency. [This is discussed in more detail in Part IV of this report.]⁹⁷

Finally, stakeholders also called for there to be accountability in the outcomes of the World Humanitarian Summit towards people affected by crises, and for humanitarian actors to facilitate their ability to participate in and scrutinize the results.⁹⁸

Piloting accountability systems for humanitarian aid in Somalia⁹⁹



A joint Danish Refugee Council project in partnership with UNICEF through the Community-Driven Recovery and Development project enhances horizontal and downward accountability in the context of remote management through utilising a suite of technologies – mobile telephony, internet, on-line communities and social media, geo-mapping – to foster beneficiary participation in development and humanitarian interventions, by encouraging beneficiaries to “express their demands, aspirations, engaging in the process of formulation of humanitarian interventions, planning, monitoring and evaluation.”

PROPOSALS FROM THE CONSULTATIONS

- “ Strengthening government leadership with appropriate legal frameworks that articulate roles and responsibilities, and accountability at the local and national levels.” – WHS Eastern and Southern Africa, co-chairs’ summary
- “ Humanitarian actors should invest the necessary human and financial resources to develop effective and safe modes for communicating with communities in conflict contexts. These should also focus on improving transparency and accountability on assistance provided.” – WHS South and Central Asia, chair’s summary
- “ Include in planning processes independent accountability mechanisms and processes that involve affected people, to increase levels of transparency in the actions carried out by all humanitarian actors.” – WHS Latin America and the Caribbean, co-chairs’ summary
- “ Those gathered for the 2016 World Humanitarian Summit should consider accountability as a humanitarian principle.” – WHS North and South-East Asia, co-chairs’ summary
- “ All humanitarian agencies should incorporate feedback mechanisms which assess humanitarian performance – to be mandatory requirements by donors the Emergency Relief Coordinator to hold Humanitarian Coordinators to account.” – Global Forum for Improving Humanitarian Action



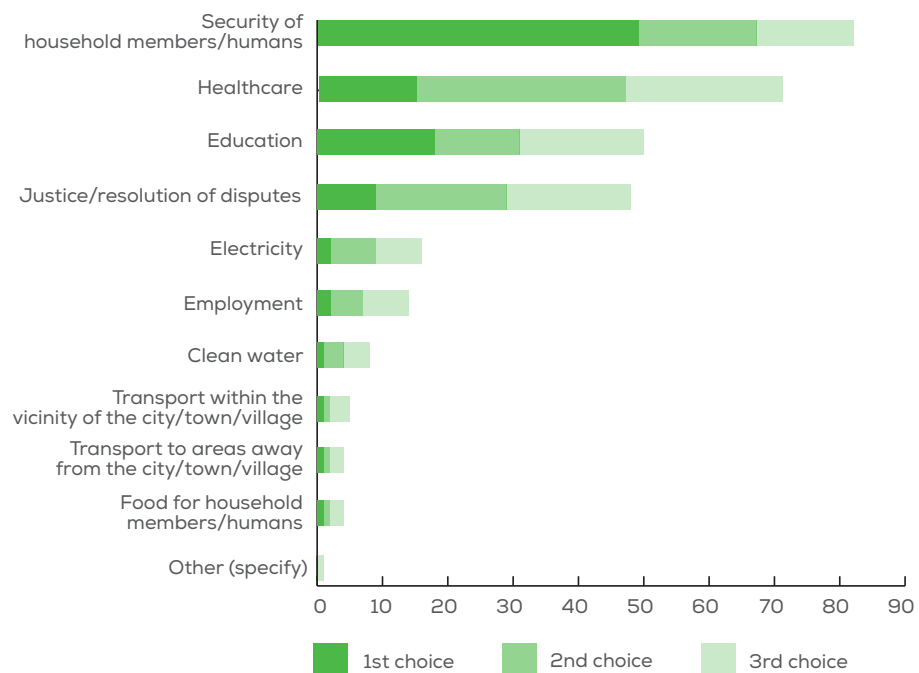
Accountability is not going to be improved through more ‘tweaking’ with technical or procedural fixes. It requires a change in mind set to acknowledge that each and every person affected by and engaged in humanitarian crises has different roles and responsibilities to play, and that they need to be accountable to one another as well as to the collective goals.”

Dayna Brown in
Humanitarian Accountability
Report 2015

1.5 ENSURE AFFECTED PEOPLE CAN LIVE SAFELY, FREE FROM FEAR AND WITH DIGNITY

People affected by crises put a high importance on their ability to live in dignified conditions, free from fear and violence. Affected people in regional consultations repeatedly underlined that they want safety, dignity and hope, as much as, if not more than, material assistance.¹⁰⁰ **People’s safety and dignity must be considered the primary aim of humanitarian activity, regardless of the context or actor.**

Figure 13: Primary concerns expressed by affected people



Source: Florquin Nicolas, Moncef Kartas and Irene Pavesi, "Searching for Stability: Perceptions of Security, Justice and Firearms in Libya," Security Assessment in North Africa Issue Brief No. 1 Geneva: Small Arms Survey



Participants considered that those [needs] that have priority should include security, shelter and upholding dignity. In other words, participants considered that the provision of assistance, while not contested, should not overshadow the preeminent need of people to safety."

WHS West and Central Africa, final report

Disasters, armed conflicts and situations such as mixed migration and asylum seekers travelling by sea, urban and communal violence, and pandemics carry real dangers of violence and threats for affected people. Regional consultations and submissions also pointed out that "affected population" may be an oversimplified term, as in a given crisis risk may vary significantly for various categories of people, including women, children,¹⁰¹ migrants,¹⁰² refugees,¹⁰³ internally displaced,¹⁰⁴ people with disabilities,¹⁰⁵ ethnic groups,¹⁰⁶ marginalized populations,¹⁰⁷ religious minorities,¹⁰⁸ sexual minorities¹⁰⁹ and older people.¹¹⁰

Protecting people's safety and dignity is a primary aim to humanitarian action. This was emphasized repeatedly throughout the consultations as the 'centrality of protection'. All humanitarian decisions must take into account what affected people already do to protect themselves, what the biggest threats to them are, and how each actor can contribute to their safety, recognizing that protection challenges span humanitarian and development contexts.

People affected by crises are a central agent in ensuring their own safety. Humanitarian action should reinforce existing individual and community-based self-protection mechanisms. Providing affected people with alternatives to the harmful measures that they may see as their only option in a crisis, such as prostitution or early, forced and child marriages is critical to mitigate risk.¹¹¹ At the same time, in the face of direct attacks, people may not be able to ensure their own protection: real physical security can only be provided by armed actors: these include armed and security forces, as well as other parties to conflicts and peacekeepers where present.

Affected people must also be central and empowered in the decision-making and delivery of protection outcomes. Humanitarian action needs to be geared towards enabling crisis-affected communities to understand and demand respect for their

rights under national, regional and international law, as well as in gaining access to protection services such as: reproductive health care; prevention; response to and recovery from sexual and gender-based violence; psychosocial care; and safe spaces for victims or persons at-risk. Affected communities must be engaged in protection assessments to identify and determine priorities, and in designing adequate responses that recognize and support existing individual and community-based self-protection mechanisms and coping strategies.

Box 3: A typology of threats and their impact on livelihoods¹¹²

1. **Physical violence, torture, abduction, arrest and sexual violence:** affects livelihoods options and productive capacities, access to livelihoods assets, and can result in death and injury and the destruction of livelihoods assets.
2. **Restrictions on freedom of movement, including forced return, checkpoints and curfews:** affects access to land, markets, migration opportunities, employment opportunities, networks, social services.
3. **Forced displacement:** affects access to livelihoods strategies and assets, can reduce productive capacities, affects networks.
4. **Attacks on or theft of civilian assets such as houses, land, hospitals and food, or extortion or exploitative practices:** affects livelihoods assets, income).
5. **Disruption to property and land rights:** affects livelihoods options, in particular people's ability to access land, but also other employment options).
6. **Discrimination on the basis of social status:** affects livelihoods options such as access to employment.
7. **Loss or theft of personal documentation:** affects proof of ownership of livelihoods assets, access to services).
8. **Landmines:** death and injury, lack of access to land and other livelihoods assets.
9. **Forced recruitment into fighting forces:** affects death and injury, reduction in productive capacities.

The consultations and many submissions¹¹³ noted that all humanitarian organizations have a responsibility to ensure that their action makes people safer, or at least does not put them further at risk of violence and abuse (also known as the concept of "do no harm"). This is first done through providing assistance that reduces the exposure to risk or alleviates effects of prior violence. The choice of distribution sites, the ways IDP and refugee camps are built, and the provision of firewood to allow women not to collect fuel in insecure areas are but a few examples of ways assistance can contribute to people's safety.

Complementing this approach, regional consultations and submissions have also highlighted that specific protection work needs to be pursued by humanitarian organizations, which have the mandate and the competence to do so.¹¹⁴ This allows addressing the causes of threats directly. Such activities include dialogue with parties to a conflict, provision of safe spaces, reunification of separated families, prison visits, public advocacy, and reducing the risk posed by landmines and explosive hazards. In order to avoid putting affected people more at risk, these must be provided by actors with the required expertise, respecting the relevant professional standards;¹¹⁵ for example the International Committee of the Red Cross (ICRC), the Office of the High Commissioner for Human Rights (OHCHR) and the United Nations



The protection of people from harm is a fundamental component of the principle of humanity and therefore a core objective of all humanitarian action."

United Nations Secretary-General Ban Ki-moon



WFP food assistance will be provided in ways that aim to support the protection of conflict- and disaster-affected populations and, at the very least, will not expose people to further harm."

WFP Humanitarian Protection Policy



Protection of all persons affected and at risk must inform humanitarian decision-making and response.”

Centrality of Protection
in Humanitarian
Action, Statement by
the IASC Principals

High Commissioner for Refugees (UNHCR) have a protection mandate. [This protection work is discussed further in Part III of this report.] To carry out this work, consultations also repeatedly highlighted the need to invest in the development of professional capacity and standards of protection staff at all levels through systematic training and mentoring.¹¹⁶

PROPOSALS FROM THE CONSULTATIONS

- ” The provision of assistance, while not contested, should not overshadow the preeminent need of people to safety. This can also have a preventive effect and is likely to diminish the need of assistance, especially when looking at patterns of internal displacement. – WHS West and Central Africa, final report
- ” People affected by conflict need security and hope. Humanitarian action must enable this. – WHS North and South-East Asia, co-chairs’ summary
- ” Strengthening affected peoples’ and communities’ capacities for self-protection. – WHS Eastern and Southern Africa, co-chairs’ summary
- ” Systematically including protection concerns in all assessments and programming by humanitarian organizations, paying special attention to threats specific to various population groups – WHS Eastern and Southern Africa, co-chairs’ summary
- ” Monitoring violations of IHL is required from the outset of a crisis. – WHS Middle East and North Africa, co-chairs’ summary
- ” Humanitarian partners place protection at the centre of all activities with particular attention to women’s safety, dignity and security, before, during and in the wake of crises.” – WHS Pacific, co-chairs’ summary
- ” Psychosocial needs should be integrated into standard procedures for community-based participatory assessments and programming, including through training for parents and teachers on children’s mental health and peer-to-peer approaches for children and youth.” – WHS South and Central Asia, chair’s summary

EMERGING PROPOSALS

The consultations called clearly and consistently for major shifts in humanitarian action to put people at the heart of humanitarian action, with a greater voice, choice and co-leadership of assistance and protection. Four leading proposals have emerged from the consultation proposals that could be taken forward:

First, humanitarian action needs a major conceptual shift to a **demand-led, responsive approach**. The critical role of first responders should be recognized with a commitment to respecting the autonomy and dignity of people affected by crisis, complementing local coping and protection strategies, and building on local capacities.

Second, to enact this approach in practice, **humanitarian organizations and donors should consider reforming their internal processes and priorities**. Organizations should build on existing structures to allow much greater representation of affected people and local actors in decision making and throughout the project cycle. Humanitarian organizations and coordinating bodies need to ensure consistent leadership and resourcing for community engagement in all responses, using common standards, definitions and platforms for community engagement and invest in improving listening skills among their staff must be made a requirement. Humanitarian actors should **scale up the use of cash transfers** and other market-based interventions that empower and provide choices to affected people, with consideration to making cash the default mechanism for the provision of humanitarian relief wherever possible.

Third, stakeholders should **enhance accountability at the highest levels** for enabling and delivering principled humanitarian action that puts people at the centre. Measures to increase accountability could include a mechanism to monitor how the humanitarian system provides assistance, with a particular emphasis on the views of affected people. Proposals have also been made for the ability to compare the performance of donors and agencies to their commitments. States and humanitarian actors should scale up good practices in transparency.

Finally, humanitarian organizations should systematically include the concerns of affected people regarding **their safety and dignity** in all assessments and programming, paying special attention to threats to specific population groups. Governments and donors should invest in projects that contribute to affected people's safety and dignity, including those that strengthen local self-protection mechanisms. [This is also explored in more detail in Chapter 7.]

CHAPTER 2

CLOSE THE GENDER GAP AND INCLUDE EVERYONE IN HUMANITARIAN ACTION



As we embark on this great collective journey, we pledge that no one will be left behind. Recognizing that the dignity of the human person is fundamental, we wish to see the Goals and targets met for all nations and peoples and for all segments of society. And we will endeavor to reach the furthest behind first.”

Transforming our world:
the 2030 Agenda for
Sustainable Development

In all regions, the WHS consultations included the clear call for humanitarian action to empower, include, and meet the needs of all people. In particular, women and girls affected by crises should be able to fulfill their rights to stay in school, engage in a livelihood, enjoy good health, be free from all forms of violence and participate in their communities. Humanitarian action must address the specific needs of women and girls of different ages and backgrounds, while empowering women to be equal partners and leaders.

Broader inclusion requires that people of all ages and physical abilities can participate in decision-making to ensure that humanitarian preparedness and response meets their needs, while building on their strengths and capacities.

The consultations generated a strong call for humanitarian actors at all levels to:

- ✓ make gender equality programming¹¹⁷ the norm in humanitarian programming, support the empowerment of women and girls, and eliminate gender-based violence in all its forms;
- ✓ ensure the safety and welfare of children, giving particular priority to education, and enable the meaningful participation of young people as partners in humanitarian action;
- ✓ correct the neglect of older people and people with disabilities to ensure their humanitarian needs are met, and empower them to participate in humanitarian action.

2.1 CLOSE THE GENDER GAP IN HUMANITARIAN ACTION

Many humanitarian actors are failing in their duty to provide assistance and protection that help women and girls claim their rights and fulfill their needs in a crisis. The consultations recognized this and demanded that those leading humanitarian operations take action to ensure that humanitarians do not just design programmes with women of all ages and backgrounds in mind, but recognize and support women's capacity to play a leading role in this work themselves.

Gender inequality in all aspects of life inhibits women and girls from leading safe, healthy, and dignified lives, and from reaching their full potential. In this landmark year for the UN, this reality has been recognized in processes ranging from the Sendai Framework for Disaster Risk Reduction to the 2030 Agenda for Sustainable Development, and soon in the Global Review of Security Council Resolution 1325. These frameworks affirm that women and girls in crises experience gender inequalities most acutely. Disasters kill more women than men;¹¹⁸ countries suffering from conflict and disasters have the highest rates of maternal mortality and morbidity¹¹⁹ and gender inequalities,¹²⁰ including a deteriorating situation in middle-income countries; and all forms of gender-based violence against women and girls (GBV) spike during conflict. Women and adolescent girls are also the main caregivers and among the first responders in crises, holding their families and communities together.

Evidence shows that gender equality programming has positive, even lifesaving, impact in humanitarian contexts, echoing assessments in development settings.¹²¹ Interventions that meet the needs and build on the capacities of women and girls can be designed using tools and approaches such as gender markers,¹²² gender analysis methodologies, and disaggregation of data by sex and age.

Box 4: Gender equality works for everyone

A recent multi-country study by the Institute of Development Studies and UN Women found that in diverse settings gender equality programming was associated with a host of positive outcomes including: increased number of literate children per household; improved access to running water and latrines for all household members; decreased levels of hunger reported by all households members; and decreased reporting by women of men interfering with their decisions.

Yet gender equality programming is still not widely implemented,¹²³ and there is no formal monitoring of its use or accountability for inconsistent application. Participants in WHS consultations noted that staff either lack the requisite technical expertise or directly resist the incorporation of a gender equality lens in their work, citing the need for rapid response and or fears of offending local customs,¹²⁴ confirming the findings of various reports and evaluations.¹²⁵ Accountability, appropriate funding and political leadership are core requirements for achieving behavioral change.

More broadly, discrimination will not end until men, boys, and community leaders understand how the whole community benefits from valuing women and girls' needs and abilities.¹²⁶ Gender discrimination holds families, communities, and societies back. Everyone must be involved in questioning assumptions and overcoming entrenched attitudes.¹²⁷ Participants in the Eastern and Southern Africa regional consultation encouraged young men to take the lead in educating their peers,



The achievement of full human potential and of sustainable development is not possible if one half of humanity continues to be denied its full human rights and opportunities. Women and girls must enjoy equal access to quality education, economic resources and political participation as well as equal opportunities with men and boys for employment, leadership and decision-making at all levels."

Transforming our world:
the 2030 Agenda for
Sustainable Development



Women and girls must be able to identify themselves their own needs. This need must not be dictated by any other person."

Participant in the WHS
Gender Online Survey

while UN Women's HeforShe campaign was seen as an example of this work at the global level. This all-of-society approach should be kept in mind across all the proposals made.



Culture is not an excuse for misogyny. Culture can change."

Male participant at the WHS South and Central Asia regional consultation in Dushanbe

PROPOSALS FROM THE CONSULTATIONS

- “ Governments, international and national NGOs should work with local CSOs and Red Cross/Red Crescent national societies to strengthen accountability systems where they exist and ensure effective monitoring and reporting on gender equality, women's access to services and assistance, the rights of women and gender-based violence takes place during crisis situations.” – WHS South and Central Asia, chair's summary¹²⁸
- “ Effective information management, including disaggregating data by sex, age, and other key, relevant indicators was stressed as...essential to improving humanitarian effectiveness and increasing accountability and transparency of humanitarian action (and) enabling better planning through the incorporation of a gender perspective that would help ensure women and girls' protection and health needs.” – WHS Chile Gender Equality Consultation
- “ Address protection needs before people were displaced by disaster, require constant gender analysis and related programming by governments and development partners.” – WHS Pacific, stakeholder analysis



If we need immediate assistance, it takes too long when our opinions go through men. We are different. We have different needs. If you deal with women directly, then we could voice our concerns."

Women consulted in Vanuatu after Tropical Cyclone Pam in WHS Pacific, stakeholder analysis

2.1.1 PROVIDE SERVICES THAT RESPOND TO WOMEN'S AND GIRLS' SPECIFIC NEEDS

There was widespread agreement that humanitarian action must meet women's and girls' right to health (including sexual and reproductive, mental, and psychosocial aspects), while fulfilling their rights to information, education and livelihoods. Humanitarian action at all levels must provide these services without discrimination and according to need.

Women and girls called for humanitarian action to fulfill their basic right to services. Services must be designed with women's needs and circumstances in mind, with special consideration for the most at-risk, including refugee and internally displaced women and girls,¹²⁹ and those with disabilities. They also believed that services should enable women and girls to stay in school, engage in a livelihood, raise healthy families, and participate meaningfully in their community.¹³⁰

Participants stressed that health care services must be comprehensive, incorporating mental health, psychosocial care, and sexual and reproductive health care (SRH) that includes access to contraceptives and abortion, especially for survivors of rape.¹³¹ Access to quality SRH was stressed as necessary to avoid preventable maternal mortality and morbidity.

Women also resoundingly called for better access to dignified ways of earning enough to meet their needs, and those of their families, particularly during protracted displacement. Livelihoods must be designed to mitigate the risk of GBV, which may rise if women are working outside the home for the first time, or be seen

to be engaging in activities that part of their community (or the host community) view as inappropriate for women.

Women stressed that as they begin financially contributing to their families, they can become more self-reliant and self-confident, earning respect and influence in their homes and communities.¹³² Urban experts suggested that women's small business be engaged early in efforts to get cities back up and running.¹³³

PROPOSALS FROM THE CONSULTATIONS

- ” Hold humanitarian actors accountable for rolling out the Minimum Initial Service Package services, which includes preventing and managing the consequences of sexual violence, for the specific needs of women and girls.” – WHS Commission on the Status of Women 2015 workshop on gender equality and women's empowerment, report
- ” Quickly scale up education for girls, especially those displaced, to help them avoid early and forced marriage in the short term, and chronic poverty and vulnerability in the long term.” – WHS Commission on the Status of Women 2015 workshop on gender equality and women's empowerment, report
- ” Humanitarian actors should use [gender equality programming] to facilitate the economic empowerment of women and girls, and to multiply the impact of humanitarian action.” – The Effect of Gender Equality Programming on Humanitarian Outcomes, UN Women submission to the WHS

2.1.2 Eliminate gender-based violence

The Secretary-General has called violence against women and girls in all settings a 'global pandemic'. With gender-based violence affecting over 70 per cent of women in some crisis settings,¹³⁴ humanitarian actors have a responsibility to ensure that women and girls are protected from gender-based violence and can access comprehensive confidential response and care.

Women's concerns about personal safety and the risk of GBV reverberated across the consultations, with women from different regions and situations reporting such issues as: sexual violence; domestic violence; early, child, and forced marriage; and sex trafficking. In a survey of affected people in five countries in the Middle East and North Africa, the top priority of women participants was safety,¹³⁵ echoing the 2010 findings in the UNHCR's Dialogues with Refugee Women.

Box 5: Prevention of GBV after the earthquake in Nepal

Prevention of GBV against women and girls in the aftermath of the earthquake in Nepal was one of the central issues raised in the Common Charter of Demands by Women's Groups, a document that representatives of local women's organizations submitted to the Nepalese Government.¹³⁶ It calls for gender equality and the empowerment of women in the humanitarian response, as well as GBV prevention and gender equality approaches to service provision, squarely linking them to women's ability to participate and lead in humanitarian response.

In thematic, national, regional, and online consultations, and in numerous submissions, there was a strong call for greater prevention and protection against all forms of gender-based violence, in conjunction with comprehensive services and facilitated access to specialized services, including prevention and treatment of sexually transmitted infections including HIV/AIDS for survivors.¹³⁷ Practitioners and policy makers urged all actors to expand funding and implementation of global policies, frameworks, and joint initiatives such as the Call to Action to End Violence Against Women and Girls; UN Women/UN Habitat's Safe Cities Initiative; Every Woman, Every Child, Everywhere; and the newly revised Inter-Agency Standing Committee Guidelines for Integrating Gender-Based Violence Interventions in Humanitarian Action.

The consultations highlighted how women's needs, capacities and experiences differ with age and circumstance, and approaches to eliminate GBV must be tailored accordingly. Refugees and internally displaced people expressed their worries about women and girls' huge risk of GBV, including early, forced, and child marriage.¹³⁸ Women and girls with disabilities, those separated from their families, adolescent girls, and young mothers also face heightened risks. Many raised restrictions placed on women's mobility, from a dearth of safe public transportation to cultural taboos against women driving cars.¹³⁹ NGOs and policymakers noted sexual exploitation and abuse by humanitarian workers and peacekeepers, who sometimes also target female humanitarian workers. The High-Level Independent Panel on United Nations Peace Operations has called for improved accountability and justice for sexual exploitation and abuse.¹⁴⁰ The Global Study on Security Council Resolution 1325, which is due in October 2015, is expected to also call for the UN and all implementing partners to redouble efforts to prevent all forms of GBV, including sexual exploitation and abuse. Evidence is clear that current strategies are failing in terms of prevention as well as response in terms of access to services or ending impunity.

Women identified a critical need for women-led, community-based protection and response mechanisms, inclusive of women of all ages and women with disabilities. Whenever possible, they called for locally managed services and local health care workers with gender training. Humanitarians can also better protect women and girls through opportunities unique to urban areas, such as the greater acceptance of women traveling and working outside the home.¹⁴¹ Recent research has also shown that advocacy by women's groups is the single most effective way to get states to integrate gender equality and anti-GBV policies in legislation.¹⁴² These formal and informal mechanisms have produced positive outcomes, but are severely underutilized and underfunded by humanitarian actors.¹⁴³

"Safety scan" tools to address gender-based violence¹⁴⁴



UN-Women supported an innovative approach using technology to address gender-based violence. "Safety Scan tools" were distributed to rural and marginalized women to "map" dangerous areas in real time. While this tool was expected to map unsafe spaces and encourage community leaders to take action accordingly, women's inputs were not taken seriously by community leaders. Community leaders had not been sensitized sufficiently and as a result, targeted spaces remained unsafe for women. The new project did not benefit communities as much as expected, but generated important lessons. Training women in using technology in itself added value, providing an increased sense of empowerment and self-esteem amongst women.

Box 6: Sexual violence against aid workers

Sexual violence against aid workers¹⁴⁵ remains a relatively hidden but pervasive issue. A number of factors contribute to the under-reporting and under-analysis of this problem, including lack of clear guidance for staff on reporting and appropriate referral chains in country;¹⁴⁶ lack of concrete and proactive measures¹⁴⁷ on preventing and processing complaints sexual violence; lack of comprehensive referral chains specifically for aid workers in country; and weak accountability measures.¹⁴⁸ To understand and address the full extent of this problem, submissions called for the acknowledgement within the humanitarian community that there is a sexual violence problem and a commitment to creating solutions to combat it. They suggested training staff, particularly managers, on how to handle acts and complaints about sexual violence, process complaints of and provide care to humanitarians who are survivors of sexual violence. They also called for better policies and dissemination on procedures around the issue, and the development of accountability measures to ensure that legal gaps are closed.¹⁴⁹

PROPOSALS FROM THE CONSULTATIONS

- “ GBV response must include local experts from different sectors, including the development sector, who will help contextualize and build a holistic response.” – WHS GBV online consultation
- “ Addressing GBV must be understood as an essential contribution to the peace- and state-building process in conflict-affected areas as well as a pathway to economic growth and stability.” – UNFPA WHS Submission on Preventing and Responding to Gender Based Violence in Crisis
- “ Explicitly addressing the increased risk of sexual and gender-based violence in humanitarian situations, including against aid workers, and the related need for providers of humanitarian assistance to integrate measures to mitigate this in both their advocacy and programming work and human resources policies.” – WHS South and Central Asia, chair’s summary

2.1.3 Put women in the driver’s seat

Humanitarian action must capitalize on the capabilities of women of all ages and backgrounds and engage women’s groups as partners to transform their communities.

The WHS consultations demonstrated that women are ready to be leaders in humanitarian response, some already are, and called for women to be better supported to do so. Women are among the first responders in disasters, and while in conflict areas they ensure their families can access basic services, stay in school, and remain safe. Women also conduct advocacy with government representatives and reach out across communities to build peace. With their networks and knowledge, women’s groups are ideally placed to assess needs and coordinate with mayors and social services, and other local actors.



In Pisco, we needed women to take the lead in rebuilding after the 2007 earthquake. We made space for them to fully take part in the response.”

Mayor of Pisco, Peru, at WHS regional consultation for Latin America and the Caribbean in Guatemala City

Box 7: Increasing women's participation in refugee camp committees in Turkey¹⁵⁰

In Turkey, AFAD encouraged the refugee camp managements to increase the number of Syrian women in camp committees. As a result, women committees were formed in the camps.

The consultations revealed numerous cases in which local women's groups helped refugee women access services and protection mechanisms, while increasing their role in community decision-making.¹⁵¹ In response to requests, UN agencies have also expanded training for refugee women to engage with and even lead local decision-making structures.¹⁵²

Box 8: Involving young women in humanitarian action¹⁵³

Civil society actors told of young women and adolescent girls with "adult" responsibilities: running households, earning money and caring for family members. During consultations in the MENA region, participants called for more effort to encourage girls and young women's involvement in humanitarian action, as most programmes for youth were directed at boys and young men. A young Syrian woman at the Commission on the Status of Women consultation spoke movingly about refugee girls being forced to drop out of school and marry early instead of completing their education, earning their own money, and actively assisting their community.

There are also many examples of women, such as those in South Sudan and Liberia, formally and informally reaching out across communities and even parties to a conflict, calling for an end to conflict and promoting peacebuilding and social cohesion at all levels.¹⁵⁴ Although appreciation for these efforts is increasing, particularly through the Security Council's Women, Peace and Security agenda, they often meet with resistance and feel impossibly out of reach to most women.¹⁵⁵ A consistent message was the need to increase women's participation in official conflict prevention, peace negotiations or peacebuilding work.


PROPOSALS FROM THE CONSULTATIONS

- “ Governments should ideally legislate, and at a minimum promote, to ensure sufficient participation of women, including through affirmative measures in leadership and decision making processes during both preparedness and response.” – WHS Commission on the Status of Women 2015 workshop on gender equality and women's empowerment, report¹⁵⁶
- “ The mandate of UNSCR 1325, to increase women's participation in all levels of decision-making as well as the incorporation of a gender perspective in all programming, should be applied in disaster settings as well.” – WHS Chile Gender Equality Consultation and WHS Latin America and the Caribbean, stakeholder analysis
- “ Gender and protection concerns can only be meaningfully addressed if women are involved in related decision-making.” – WHS Pacific, stakeholder analysis¹⁵⁷

2.1.4 Make funding work for women and girls

Humanitarian funding mechanisms should mandate and incentivize gender equality programming.¹⁵⁸ However, participants noted that large international projects that fail to deliver for women are funded year upon year,¹⁵⁹ while local women's groups delivering tailored services find it nearly impossible to secure international funding.¹⁶⁰ Tracking funding is also problematic as gender markers are not mandatory tools. More than half of projects entered in OCHA's Financing Tracking System between 2011 and 2014 did not utilize the IASC Gender Marker. In 2014, only 1 percent of those projects had the explicit goal of closing gender gaps by taking targeted action for women and girls.¹⁶¹ In 2014 the InterAgency Working Group on Reproductive Health in Crisis reported that overseas development assistance for reproductive health in conflict affected countries was significantly lower than for countries at peace in the same income category.¹⁶²

Figure 14: Funding to women's groups¹⁶³

 In March 2015, the OECD reported that **ONLY 1 PER CENT** of all funding to fragile states went to women's groups or women's ministries.

In consultations, participants also suggested shifting funds from organizations with poor track records on gender to those with a proven ability to deliver.¹⁶⁴ At a minimum donors should require all funding applications to consider the capacities and needs of women, men, girls and boys throughout the programme cycle, while increasing their funding for programmes that explicitly aim to decrease gender inequalities experienced by women and girls and as well as programmes that empower women and girls to become more resilient and self-reliant. There were also considerable calls for increasing targeted funding to local women's groups, especially for advocacy and empowerment work.¹⁶⁵

PROPOSALS FROM THE CONSULTATIONS

- “Donors should establish dedicated funding mechanisms to provide direct, core, long term support for local and national women's groups to facilitate service delivery, advocacy, and capacity building (and) Make all humanitarian funding conditional on the application of a gender lens.” – WHS UN Women and Care WHS CSW Workshop¹⁶⁶
- “Call for mandatory use of the IASC gender marker, to be applied throughout the programme cycle.” – Development Initiatives and Global Humanitarian Assistance WHS Position Paper

2.1.5 Stand up for women at all levels of leadership

It is time for UN and other senior leaders to end tacit acceptance of the current state of affairs.

Gender equality must be monitored, enforced and encouraged actively, not seen as an exercise in “ticking-the-box”. Good policies already exist, from the Inter-Agency Standing Committee's 2008 Policy Statement on Gender Equality in Humanitarian



I believe the situation worldwide requires proactive action to close gender gaps and this sort of action will not happen without sufficient funding so I see this initiative as priority number One.”

Respondent in the WHS Gender Online Survey



Get those in power or authority to live up to their agreements.”

Respondent in the WHS Gender Online Survey

Action to the Security Council's Women, Peace and Security Resolutions. However, the shortcomings of the IASC and others to fully implement their own policies or to scale up good practices,¹⁶⁷ a lack of technical expertise, and ingrained gender bias work together to prevent implementation.



Member States committed to “using all opportunities and processes in 2015 and beyond to accelerate and achieve the full and effective implementation of the Beijing Declaration and Platform for Action in order to achieve concrete results in each review cycle, and strive for the full realization of gender equality and the empowerment of women by 2030.”

Political Declaration
on the occasion of
the 20th anniversary
of the Fourth World
Conference on Women

To remedy this implementation deficit, participants called for a workforce that is 50 per cent female at all levels, with both men and women with certified in gender equality programming as part of broader efforts to professionalize humanitarian work. They also called for support for local women's leadership in monitoring and accountability mechanisms.

Participants and submissions also strongly called for a collective effort to produce long-term attitude shifts towards women and girls, ensuring consistent implementation of gender equality programming and zero-tolerance of discrimination. Until a non-discriminatory, gender equality approach is the norm, rather than the exception amongst those in leadership, programmes will remain gender-blind and women and girls will continue to lose out. Senior leaders, including the Secretary General and Emergency Relief Coordinator, could personally monitor compliance and commit to replacing Humanitarian Coordinators who fail to deliver.

PROPOSALS FROM THE CONSULTATIONS

- ” Hold leaders accountable for implementing commitments to women and girls.” – WHS Gender Online Survey
- ” Mandate gender equality training for all humanitarian workers, and all local and national government staff ...create and/or strengthen gender teams and focal points in emergency offices and other relevant entities to eliminate stereotypes between men and women, including in regards to their capacity to engage in humanitarian action.” – WHS UN Women Care International CSW Workshop¹⁶⁸
- ” Support the establishment of global and national level mechanisms in the humanitarian system to report on the implementation of gender equality programming in humanitarian action, as well as independent, civil society led shadow reporting mechanisms at national and international levels (similar to CEDAW), both of which could report annually or biannually.” – WHS UN Women Care International CSW Workshop¹⁶⁹

2.2 ENSURE HUMANITARIAN ACTION INCLUDES EVERYONE

In addition to gender, age is a crucial factor in how people experience humanitarian action. Children and youth often lose access to health facilities, schools, and other sources of information, protection, and support. All humanitarian action needs to protect the rights and address the specific needs of these girls, boys, young women and young men, and ensure their full participation in humanitarian preparedness, response, and recovery.¹⁷⁰ Humanitarian action also must respond to the specific needs of older people and those with disabilities, while building on their capacities to contribute to humanitarian preparedness and response.

2.2.1 Lift children out of crisis

Today, 40 per cent of the 1.4 billion people living in countries impacted by crises are under the age of 15.

There are nearly 30 million refugee children, nearly half of the world's refugee population.¹⁷¹ Children, defined as those under the age of 18, also make up nearly half the world's internally displaced people.¹⁷² More than 230 million children live in areas affected by conflict and millions more face risks from natural hazards and epidemics. Emergencies may take up much of a child's formative years, influencing crucial stages of social, cognitive, emotional and physical development. Like adults, boys and girls may face injury and disability, physical and sexual violence, psychological distress and mental health concerns, but they will experience them differently. In times of crisis, children face significant protection risks, with girls at greater risk of sex trafficking and child marriage, and boys of recruitment into armed groups and child labour, while both may become separated from their families. These protection risks are interconnected and compounding.

Because children have needs, capacities and perspectives that differ from those of adults, humanitarian action must serve the specific needs of children in all stages of preparedness and response, and prioritize education and protection for children affected by disasters or conflicts. With protracted crises becoming "the new normal," humanitarian action must address children's needs with a longer-term focus. Although, children may not be able to return to their homes, humanitarian action must enable children to return to learning as soon as possible, by providing safe, accessible learning environments.

Box 9: Education in emergencies¹⁷³

In emergencies, quality education is crucial to provide children with physical, psychosocial and cognitive protection that can be both life-sustaining and life-saving. Despite this, research shows that child protection and education are among the least funded humanitarian sectors.

Humanitarian action should also recognize children's capacity and the vital roles that many play in supporting their families and communities. Children may be first responders, primary carers for younger siblings or older relatives, or even breadwinners. A survey in Syria showed that 83 per cent of child participants would participate in relief efforts if given the chance.¹⁷⁴

Innovations for children¹⁷⁵



UNICEF's Digital Drum is designed to help rural communities that have difficulty getting information about health, education and other issues. These solar powered computer kiosks, which come loaded with education content, are made of locally available metal oil drums and built to be durable against the elements. The intellectual property has been made open source and the product can be manufactured by private sector companies.



Safety is everything and without it nothing is possible."

Child in Homs, Syria
Putting Children at
the Heart of the World
Humanitarian Summit



An entire generation can be lost if children are not provided with safe, accessible learning environments. In both the protection and education spheres, the needs of girls and boys may also differ from each other, making it all the more important that programming take the specific risks that girls and boys face into account."

Children in Crisis, UNICEF
Position Paper for the WHS

PROPOSALS FROM THE CONSULTATIONS

- “ Humanitarian actors to create a child marker for all humanitarian programming in order to address children’s unique needs in humanitarian settings.” – Children in Crisis, Unicef Position Paper for WHS
- “ Child protection and education in emergencies must be prioritized as lifesaving interventions alongside health, food, water and shelter. Greater cross-sectoral coordination must be achieved to ensure children’s safety, well-being and recovery.” – Putting Children at the Heart of World Humanitarian Summit, Child Focused Agencies Position Paper
- “ Strengthen children’s participation in the humanitarian response. Humanitarian efforts are most effective, and most protective when girls and boys of different ages input into assessment, design, implementation and monitoring – and schools are an ideal place for coordinating this engagement with children.” – Child Protection and Education in Emergencies, Global Protection Cluster Position Paper for WHS
- “ Pledge that child-sensitive disaster preparedness and risk reduction will be core elements of planning efforts, particularly in major urban areas.” – Children in Crisis, Unicef Position Paper for WHS



It is important to educate the leaders and have them sit with the youth and make them understand that we are going in the same direction.”

Participant in the
WHS Youth Online
Consultation

2.2.2 Put young people at the forefront of humanitarian action

In many conflict and post-conflict settings, young people are the majority of the population.¹⁷⁶

Youth is a critical stage when young women and men above the age of 18 develop capabilities required for productive, healthy and satisfying lives. Humanitarian crises disrupt this critical period in development and erode the familial, social, religious and education structures upon which young people depend for livelihoods, security and protection. This places a large number of young people at risk of poverty, violence and abuse. Yet humanitarian actors often do not specifically address the needs of young men or young women, who are particularly vulnerable during this period of their lives. Open-ended consultations with young people in Indonesia and Pakistan¹⁷⁷ have clearly demonstrated the impact of crises on their livelihoods and the urgent need for humanitarian actors to take their needs into account. The neglect of youth, and their marginalization over time in protracted crises, can also sow the seeds of future instability.

The common thread of a youth consultation process involving more than 3,500 young people throughout the world was the call for a more age-sensitive approach in humanitarian action.

Young men and women around the world already play major roles in humanitarian action: as first responders, volunteers, care-givers to their families, even as bread-winners. They have skills and capacities [see Figure 15] that mean they can be important allies for those designing and implementing emergency preparedness and response. For example, they contribute to data collection, develop innovative approaches to community problems, and play an active role in protection. Young people’s participation is also vital to the localization of humanitarian action.

Meeting the needs of young women and men is also a key building block to building resilience in communities, and to supporting community-level recovery and transition to sustainable development after a crisis or disaster.

Figure 15: Youth in humanitarian action¹⁷⁸

Emerging youth priorities	What youth can offer
Participation as equal partners in humanitarian action	Ability to learn and adapt
Formal and non-formal education and skills training programmes	Innovative and creative approaches to solving emerging issues
Platform and innovation hubs to promote youth capacity-building	Rapid data collection, assessment and dissemination
Multi-sectoral programming for children and youth	Major integration into the society and improved responsiveness

U-Report for increased community engagement¹⁷⁹



U-Report is an SMS and Twitter based tool that allows young people to speak out on issues that matter to them and have the results mapped in real-time. Available on the new RapidPro software U-Report has high potential for scaling up, which is exemplified by its presence in 15 countries, mostly in Africa, with many more in the pipeline. Over 1 million youth are interacting with UNICEF and UN and NGO partners on a weekly basis in the largest youth engagement tool of its kind. For the World Humanitarian Summit, UNICEF and partners used U-Report to ask over 550,000 young people questions across 5 countries to better understand their experiences with emergencies, the level of assistance they received, who provided it and whether or not it met their expectations. Over 170,000 messages from young people were received, each expressing a view or opinion based on their own perceptions. Countries involved were Nigeria, Uganda, Sierra Leone, Liberia and Mali.



Children and youth are agents of change and should be given the space and modalities to contribute to disaster risk reduction, in accordance with legislation, national practice and educational curricula.”

Young people consulted for WHS did not see themselves only as vulnerable or as victims, but as agents of change, with capacities to contribute to preparedness and response. Participants of all ages requested the meaningful engagement of young people in humanitarian action and called for the recognition that young people’s participation is key to implementing effective and sustainable responses. They called for humanitarian responses to include strategies for youth capacity building and empowerment. Educational and vocational training was considered essential to empower young women and men with the proper skills to lead transformative change in their communities: areas that are often underserved in crisis response.

Finally, young people are driving the development of creative solutions and insights into humanitarian crises, and the consultations recommended strategic partnerships with youth and local, national and international partners across sectors to drive humanitarian innovation. Youth are also the best adapted to social technology, enabling them to mobilize local efforts. Young people emphasized the transformative potential of social media platforms to disseminate information and provide a voice.

Sendai Framework for
Disaster Risk Reduction

Engaging young people in the Ebola response¹⁸⁰



“As part of its Ebola response work in Sierra Leone and Liberia, Plan International helped children and youth groups actively engage in prevention and response efforts, whilst also benefiting from peer support. Activities built upon Plan’s prior longer-term development work on child and youth engagement and youth-led media activities, including activities supported by Plan’s Youth Advisory Panels and its Global Voice for Change project. Plan has connected young people between 14 and 24 years of age from Sierra Leone, Liberia and Norway. The young people are part of child and youth groups in their communities and members of broader children and youth networks in both countries. One key new approach to supporting dialogue and exchanges between these young people was through the use of conference calls with the members of the Global Voice for Change youth-steering panel and through a WhatsApp network group. The young people were supported by Plan and partners’ youth engagement staff on coordination, follow-up on agreed actions and psychosocial support. Communications staff helped them to develop blogs distributed on Facebook and Twitter, and a closed Facebook group was established. The young people were given credit for internet and telephone calls on mobile phones, and in some cases mobile phones had been provided to enable young people to connect while quarantined in their homes, communities or districts.”

SUMMARY OF PROPOSALS FROM ONLINE AND OPEN-ENDED YOUTH CONSULTATIONS

- ” Build a people-centred and age-sensitive approach that is capable of addressing youth-specific needs and that guarantees the meaningful participation and co-leadership of young people in humanitarian action.
- ” Engage youth in the design, implementation, and assessment of humanitarian action through inclusion in operations and governance structures.
- ” Enhance capacity building, peer-to-peer education, and youth-led programs to empower young people as actors of change in humanitarian settings and fragile contexts.
- ” Develop innovation hubs at different levels to promote youth capacity building and proactive rather than reactive aid.

2.2.4 Correct the neglect of older people

Humanitarian action is neglecting older people. The consultations called for all humanitarian actors to prioritize the safety and welfare of older people in crises. More than a tenth of the world’s population is 60 or over, with the number projected to surpass a billion before 2020. By 2050, there will be nearly as many people aged over 60 as under 15, the vast majority in developing countries.¹⁸¹ However, less than 1 per cent of humanitarian financing specifically targets older people.¹⁸²

Available data, although limited, shows that older people are disproportionately at risk of dying in a disaster.¹⁸³ The consultations also emphasized that in armed conflicts many older men and women are at high risk of staying behind, becoming separated from their families, and suffering from acute physical and psychological distress, especially in cases of forced displacement.¹⁸⁴ In urban areas, where older people are more likely to live alone, conflicts or disasters may cut them off from services, while in all areas older people's health needs, including poor nutritional status and vulnerability to non-communicable diseases, require specific attention.¹⁸⁵ Consultations noted that older people are disproportionately affected by physical disabilities,¹⁸⁶ limiting access to humanitarian assistance and protection, while older women are particularly vulnerable to abuse, neglect, and exploitation after a disaster. Compounding these problems, humanitarian actors lack the data to make informed programmatic decisions about older people, and the incentive structures, skills and knowledge to meet their needs.

Submissions called for leadership at all levels to make sure that governments and humanitarian organizations collect sex- and age-disaggregated data to make evidence-based decisions, including funding choices,¹⁸⁷ to meet older people's needs.¹⁸⁸ The consultations also called for the traditional knowledge, experience and skills of older people to be considered an invaluable asset in developing context-specific and culturally appropriate strategies for disaster risk reduction, humanitarian preparedness, emergency response and recovery.¹⁸⁹ Building on the Sendai Framework for Disaster Risk Reduction, participants recommended that older people be regarded as key informants in decision-making and action throughout this cycle.¹⁹⁰



The traditional knowledges held in experiences of our leaders and elders, and collectively in our communities, have much to offer the world.”

Participant in WHS Pacific online consultation

PROPOSALS FROM THE CONSULTATIONS

- ” Build on the age inclusive framework set out at Sendai. Synergies between the Sendai Framework for Action and the outcomes of the WHS should align and mutually reinforce each other, with the inclusivity of the former serving as a minimum starting point for the WHS recommendations.” – HelpAge International submission for the World Humanitarian Summit
- ” Reforms to the humanitarian system must provide sufficient profile and representation for older people to address their marginalisation. A UN Convention on the Rights of Older People should form a central element of Member State commitment to this endeavor.” – HelpAge International submission for the World Humanitarian Summit
- ” All actors committed to humanitarian principles must be accountable for addressing the needs of older men and women. Donor initiatives to support the inclusion of ageing in humanitarian response should be expanded and tracked to ensure that older people's needs are being met.” – HelpAge International submission for the World Humanitarian Summit

2.2.5 Make humanitarian action work for persons with disabilities

Persons with disabilities are falling through the cracks of humanitarian response. Conventions and policies must be translated into action, and realized through global accountability mechanisms.

According to the World Health Organization, 15 per cent of any population will be persons with disabilities.¹⁹¹ Persons with disabilities are among the most disproportionately affected in disaster or conflict situations, and emergencies may cause a further increase in disabilities.¹⁹² The UN Convention on the Rights of Persons with Disabilities states that Parties shall “ensure the protection and safety of persons with disabilities in situations of risk, including situations of armed conflict, humanitarian emergencies and the occurrence of natural disasters.”¹⁹³ Despite this obligation, persons with disabilities report being neglected in humanitarian contingency planning, assessment, design and response.¹⁹⁴ Gender, age and type of disability can further influence participation in and access to humanitarian interventions. Women and girls, and those with mental and intellectual disabilities, face added discrimination and protection concerns, including exploitation, abuse and gender-based violence.¹⁹⁵



Most of the time, persons with disabilities are seen as merely recipients. When persons with disabilities say we would like to be part of the emergency response, it is not taken seriously, since the thinking is that we cannot provide any support. This is just a belief and not the truth. Persons with disabilities can be strong contributors.”

Person with disability from India in Handicap International, Disability in Humanitarian Context

A survey of 769 persons with disabilities, disabled people’s organizations, and other humanitarian actors confirmed the extent of the problem. Three quarters of respondents with disabilities stated that they did not have adequate access to basic assistance such as water, shelter, food or health in a crisis. Half reported no access to disability-specific services, such as rehabilitation, assistive devices, and access to social workers or interpreters. Those affected by conflicts reported significantly less access compared to natural disasters.¹⁹⁶

At the same time, persons with disabilities have untapped capacity to help their communities and contribute to humanitarian action,¹⁹⁷ such as by assuming volunteer and mobilizer roles.¹⁹⁸

More humanitarian agencies are adopting policies on persons with disabilities¹⁹⁹ and UN resolutions and Secretary-General’s reports are calling for improved disability inclusion.²⁰⁰ There are, however, no globally endorsed standards or guidelines to ensure systematic implementation, and humanitarians also lack the technical expertise to carry out disability inclusive programming.²⁰¹

PROPOSALS FROM THE CONSULTATIONS

- ” Establish and adopt globally endorsed inter-agency guidelines for disability inclusion in humanitarian action.” – Women’s Refugee Commission: Priorities for the World Humanitarian Summit
- ” Create a disability focal point role to mainstream disability within clusters and operational agencies.” – Handicap International, Disability in humanitarian context: Views from affected people and field organizations
- ” Build community capacity and information-flow mechanism to identify and report on population groups not being reached.” – Global Forum for Improving Humanitarian Action

EMERGING PROPOSALS

The Summit presents an opportunity to significantly improve the international humanitarian system's capacity to take a rights-based approach to save women's lives, protect them from violence, and enable them to be leaders in building dignified futures for themselves and their communities. There are also steps needed to recognize that women's coping skills, knowledge and experience as first responders must inform response, planning and risk-mitigation. These shifts will require concerted leadership and funding to ensure institutional and cultural change, including the following measures:

First, governments and humanitarian actors should **end non-compliance** with their own gender equality policies and frameworks and to scale up good practice. Leaders should pledge to take personal accountability for this.

Second, donors should **only consider funding programmes that demonstrate a strong commitment to women and girls** across the humanitarian programming cycle, and to divert funding away from those that do not. Governments, private foundations and other donors should invest in existing grantmaking vehicles that make direct grants to local women's organizations, including rapid grants dispersal mechanisms in emergencies and the new Global Acceleration Instrument on Women, Peace and Security and Humanitarian Action. With greater direct investment in project and advocacy work, as well as reliable and longer-term core funding, local women's organizations will be better equipped to ensure women and girls' rights are addressed in humanitarian settings. They will also become more influential at all levels, serving as a catalyst for the institutional and cultural changes necessary for gender equality and helping to ensure attention to the richness of women's experiences, their different circumstances, and their specific skills and needs.

Third, the humanitarian system should establish **accountability measures** to track the impact of humanitarian action on women and girls throughout the humanitarian programme cycle, while ensuring adequate sex- and age-disaggregated data collection and analysis is available to do so. There has been a strong call for an independent panel of leaders, including local women, to be formed to track progress in closing the gender gap in crisis situations and monitor how effectively women and girls can access their right to protection, humanitarian services, and decision-making processes. This should focus on where women of all ages are at most risk, where most preventable deaths occur and where their rights are most violated. This panel could be in the form of a Women's Advisory Council, and be launched at the Summit.

Fourth, there should be an expansion in the global commitment to **ensuring women and girls are safe** from the start of every emergency or crisis. This moment is the opportunity to scale-up the objectives and activities of the Call to Action on Protection from Gender Based Violence in Emergencies, including its accountability framework for gender equality programming. In advance of the Summit, a campaign could begin to ensure the number of parties to the Call from the Global South matches the number of actors from the Global North by May 2016, and that both increase further.

Current international humanitarian actors, including the UN, cannot drive these changes alone. They should partner with other multilateral institutions, major foundations with gender expertise, and others. Joint, holistic work, which takes both a short- and long-term view, is necessary to ensure the rights and meet the needs of half the population.

In addition to including women, humanitarian action is failing if it does not include everyone and address the specific needs of the most vulnerable, particularly children, young people, older people, and persons with disabilities.

First, **child protection and education in emergencies must be prioritized** as life-saving interventions alongside health, food, water and shelter. Consultations called for better cross-sectoral coordination to ensure children's safety, well-being and recovery, and proposed a child marker to assess whether children's unique needs are being met.

Second, in consultations, young people demanded **meaningful participation and co-leadership** in humanitarian action. There were strong calls to engage young people in the design, implementation and assessment of humanitarian action, to enhance peer-to-peer education and youth-led programmes to empower youth through national and global networks to rally in support of those in dire need.

Finally, consultations also called for all stakeholders **to correct the neglect of older people and persons with disabilities** in humanitarian action, and to develop the evidence, skills and incentive structures to ensure that their needs are met and that their knowledge and experience is included in humanitarian decision-making. They also called for the further development of global conventions, standards and other mechanisms to ensure that states and humanitarian organizations systematically fulfil their obligations towards vulnerable groups during crises.

PART II

ADAPT TO CONTEXT



CHAPTER 3

SERVE THE NEEDS OF PEOPLE IN ARMED CONFLICTS

Every year, more than 170 million people are directly affected by armed conflicts.²⁰² The human cost of these conflicts is staggering.



Conflict-affected populations needed security and hope, and humanitarian action should aim to provide these and help communities to live without fear.”

WHS North and South-East Asia, final report



There are no humanitarian solutions to political problems.”

WHS Middle East and North Africa, co-chairs' summary

The number of people killed in conflicts rose sharply in 2014, to 163,000,²⁰³ and even this stark figure masks the full scale of mortality. Armed conflicts disrupt health and economic systems, resulting in hundreds of thousands of avoidable fatalities each year due to secondary effects such as disease and hunger, compounded by the indignities of displacement, destitution, sexual violence and trafficking. The 2010-2012 famine in Somalia caused some 260,000 deaths, killing as many as 10 per cent of children under five in some areas. Had the country not also been experiencing conflict, the drought might not have caused famine at all.²⁰⁴

Humanitarian action cannot be a substitute for political solutions to address the causes of suffering and bring about an end to conflicts. Nonetheless, in the absence of political action, humanitarian relief is a lifeline to millions of women, men and children around the world whose lives have been disrupted by war. The consultations generated a strong call to do more to reduce the human suffering that results from armed conflicts. This charge has two inter-related dimensions that should be taken forward by all humanitarian actors at the Summit:

- ✓ First, because “there are no humanitarian solutions to political problems,”²⁰⁵ there needs to be greater political action to prevent and end armed conflicts and to enhance respect for international humanitarian law (IHL).
- ✓ Second, humanitarian action should better meet people’s needs in situations of armed conflict.

3.1 ENSURE POLITICAL ACTION TO ADDRESS SUFFERING FROM CONFLICTS

3.1.1 Invest in peace and conflict prevention

States have obligations to foster peace and uphold people's rights to live lives free from fear and want.

Upholding this obligation requires governments and the international community to deal with political crises through early warning and preventive diplomacy. Once violence has erupted, political actors must create the conditions for peace, with regional actors playing a particularly important role.²⁰⁶

The consultations also reaffirmed the importance of keeping humanitarian work distinct from political and security processes,²⁰⁷ with strong agreement that “there should be a clear distinction between humanitarian and political action, with efforts made to avoid the use of aid for political purposes.” As remarked by the President of the ICRC: “In theory we all share the same aspirations for global peace, development and security, as well as the understanding about the limits of humanitarian action in addressing or preventing the causes of crisis. In practice however, our experience shows that emergency access to vulnerable populations in some of the most contested areas depends on the ability to isolate humanitarian goals from other transformative goals, be they economic, political, social or human rights related.”²⁰⁹ Such distinction may be especially challenging in contexts where humanitarian action overlaps with peacekeeping missions. In addition, the use of military force must not be presented as if it were a humanitarian endeavor.²¹⁰

While the consultations agreed on the paramount need to keep humanitarian action distinct from political and security processes, they noted that mediators in peace processes could benefit from the expertise of humanitarian actors on issues such as ways to address displacement in an agreement²¹¹ or take advantage of cease-fires and peace negotiations to improve humanitarian access during negotiations or in the aftermath of an agreement. The provision of such expertise by humanitarian actors was seen as consistent with, maintaining neutrality.²¹²

3.1.2 Ensure respect for international humanitarian law

A major effort is needed to promote respect of IHL and other relevant frameworks, to preserve humanity in war, and to protect civilians and persons hors de combat.

The consultations identified international humanitarian law as the key instrument for limiting suffering in armed conflicts.²¹³ Yet, despite progress in the past 20 years,²¹⁴ direct targeting and indiscriminate attacks on civilians and civilian infrastructure, such as schools and health facilities, remain recurrent features of contemporary armed conflicts. Other serious causes for concern include the denial of humanitarian aid, the execution of civilians and captured combatants, detention in dire conditions, and civilians used as hostages or forced into slavery.

Several consultations demanded that laws be upheld by consistent action and that violators be held accountable,²¹⁵ acts that require political will by parties to conflicts, but also more widely by the States that have ratified these instruments. States have the primary responsibility to assist and protect those residing within their territory.²¹⁶



We are determined to foster peaceful, just and inclusive societies, which are free from fear and violence.”

Transforming our world:
the 2030 Agenda for
Sustainable Development



Solving conflicts that cause human suffering is not the task of humanitarian responders.”

European Commission,
Towards the World
Humanitarian Summit:
A global partnership for
principled and effective
humanitarian action



It is also necessary to prevent the use and manipulation of the humanitarian action to win political, economic or commercial advantages.”

Spanish Position on the
Issues Emerging From the
Regional Consultation in
Europe and Others to the
2016 World Humanitarian
Summit



Parties to conflicts, including armed groups, were urged to meet their obligations in the respect of IHL and facilitate the work of humanitarian actors, including by ensuring access and lifting restrictions that preclude their work.”

WHS Middle East and North Africa, co-chairs' summary

The consultations therefore called for States to reaffirm their commitment to better respect, and ensure greater respect for, international humanitarian law at the Summit, among other opportunities.²¹⁷ Consultations also recalled states' responsibility to allow and facilitate rapid and unimpeded access of local and international humanitarian relief that is impartial and without adverse distinction,²¹⁸ calling for states to provide humanitarian access quicker and without restrictions.²¹⁹

The consultations also emphasized the need for non-state armed groups to respect all relevant bodies of international law, with specific focus on IHL, and to fulfil their obligations to facilitate humanitarian assistance and protection for people under their influence.²²⁰ They should for example make a unilateral declaration, issue directives to their fighters, and promulgate codes of conduct and permanent orders that reflect their IHL obligations.²²¹

Parties to armed conflicts should conclude agreements or arrangements with other parties to a conflict regarding the protection of civilians or modalities for humanitarian action. Recent examples can be found in Syria (notably around Homs in May 2014) and in Yemen (May 2015), albeit short-lived and not successfully repeated. Agreements may include provisions for temporary ceasefires, clearance for certain roads (humanitarian corridors), or safe-conduct for humanitarian staff.²²²

Many participants in consultations and submissions called for stepping up voluntary measures for States and other parties to a conflict to improve respect of IHL. Humanitarian actors have a role to play in training and dissemination of IHL with armed and security forces, including local combatants.

Virtual training on international humanitarian law²²³



Innovations in **eLearning** have been developing at a fast pace alongside the latest technologies, engaging and empowering humanitarian workers around the world. eLearning enables organizations to provide **flexible resources** that can be used on the move and out in the field. Courses are available globally in essential humanitarian topics such as disaster response, crisis leadership, human rights and international humanitarian law.

The ICRC has adapted a military game, *ARMA 3*, as an internal training tool. This tool is also used to educate armed forces on the importance of international humanitarian law. The game is changing the nature of the ICRC's training, extending its reach by a factor of 100. The ICRC also seeks to assess how this innovative method shapes the behaviors of armed forces, hoping that it will lead to greater respect of international humanitarian law.

PROPOSALS FROM THE CONSULTATIONS ON VOLUNTARY MEASURES TO INCREASE RESPECT FOR INTERNATIONAL HUMANITARIAN LAW

” The ratification of relevant treaties, notably the Protocols Additional to the Geneva Conventions and the Convention Relating to the Status of Refugees (1951) and its Additional Protocol (1967).²²⁴

- ” Ensuring national legislation conforms to ratified instruments, including through creation of national committees to advise and assist governments in implementing and disseminating IHL.²²⁵ Cooperation between such committees should be encouraged.
- ” Ensuring all parties to a conflict have appropriate procedures into place in doctrine, training and education, and in any security sector reform processes.²²⁶
- ” Adopting national policies or strategies to further the protection of civilians, including IDPs, as well as National Action Plans pursuant to Resolution 1325.²²⁷
- ” Providing IHL training for armed and police forces, as well as other relevant officials, with the support of donors and participation of humanitarian actors where relevant.²²⁸

State-led initiatives at the international level, such as the Reclaiming Protection of Civilians under IHL²²⁹ and the Global Action on Mass Atrocity Crimes,²³⁰ can inspire States to help each other build capacities.

States that may be backing parties to a conflict should also comply with their obligations to promote respect for IHL. Diaspora groups do not have the same obligations but should also use their influence with the same objective.

The consultations also emphasized the need for measures to hold perpetrators to account, calling for States to prosecute perpetrators of serious violations of IHL through new or existing national, regional, or international mechanisms.²³¹ When national authorities cannot or will not prosecute violators, the international community should make use of other mechanisms, including the international courts.²³² There is a perception that global governance mechanisms, including the UN Security Council, are failing to adequately address the lack of respect for IHL,²³³ leading participants at one consultation to suggest that the veto should not be used in Security Council decisions on issues related to humanitarian action.²³⁴

PROPOSAL FROM THE CONSULTATIONS

- ” Monitor the application of IHL and hold perpetrators of violations accountable through the establishment of national or international mechanisms or to activate those that are already in place. This included calls for the better use of international courts, notably the International Criminal Court. There was concern at perceived double standards in condemning and calling to account those that violate IHL in the region, with participants calling for greater enforcement in an objective and universal manner.” – WHS Middle East and North Africa, final report



With all the will in the world, humanitarian action cannot be a substitute for political action. The Council must exert leadership to push for a political solution.”

Emergency Relief
Coordinator Stephen
O'Brien, Speech to the UN
Security Council on
27 August 2015

3.2 ENABLE HUMANITARIAN ACTION IN ARMED CONFLICTS TO MEET PEOPLE'S NEEDS

3.2.1 Keep people safe from harm and meet their needs

In conflicts, people are at greater risk of murder, torture, rape, forced recruitment, hostage taking, and other forms of violence. They may be deprived of food, water, medical care and other goods and services essential to survival. Humanitarian action should address all these needs.



We need better
protection measures.
We are afraid.”

Syrian refugee woman
in Jordan in WHS
Middle East and North
Africa, stakeholder
analysis

Armed conflicts affect women, men, children, older people and other groups differently, which calls for tailored protection and assistance that meet the most pressing needs.²³⁵ The consultations emphasized the importance of addressing women's and girls' protection needs to reduce the risk of gender-based violence in conflict, including sex trafficking and early, forced and child marriage; which affect them disproportionately.²³⁶ Submissions pointed to increased attention to this issue, including the Call to Action on Protecting Girls and Women in Emergencies, the Prevention of Sexual Violence in Conflict, and other policy initiatives.²³⁷ Men also have specific vulnerabilities and are more likely to die in conflicts, whereas women die more often of indirect causes, including after the conflict is over.²³⁸ Boys and men have higher vulnerability to recruitment and the resulting psychosocial effects.²³⁹ In addition, the negative impact of conflicts on children more broadly requires better safeguarding of education.²⁴⁰

Box 10: Armed conflicts in cities²⁴¹

Urban warfare has been a recurring feature in recent conflicts. Cities are targeted for their wealth and resources, and as seats of political power. Warfare in urban areas typically produces high casualties, while causing extensive damage to infrastructure and systems that residents and the humanitarian system rely on. The electrical grid, housing stock, water systems, sanitation and markets often are damaged or destroyed, or may be controlled by warring parties. Explosive hazards contaminate populated areas, limiting freedom of movement, reconstruction efforts, and livelihoods, requiring emergency clearance that is not always available.

Humanitarian response in conflict-affected cities requires a combination of direct support of affected people and efforts to restore systems. Both require engagement with local officials, including de facto authorities, who maintain basic services, have area knowledge, and are able to mobilize constituencies. Direct dialogue with parties to the conflict may also allow for the continued provision of water and electricity.

The consultations emphasized that protection concerns must be integrated systematically in all assessments and programming in armed conflicts, and should be based on analysis of the specific context. The consultations called for better cooperation among humanitarian organizations, including local actors, and with local authorities, to better deliver on protection for people affected by armed conflicts.

Box 11: Protection by presence

No consensus on what protection by presence can achieve and on its limitations was evident in the consultations. Yet, unarmed protection strategies have received attention from peacekeepers, human rights organizations and humanitarian actors. The report of the High-Level Independent Panel on Peace Operations found: “Many non-governmental organizations, national and international, also ensure protection by their civilian presence and commitment to non-violent strategies for protection. [United Nations] Missions should make every effort to harness or leverage the non-violent practices and capabilities of local communities and non-governmental organizations to support the creation of a protective environment.”²⁴² In some situations, civilians can bring protection to other civilians by accompanying threatened people as they go about their daily lives.²⁴³

PROPOSALS FROM THE CONSULTATIONS

- ” The role of education should be warranted special attention in conflict situations, given the negative impact of conflict on children.” – WHS Eastern and Southern Africa, stakeholder analysis
- ” Systematically including protection concerns in all assessments and programming by humanitarian organizations, paying special attention to threats specific to various population groups.” – WHS Eastern and Southern Africa, co-chairs’ summary
- ” Systematically include protection concerns in all assessments and programming, paying special attention to threats specific to various population groups, including women, men, boys and girls, the elderly and less able.” – WHS Europe and Others, final report
- ” Monitoring violations of IHL is required from the outset of a crisis.” – WHS Middle East and North Africa, co-chairs’ summary
- ” Some participants also called for humanitarian organizations to enhance their capacities in protection through training and mentoring of their staff and to adjust their protection approaches to increasingly urban contexts, in which they cater to specific needs and sensitize host communities to protection issues.” – WHS Middle East and North Africa, final report
- ” Programme planning should be approached in a holistic way, including the provision of basic services and protection to serve the needs of people affected by conflict.” – WHS Latin America and the Caribbean, co-chairs’ summary

3.2.2 Enable humanitarian actors to engage in dialogue with all parties

The regional consultations strongly affirmed that humanitarian actors must interact with all parties to a conflict to facilitate the provision of assistance and protection.²⁴⁴ A legitimate humanitarian dialogue can encompass many elements, depending on mandate and expertise: ensuring access and security of staff; ensuring the security of affected people; understanding needs; engaging in protection dialogue; and promotion IHL and other bodies of law.²⁴⁵

Organizations such as UNICEF, ICRC and Geneva Call have developed specialized capacities to work on relevant bodies of law with parties to a conflict, including non-state armed groups. The parameters of dialogue with armed groups was a matter of interest in the consultations,²⁴⁶ and have been defined in the 2006 Humanitarian Negotiations with Armed Groups: A Manual for Practitioners prepared by the United Nations²⁴⁷ and in the 2011 Rules of Engagement study by the Geneva Academy of International Humanitarian Law and Human Rights Law.²⁴⁸

Regional consultations stressed that humanitarian actors need to ensure adequate time and personnel, as well as training and security measures for all staff who engage in such dialogue.²⁴⁹ This requires that they develop policies regarding the goals, modalities and limits of their dialogue with parties to conflicts.

PROPOSALS FROM THE CONSULTATIONS

- ” Humanitarian organizations need to interact transparently with all parties in a conflict. This interaction must not help reinforce one or the other party in the conflict (principle of neutrality).” – WHS West and Central Africa, co-chairs’ summary
- ” The importance of building trust between those who aim to deliver assistance and those who can facilitate this happening needs to be prioritized.” – WHS North and South-East Asia, co-chairs’ summary
- ” Participants emphasized the need to encourage rather than criminalize this engagement with armed groups for legitimate humanitarian purposes.” – WHS Middle East and North Africa, final report
- ” Protection could be achieved by promoting IHL with all parties to a conflict and raising awareness on the potential humanitarian consequences of violations as an indirect contribution to peace-building.” – WHS South and Central Asia, final report

3.2.3 Increase access, proximity and security

The consultations noted that limited humanitarian access during conflicts contributes to human suffering from conflicts. There were repeated calls for all parties to conflicts to facilitate unimpeded access.²⁵⁰

Humanitarian access is often denied or obstructed. The most common obstacles include the refusal of access by conflicting parties, logistical constraints,²⁵¹ and government restrictions such as visa delays and lengthy administrative procedures.²⁵²

The consultations made clear that there is no “one-size-fits-all” solution to access constraints: they have varied causes and require differentiated solutions.²⁵³ Nonetheless, they raised the important link between access and perceived neutrality, and called for humanitarian actors to refrain from taking sides in a conflict, through individual behavior and public communication.²⁵⁴ As one submission states: “Humanitarian principles are not merely lofty ideals but are a practical tool that can help humanitarian agencies in gaining access to people in need. However, humanitarian principles alone are not sufficient; the quality, relevance, timeliness, consistency and effectiveness of assistance and protection and trust in the organization providing these resources are just as important.”²⁵⁵

Evidence suggests that some access constraints are in part the result of inappropriate action by humanitarian actors. Consultations highlighted the value of fostering trust²⁵⁶ through good programming, refraining from empty promises, proactive information,²⁵⁷ respect of cultural norms, and involving affected communities in planning, among other approaches. Local and international humanitarian organizations have their own comparative advantages, and more complementary ways of working may provide new answers to the problem of access, as long as there is attention to the protection needs of local workers.

The consultations also raised the issue of proximity to affected people, noting that personnel tend to concentrate in a few main cities, or take a risk-adverse stance on security that can lead to humanitarian assistance and protection not reaching the people who need it most.²⁵⁸ The consultations emphasized the need for humanitarian organizations operating in areas of active hostilities to be adequately resourced, with better security management, so that they are able to go where they are needed most.

The consultations also condemned attacks against humanitarian workers and healthcare workers, calling for measures to increase their security by the Security Council and other intergovernmental organizations, and for greater accountability for those responsible for attacks.²⁵⁹

The consultations proposed several measures to increase both humanitarian access and security of staff, including better partnerships with local and diaspora organizations, including community- and faith-based groups. However, such partnerships must not simply transfer risk from one humanitarian actor (often international) to another (often local), as is currently the case.²⁶⁰ In addition to the skills in humanitarian negotiations as noted above, the consultations called for: greater professionalization in access management; parties to conflicts to conclude agreements to ensure humanitarian access; and the use of innovative methods or tools, such as SMS-based feedback or conducting assessments through unmanned aerial vehicles.²⁶¹

Box 12: Remote programming²⁶²

“Remote programming” carries high risks of aid diversion and makes it nearly impossible to develop protection activities. When badly managed, remote management amounts to mere risk transfer to local partners. However, there are situations where remote programming may be the only way to provide life-saving assistance. It should then be accompanied by robust accountability mechanisms and continuous negotiations to enhance or regain access. There is a need for a code of ethics on remote programming in line with humanitarian principles. Such a mechanism can create more equal partnerships between local and international humanitarian actors, while encouraging a modality that best supports efforts by local people themselves.



They are too few in numbers on the ground, especially outside of conflict capitals. The war in Central African Republic is a pertinent example of such a situation, but also in other situations, such as the Democratic Republic of the Congo, there has been a concentration of organisations in the regional capital Goma, with too few organisations present at the frontlines.”

AECID and DARA, Now or Never, Making Humanitarian Aid more effective



Diaspora communities can potentially play an instrumental role in addressing issues that aid actors cannot, such as negotiating access with armed non-state actors, or mitigating the causes and effects of terrorism, extremism and radicalisation.”

Report of World Humanitarian Summit consultations held between January 2014 and July 2015 by The Humanitarian Forum

PROPOSALS FROM THE CONSULTATIONS

- “ Humanitarian organizations should investigate and use innovative methods of gaining access or of compensating for limited access (such as feedback by SMS or use of non-military drones).” – WHS West and Central Africa, co-chairs’ summary
- “ Local civil society organizations should be supported by international organizations to advocate for civil-military coordination with national militaries in specific conflict contexts where they have a comparative advantage, for example when access of international humanitarian actors is curtailed.” – WHS North and South-East Asia, co-chairs’ summary
- “ Using remote management as a last resort by humanitarian organizations because of inherent risks of aid diversion and the significant difficulty of protection, and when used to deliver life-saving assistance, ensuring that strict and robust accountability mechanisms are in place.” – WHS Eastern and Southern Africa, co-chairs’ summary
- “ Consider a global mechanism to monitor the ability of humanitarian actors to deliver response to affected populations.” – WHS Europe and Others, co-chairs’ summary
- “ Provide funding, flexibly enough to enable proximity, to humanitarian actors to help support their engagement in conflict-affected areas.” – WHS Europe and Others, final report
- “ Participants called on governments and organizations with prior experience in providing cross-border assistance to share lessons learned with other humanitarian actors to help reach populations in need.” – WHS Middle East and North Africa, final report
- “ Explore concrete opportunities for innovation in areas such as access by victims of violence to protection services and livelihood support, taking into account displacement and economic losses driven by environmental and climate factors.” – WHS Latin America and the Caribbean, co-chairs’ summary
- “ Humanitarian actors need to invest in stronger analysis of access problems to develop more appropriate mitigation, provide more information on access for high-level advocacy, invest in training and professionalization of staff in access negotiation, and combat risk aversion due to security constraint through measuring humanitarian consequences of absence.” – Global Forum for Improving Humanitarian Action
- “ Invest in training and professionalization of staff in access negotiation.” – Global Forum for Improving Humanitarian Action

3.2.4. Meet people’s needs in protracted conflicts

Most humanitarian action is designed as short-term interventions. But with the vast majority of armed conflicts lasting for years, if not decades, affected people contend with damaged infrastructure (notably water and electricity), weakened public

services (notably health and education), and a destroyed economic fabric that endangers their livelihoods.

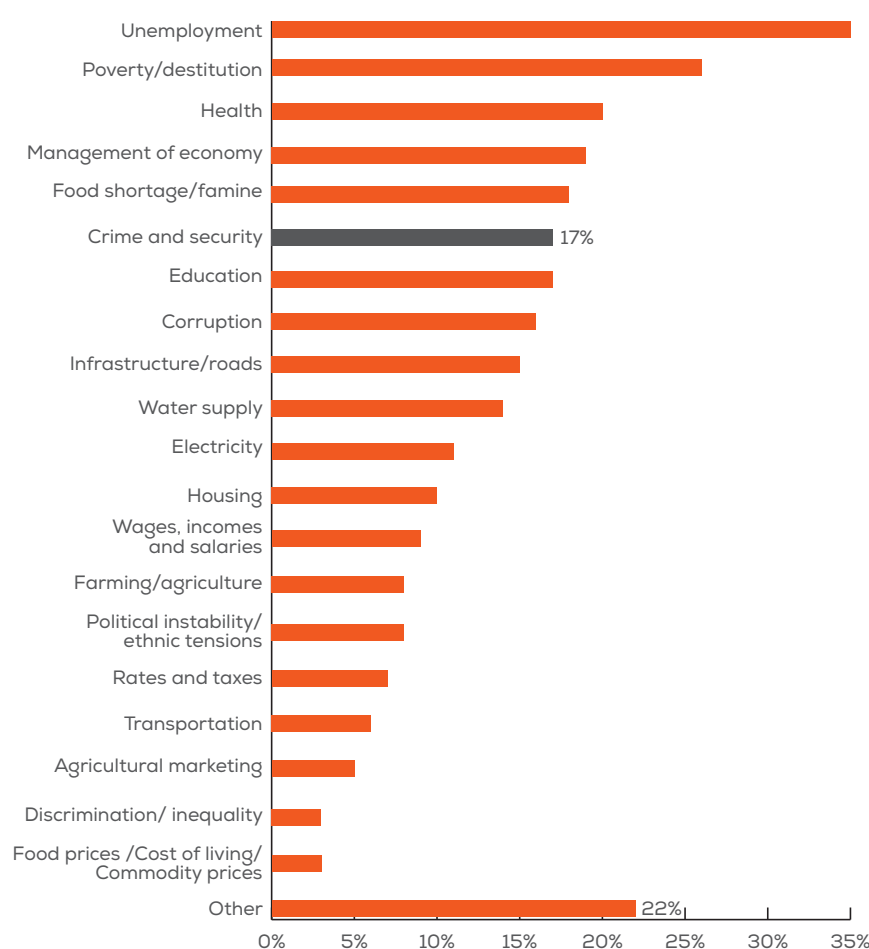
At the end of 2013, the ten largest consolidated humanitarian appeals involved armed conflict, with most of these crises underway for over five years.²⁶³ In contexts like Somalia, eastern Democratic Republic of Congo or Afghanistan, it is difficult to distinguish between humanitarian issues and development or peacebuilding challenges, making collaboration between sectors a necessity. Affected people do not divide their needs into neat categories, and view addressing immediate security and longer-term education and livelihoods, as basic necessities to be addressed in parallel.²⁶⁴



Whereas disasters have devastating consequences, the situation in protracted armed conflicts is akin to have cataclysmic events on a daily basis for prolonged periods of time.”

Turkey Position Paper
to the WHS

Figure 16: Needs rated by people²⁶⁵



Source: Elaboration of Afrobarometer 2015 data

The regional consultations and submissions agreed on the need for development and humanitarian actors to work better together.²⁶⁶ However, the legitimate role that many development actors have in supporting government efforts can be perceived badly by other parties to a conflict, endangering security and access. The specific and evolving challenges faced in each situation should dictate the approach, as recommended in the WHS South and Central Asia chair’s summary: “Humanitarian and peacebuilding activities should be complementary where possible, but kept separate where necessary to preserve humanitarian space”.

After a conflict, peacebuilding is required to restore social cohesion and heal divisions, such as those between displaced populations and host communities.²⁶⁷ Some consultations noted that while not peacebuilding actors, humanitarian actors can reinforce peace,²⁶⁸ at a minimum ensuring they do not inadvertently weaken social cohesion.²⁶⁹ The West and Central Africa consultations highlighted the need to adapt humanitarian action “to local conditions — including culture and the dynamics of the conflict — through participation of the population”.

These approaches require humanitarian actors and donors to invest in conflict analysis skills and capacities, conflict-sensitive programming, and integration of peace dimensions into risk analysis. They should also consider establishing regional deployable conflict advisors to provide expertise, as well as better mechanisms to engage with the military, peacebuilders, and others.²⁷⁰

PROPOSALS FROM THE CONSULTATIONS

- ” Highlight the importance of governments and the broader international community to act urgently upon early warning signals and engage as early as possible in conflict prevention.” – WHS Europe and Others, final report
- ” States to establish clear distinction between humanitarian and political action, with efforts made to avoid the use of aid for political purposes.” – High-Level Roundtable on WHS: Perspectives from the Gulf Region
- ” Pursue dialogue on engagement and boundaries between humanitarian and political actors to define their respective roles and responsibilities, including through: ... maintaining the distinction between political, military and humanitarian objectives [and] avoiding instrumentalization of humanitarian action (e.g. military intervention couched in humanitarian terms; and political conditionality).” – WHS Europe and Others, final report
- ” [Participants] further underscored the need for solutions that address the root cause of people’s suffering, consistently stating that humanitarian aid cannot continue to be a substitute for political action. This is a key message that needs to be at the forefront of the regional consultation.” – WHS Middle East and North Africa, stakeholder analysis
- ” It is important that the presence of armed forces not be summoned in the name of a humanitarian crisis or in violence.” – WHS Latin America and the Caribbean, stakeholder analysis

The consultations consistently called for longer-term planning and investment in protracted crises.²⁷¹ Where feasible, humanitarian, development and peacebuilding communities should analyze risk and develop longer-term plans and programming together. These approaches require long-term commitment and an appetite for risk among donors, as setbacks will occur [see Part IV].

The 2011 World Development Report found that it can take a generation for a country to pull out of a cycle of violence, often through a series of transitional

steps. There is therefore a need to go beyond just providing food, water, and shelter, to focus on: expanding local services, such as health and education; increasing access to livelihood and employment opportunities; reinforcing communities' capacity to host internally displaced people; strengthening the voice and social cohesion of affected people; and finding durable solutions to protracted displacement [see Chapter 4].

The consultations also cautioned humanitarian actors to avoid “mission creep”,²⁷² advocating for development and peacebuilding partners and others to increase their engagement as needed. Just as there are no humanitarian solutions to political problems,²⁷³ there are no humanitarian solutions to systemic poverty and infrastructure challenges.²⁷⁴

PROPOSALS FROM THE CONSULTATIONS

- ” Build the resilience of communities caught in protracted crises by: undertaking joint context analysis by humanitarian, development and peacebuilding actors; developing an integrated strategy that takes a longer term yet flexible approach to meeting the needs of affected communities; achieving greater multi-year and risk tolerant investment by donors; [...] adjusting coordination mechanisms, including the cluster system, to better address multifaceted short and longer term needs of affected communities.” – WHS Eastern and Southern Africa, final report
- ” Governments, together with humanitarian, development and peacebuilding actors, should work to support community-level conflict risk reduction, invest in social capital formation and strengthen local structures. Where appropriate, humanitarian actors should undertake context-sensitive protection work through these community organizations, and not create parallel structures.” – WHS South and Central Asia, chair's summary
- ” Integration of conflict-sensitive approaches to programs and measures that would contribute to community cohesion and peacebuilding.” – WHS West and Central Africa, co-chairs' summary
- ” There is a need for “a systematized process of dialogue between humanitarian and peacebuilding actors on conflict dynamics which can bring an added value in successfully applying a peacebuilding approach to humanitarian work, ensuring conflict sensitivity, and that at a minimum assistance does not negatively impact conflict dynamics.” – WHS Latin America and the Caribbean, online consultation

EMERGING PROPOSALS

It is the responsibility of political actors to prevent and solve armed conflicts, and to ensure that they do not politicize humanitarian action, even during peace processes. At the same time, all humanitarian actors can take action to address the effects of conflict, and to reduce the impacts on affected people and humanitarian workers. The proposals that have emerged from the consultations fall in four main areas.

First, respect for international humanitarian law by all parties to a conflict must be reinforced through both voluntary and coercive measures. Determined action and collaboration between States on preventive action before violations occur must be stepped up. States need to **re-commit to respecting and ensuring respect for IHL**, as well as announcing measures they intend to take in support of this. In addition, they should make better use of the wealth of reporting on violations to define political action.

Second, to successfully operate in conflict situations, trust and good programming are key. Humanitarian workers should **interact with all parties to a conflict**, demonstrate the neutral and impartial character of their work, and deliver **high-quality and relevant assistance and protection** using the strengths of highly motivated and well-trained staff. Humanitarian actors must strive to be in close **proximity with affected people**, identifying blockages to access and tackling them to deliver assistance and protection impartially. Agreements between parties should be encouraged where they contribute to better access for humanitarian workers or better protection of civilians.

Third, international organizations need to form **stronger partnerships with local actors**, moving from a culture of transferring risk to local actors to one where there is common risk management as part of the principled and ethical operational practices that must characterize humanitarian action in armed conflict situations.

Fourth, there are opportunities to **leverage the complementarity between principled humanitarian action and efforts to sustain peace**. Most armed conflicts last for years or even decades and affected people must contend with damaged infrastructure, weakened public services, and a destroyed economic fabric. Humanitarian, development and peacebuilding activities should be complementary where possible, but kept separate where necessary to preserve humanitarian space. As a first step, humanitarian actors, governments, donors, and regional organizations should commit to investing in better understanding risk and strengthening capacities in conflict analysis in order to ensure conflict-sensitive programming. Donors and operational organizations should shift to longer-term, outcome-oriented planning and investment in protracted, conflict-related crises, involving humanitarian, development and peacebuilding actors.

CHAPTER 4

GENERATE HOPE AND SOLUTIONS FOR REFUGEES AND OTHER DISPLACED PEOPLE

The number of people enduring protracted displacement is on the rise. More people today are displaced by conflict and violence than at any time since 1945, with nearly 60 million people by the end of 2014. Worldwide there were 19.5 million refugees, 38.2 million were displaced inside their own countries, and 1.8 million people were awaiting the outcome of claims for asylum. In 2014 alone, 13.9 million people became newly displaced – four times the number of the previous year.²⁷⁵ The average length of time a person lives in displacement is now over 17 years. New solutions are urgently needed to generate hope and more durable solutions for millions of women, men and children.

There was a strong call from the WHS consultations for the international community to:

- ✓ recognize the massive contribution made by host countries and support them with long term investment, including in infrastructure and services;
- ✓ shift approaches to improve refugee resilience and self-reliance;
- ✓ improve assistance to host communities, reducing resentment and conflict;
- ✓ protect, assist and find durable solutions for internally displaced people;
- ✓ address the humanitarian dimensions of migrant and refugee movements by reinforcing life-saving efforts and through commitments to protect and promote the human rights of all people on the move.

The growing ramifications of displacement and migration in the context of disasters and climate change, including at sea, are taken up in Chapter 6.



Many developed countries believe that they shoulder the greatest burden in responding to humanitarian needs. The multiple crises that have hit the [Middle East and North Africa] region, especially the Syria crisis, have shown to the world that Jordan, Lebanon and Turkey in particular bear far more than their share of the burden.”

Ambassador Hesham Youssef, Assistant Secretary-General of OIC, at the WHS Middle East and North Africa consultation in Jordan

4.1 CREATE A SHIFT IN APPROACH TO REFUGEES

With a constant rise in numbers of refugees, and in the duration of their displacement, the consultations called for a fundamental shift in how refugees are supported. Long-term predictable investments should support host communities and refugees to mutual benefit, promote dignity and self-reliance through livelihood opportunities, and create more equitable arrangements for third country resettlement.

The consultations called for a **fundamental shift in how refugees are supported**, including for the global community to recognize the global public good that refugee hosting countries provide, for long-term predictable investments to be made to support both refugees and host communities, and more equitable arrangements for third country resettlement. The consultations also called for **new national and regional legal frameworks to fill gaps in the assistance and protection of internally displaced persons.**

As the number of refugees surges, their displacement lengthens, and patterns change from rural camps to living in urban areas, the consultations called strongly for a more equitable sharing by countries globally in hosting refugees and for improved support for this. There was a call for the international community to recognize the global public good that refugee hosting countries provide, and the considerable cost they bear. The financial contribution of Turkey in hosting Syrian refugees was estimated to be \$1.6bn in 2013,²⁷⁶ which would make Turkey the third largest humanitarian donor by volume.²⁷⁷ However, the contribution of hosting states is not considered part of humanitarian finance, obscuring the extent of their contribution.

To remedy this problem, a first step would be to establish a methodology for determining these costs and contributions, and ensuring that finance tracking mechanisms include them [see Part IV]. A next step would be for the global community to provide predictable, long-term development investment to host countries from the start of a crisis to help minimize the impact and support stability.

Dignified and safe shelter for refugee camps²⁷⁸



Better Shelter, a Swedish social enterprise, designs safe and robust shelters for refugees across the world. Such products are an important evolution in emergency shelter, bringing dignity and safety to refugees in some of the world's most insecure places. At the center of the project is the idea of democratic design. Technical testing, pilot and field trials, and feedback workshops bring refugees into the design process, ensuring their practical, social and cultural concerns are heard and integrated in the shelters' design. The shelters are now being used in Ethiopia, Iraq and Nepal. These shelters can be more than homes: through use as buildings such as health clinics, women's centers, and children's play spaces, they can meet the many needs of those displaced from their homes.

Consultations also called for a shift in approach, away from policies of encampment and blocks to self-reliance and employment schemes. Some agencies are already making efforts in this direction, including UNHCR through its 2014 Policy on Alternatives to Camps. A second shift would improve the balance between assistance

to refugees and to their host communities, reducing the resentment, tensions and violence described by Syrian refugees in Lebanon and Jordan.²⁷⁹ Examples include investment to upgrade local infrastructure and basic services. This is also more cost effective than creating a parallel system of infrastructure and services for refugees, as is often the case if they are placed in camps.

PROPOSALS FROM WHS MIDDLE EAST AND NORTH AFRICA

- “ International community to more equitably share the burden of hosting refugees and to provide greater support to impacted host countries and communities, including efforts to build, upgrade and expand on national infrastructure and service delivery to displaced and host populations.
- “ Countries that are dependent on labour migration in the region should to provide refugees with temporary residencies and employment opportunities.
- “ All stakeholders should improve opportunities for durable solutions for displaced populations, such as developing a fixed quota for third country resettlement and supporting voluntary return under appropriate circumstances.

A shift in approach is starting to take place, sparked by the Syria crisis. Turkey, Jordan, and other countries are shifting away from camps, giving refugees the right to work, and absorbing them into their education system (see box 13). Other countries, such as Ghana and the Islamic Republic of Iran, include refugees in their national health insurance systems.²⁸⁰ The value of an approach in which humanitarian and development actors enhance the capacity of national and local authorities to provide services to both displaced and host communities can also be seen in Cameroon, Niger and Tanzania. Hosting countries may be able to provide access to jobs and services for refugees in return for increased external investment. There is also the potential to set minimum targets for specific issues, such as ensuring that no displaced child should lose a month of education.²⁸¹

Box 13: Option for refugee education

One option to explore would be to reimburse governments for educating refugees within national educational systems. Available data indicates that the cost of emergency education ranges from 1.5 times the cost to the national system (Jordan, ages 5-11) to 5.3 times the cost (Lebanon, ages 12-17). Estimates of the cost of not schooling children show long-term impacts of billions of dollars and percentage points of GDP, reinforcing the economic value of educating all children. This proposal reflects the strategy that Turkey has largely adopted, at significant cost, in mainstreaming Syrian refugees into their existing education systems.²⁸² Doing the same with refugees worldwide, and helping governments to bear the costs, would provide education systems with additional investment and arguably help to reduce marginalization of an already vulnerable group. It could also, very quickly, help to ensure that generations do not get lost, reducing the risks of long term poverty and instability.²⁸³



We will cooperate internationally to ensure safe, orderly and regular migration involving full respect for human rights and the humane treatment of migrants regardless of migration status, of refugees and of displaced persons. Such cooperation should also strengthen the resilience of communities hosting refugees, particularly in developing countries.”

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Consultations also noted the need to hasten durable solutions.²⁸⁴ UNHCR has stated starkly: “Solutions to situations of long-term displacement are desperately needed. It is unacceptable that tens of millions of persons are forced to live in limbo for years, even for decades.”²⁸⁵ Compared to the 1990s, when large numbers of displaced people were able to return home, declining numbers have been able to. As a result UNHCR has called upon the Summit to commit to three actions.



What hurts me most is that we men are incapable of providing for our families as we used to in our villages in Nigeria. Everything we have is provided to us, and that is not how life is supposed to be. We are used to working.”

Nigerian refugee in Cameroon in WHS West and Central Africa, stakeholder analysis

Box 14: Implementing durable solutions²⁸⁶

1. Increase opportunities for voluntary and sustainable repatriation by (a) engaging in conflict recovery, peacebuilding and other related activities; and by (b) supporting sustainable development in countries or areas of return.
2. Increase opportunities for local integration, including by (a) making the evidence-based case for policies supportive of integration; and by (b) increasing international support to countries that commit to allowing the long-term displaced to integrate permanently.
3. Expand opportunities for (a) refugee resettlement by increasing the number of countries that offer resettlement and the number of places offered; and for (b) labour mobility and non-traditional pathways to solutions for all persons of concern.

Innovation starting with communities²⁸⁷



Refugees’ engagement in innovation in Uganda is often enabled by their ability to understand the local markets. In many refugee settlements and camps, existing infrastructure and services fail to fully meet the demand of those living inside. Because of the limited water supply, poor road networks and transportation services, lack of adequate health care and education, and no formal provision of electricity, there are significant gaps between the market levels of demand and supply that leaves space for innovative individuals to provide alternatives. In many cases, the innovators are explicitly attempting to address these gaps in available public goods and services as a way of benefiting their wider communities.

In the Nakivale settlement in Uganda, the largest milling plant in the settlement – made up of five milling machines – turns refugee farmers’ maize into flour. This milling plant, owned by a Rwandan refugee, is unique among others in the settlement because of the large scale of the business, which employs five other refugees as staff. The size of this milling operation meant that during 2013, when a new influx of Congolese refugees entered Nakivale, the owner of the plants milled maize for the World Food Programme to meet increased demand for food.

PROPOSALS FROM THE CONSULTATIONS

- ” To address the disproportionate degree to which certain countries host refugees, the international community must ensure more equitable sharing by providing support to and resettling people affected by protracted crises. Sustainable return and reintegration remains the most preferred durable solution. Where necessary and appropriate, this should be facilitated, including by enhancing investments in countries of origin to close development gaps that may hinder achievement of this durable solution.” – WHS South and Central Asia, chair’s summary
- ” Recognizing the needs of displaced people, including for durable solutions, and the burden placed on host governments and communities, there was a call for increased burden sharing of hosting refugees by the international community and the need to ensure a holistic approach to the management of crises, including planning for future displacement. Actors should address the needs of host communities in response planning and use humanitarian and development approaches, in line with national and local priorities. Development interventions should come at an early stage and include support to the local economy and making investments in basic services and infrastructure that benefit both the displaced and their hosts.” – WHS Middle East and North Africa, co-chairs’ summary
- ” The international community should support host countries by exploring a basic international social protection package/fund for long-term refugees, including risk-financing mechanisms to cover health insurance, education and vocational training, livelihood grants, and other areas.” – WHS South and Central Asia, chair’s summary
- ” Scale up durable solutions for internally displaced and refugee populations, including the option of early integration into host communities and building the necessary local capacity to enable this.” – WHS Eastern and Southern Africa, co-chairs’ summary
- ” Call for early and increased development investment in addressing protracted displacement.” – WHS Europe and Others, co-chairs’ summary
- ” Establish a forum of experts that convenes periodically for particular protracted crises, mandated to evaluate the extent to which donors and humanitarian and development actors are effectively building resilience.” – WHS Middle East and North Africa, final report
- ” Participants called for the scaling up of efficient and coordinated cash-based programming to provide people with greater choice and for including temporary employment opportunities as part of response programming. These were deemed necessary to ensure service delivery that preserves the dignity of displaced people. When appropriate, priority should be given to voluntary return programs.” – WHS Middle East and North Africa, co-chairs’ summary

4.2 ADDRESS THE HUMANITARIAN DIMENSIONS OF MIGRANT AND REFUGEE MOVEMENTS

In an increasingly interconnected world, more and more people are on the move. A significant minority of those residing outside their country require protection and assistance. In addition to 22 million asylum-seekers and refugees at the end of 2014,²⁸⁸ many migrants outside these protection categories remain vulnerable.



If you want to protect us from the sea, ensure that our dignity is protected on the ground.”

Young male refugee in Lebanon in WHS Middle East and North Africa, stakeholder analysis

Distinguishing among refugees, asylum-seekers and migrants can be difficult. A person may move for more than one reason, while different groups often use the same routes. To ensure responses are in line with State obligations under international law and regional arrangements, States need mechanisms to identify and treat appropriately refugees and asylum-seekers present in mixed population flows.

In the case of migrants, the absence of specific State obligations, such as those contained in international refugee law, places their protection in jeopardy. This gap in protection and assistance may also apply to migrants in countries in crisis who suddenly find themselves at risk due to war or natural disaster, unable to leave the crisis area or access humanitarian assistance. Because no frameworks delineate the responsibilities of States and other actors, these migrants risk not being prioritized or even identified as an affected population, resulting in inadequate responses.²⁸⁹

While most refugees and asylum-seekers remain in a neighbouring country or in their region of origin, a small minority move further in search of protection. Lacking safe legal alternatives, many seek the services of smugglers, facing risks that include exploitation, human trafficking, abduction and abuse, detention and loss of lives.

An unknown number of refugees, asylum-seekers and migrants become stranded in transit countries due to lack of funds or documentation, or other reasons. They may face prolonged detention in inhumane conditions, experiencing xenophobia, social exclusion and family separation. Women and children, in particular unaccompanied and separated children, are especially at risk during their perilous journeys, requiring specific protection and assistance. Refugees and asylum-seekers are at further risk of *refoulement* (return to where they may be at risk or threatened), particularly in mixed movement situations with inadequate mechanisms to screen and profile arrivals.

In the Sustainable Development Goals, formally adopted in September 2015, Member States have pledged to cooperate on a holistic approach to migration, ensuring full respect of human rights and humane treatments of migrants, refugees and displaced persons.

The consultations called for increased attention to the safety, dignity and human rights of all refugees and migrants. The consultation for the Middle East and North Africa called for humanitarian protection to include migrants,²⁹⁰ and the Europe and Others consultation called for the humanitarian dimensions of mixed migration to be determined and acknowledged.

There has been a call to reinforce life-saving efforts, irrespective of the cause of mobility, through commitments to protect and promote the human rights of all persons on the move and at all stages of their movement and stay, including those who

do not have legal status; and seek to eliminate all forms of abuse and exploitation affecting migrants and refugees, especially trafficking in persons, paying specific attention to the needs of women and unaccompanied and separated children. As part of international solidarity, the international community could also seek to develop safe, alternative legal pathways for the movement of asylum-seekers, refugees, and migrants, and strengthen responses to rescue at sea.

In addition, there is a need to ensure that migrant populations can access humanitarian assistance as an affected population wherever they are negatively affected by conflict or disaster. Member States should provide adequate measures to support and assist their nationals or foreigners they host on their own territory when they are affected by disaster or conflict.

All Member States need to boost their presence and capacity, in particular at border areas and along migratory routes, and provide support to those States bearing the brunt of the influx of refugees, asylum-seekers and migrants, to ensure a more orderly migration and protection-sensitive response, in line with international standards, which should include setting in place fair and efficient screening procedures to identify and respond to the individual circumstances of those arriving, as well as to prevent *refoulement*.

Finally, there is a need to build a comprehensive approach to international migration that includes efforts to support vulnerable people in their countries of origin through humanitarian, development and peacebuilding support, and to address root causes in countries of origin, such as conflict, persecution, human rights abuses and violations, endemic discrimination and poverty.

PROPOSALS FROM THE CONSULTATIONS

- “Determine and acknowledge the humanitarian dimension of mixed migration.” – WHS Europe and Others, co-chairs’ summary
- “Addressing protection concerns should constitute an integral part of humanitarian needs assessments, including tackling the protection needs of specific groups, such as [...] migrants.” – WHS Middle East and North Africa, co-chairs’ summary
- “When people cannot or choose not to stay where they live, governments, community leaders and faith groups support voluntary and dignified migration or relocation.” – WHS Pacific, co-chairs’ summary
- “Increase the preparedness and resilience of countries to deal with cross-border mass movements induced by humanitarian crises by putting adequate response mechanisms in place at borders.” – IOM, Humanitarian Border Management: Recommendations for the World Humanitarian Summit²⁹¹



We recognize the positive contribution of migrants for inclusive growth and sustainable development. We also recognize that international migration is a multi-dimensional reality of major relevance for the development of countries of origin, transit and destination, which requires coherent and comprehensive responses. We will cooperate internationally to ensure safe, orderly and regular migration involving full respect for human rights and the humane treatment of migrants regardless of migration status, of refugees and of displaced persons. Such cooperation should also strengthen the resilience of communities hosting refugees, particularly in developing countries.

4.3 RESPOND TO THE NEEDS OF INTERNALLY DISPLACED PEOPLE

In 2014, 38.2 million people were displaced inside their own countries - up from 33.3 million in 2013. The average period of internal displacement now lasts more than 17 years, and more than half of displaced persons seek safety and opportunities in urban areas.²⁹² Even there, they may be at risk of abuse, exploitation, ex-

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The development of regional conventions for the protection of and assistance to internally displaced persons and migrants should be proposed for inclusion in the Secretary-General's report to the World Humanitarian Summit in 2016."

WHS North and South-East Asia, co-chairs' summary



If you speak to people here, what they'll tell you is that no matter how much help they are getting from the government, no matter how much help they are getting from international aid agencies, they would rather be back at home living in peace."

Imran Khan in '1 person forced to flee every 3 seconds in 2014, says new IDMC report' (IDMC, 2015).

pulsion, or detention, and it is often difficult for humanitarian actors to identify and devise safe ways to support them.

While the legal framework protecting people in conflicts and disasters is adequate, gaps remain regarding internal displacement. Internally displaced people systematically fare worse than both those that can remain at home and refugees, in terms of mortality, child mortality, global acute malnutrition, and measles vaccination coverage.²⁹³

To address this gap, consultations called for new regional instruments, or, for their implementation where one exists, such as the 2009 African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa, known as the Kampala Convention.²⁹⁴

New regional legal frameworks could fill in gaps such as for the protection and assistance of IDPs. These should address internal displacement as a whole, including in situations of conflict, disasters, climate change or internal violence. New instruments should not contradict the Guiding Principles on Internal Displacement.²⁹⁵ National legal and policy framework must also be put in place, particularly to provide solutions to displacement as early as possible, such as national IDP policies²⁹⁶ or laws on land and property for IDPs. Regional consultations in West and Central Africa and in Eastern and Southern Africa made the additional point that ratifying new instruments is not sufficient: the content of these treaties must be widely disseminated²⁹⁸ and a national legal and policy framework must also be put into place,²⁹⁹ especially in order to provide solutions to displacement as early as possible. Examples of such frameworks include national IDP policies, or national legislation on land and property for IDPs.³⁰⁰ This is an area where collaboration and exchange of best practices between States would yield good results. This is also an area where humanitarian organizations involved in the creation of the Kampala Convention can offer support. Consultations also confirmed that States must support the dissemination of these treaties to informed people of their rights.

Use of satellite imagery in support of IDP and refugee assistance operations³⁰¹



Voluntary technical organizations, imagery analysts and researchers often interpret remote sensing data of planned and self-settled displaced population camps that host IDPs and/or refugees. This work is increasingly done to support humanitarian agencies working to assist these populations in terms of site planning, identifying patterns of population change and capturing key data for programme planning and evaluation purposes. The interpretation of satellite imagery can provide critical situational awareness to responders in the field. However, until now, training materials and reference guides that equip humanitarian practitioners to interpret the data gained have not been available. The Harvard Humanitarian Initiative, through their Signal Program on Humanitarian Security and Technology, has recently put forward a guide to create public and standardized references for commonly observed objects visible in high resolution satellite imagery that are often present in certain refugee and IDP camp contexts. This guide also looks to integrate the knowledge gained from satellite imagery into the information sharing mechanisms within the humanitarian cluster system.

Similar to communities hosting refugees, there is a need to reinforce communities' capacity to host IDPs through increased investment in services and the local economy for their mutual benefit. In doing so, there is a need to recognise that displacement is often a long term issue requiring sustained support and investment, and that displaced people are a resource that, if supported, can benefit both their situation and that of their hosting communities. When feasible, there is also a need to support their return, so it is done in safety and dignity. This requires information on their situation back home, as well as support in getting their lives back up and running as soon as possible, for which the rapid scale up of longer term peacebuilding and development assistance is critical [see also Chapter 3.3.4].

PROPOSALS FROM THE CONSULTATIONS

- ” Host countries should make arrangements for the issuance of documentation confirming legal status for refugees and internally displaced persons.” – WHS South and Central Asia, chair's summary
- ” Support, where appropriate, the self-reliance of refugees and displaced populations by promoting their integration, reintegration or resettlement (as appropriate) through livelihood programmes taking into account the specific needs of affected people, especially women and youth.” – WHS South and Central Asia, chair's summary
- ” Ratifying and implementing conventions protecting people in conflict and other situations, notably the Kampala Convention on internally displaced persons:
 - Getting governments to disseminate the provisions of these treaties to their security agencies;
 - Getting civil society to do the same for other stakeholders, particularly communities, humanitarian organizations and armed groups.” – WHS Eastern and Southern Africa, co-chairs' summary
- ” Participants recognized the importance of having national and regional normative frameworks for [refugee] issues, especially for the protection and assistance to internally displaced persons.” – WHS Latin America and the Caribbean, co-chairs' summary
- ” The psychosocial impact of violent conflict and protracted displacement was recognized and targeted support needed to be integrated in the response, in particular for women, the elderly and children.” – WHS Middle East and North Africa, co-chairs' summary
- ” Governments develop and implement national and regional toolkits and policies on the protection of internally displaced persons, including in urban contexts. Durable solutions are needed. This includes addressing customary and ancestral land issues.” – WHS Pacific, co-chairs' summary

EMERGING PROPOSALS

The consultations made a strong call for hope and solutions to be provided to address the plight of refugees, asylum-seekers, internally displaced people and vulnerable migrants. There is a need for a more comprehensive approach to protect, assist and find durable solutions in accordance with humanitarian principles and international law.

First, a “new deal” should be developed to **support countries and communities that host refugees**, including new finance arrangements. The UN, international financial institutions (IFIs) and Member States need to develop criteria and methods for calculating the costs of hosting refugees, as well as recognizing them as part of a host country’s contributions to humanitarian finance globally. In response to this recognition, Member States, multilateral donors and IFIs need to generate a new longer-term, predictable finance package for supporting host countries from the start of a crisis, tailored to the national economy. There is also a need to create more equitable arrangements for resettling refugees in third countries.

Second, there should be a **change in the approach to supporting refugees** that promotes their dignity and self-reliance by increasing livelihood opportunities and employment, as well as reinforcing host communities’ capacity to assist refugees in meeting short and long-term needs. This new approach should support the shift away from encampment, particularly in urban settings.

Third, there is a need to improve both **protection and assistance for internally displaced persons**, through the development of national legal and policy frameworks, as well as regional instruments that build on the experience of the Kampala Convention.

Fourth, to respond to internal displacement due to protracted conflict, **humanitarian actors should shift to longer-term, outcome-oriented planning and investment**, including expanding local health, education, and other services; increasing access to livelihood and employment opportunities; strengthening the voice and social cohesion of affected people; shoring up the environment; and finding durable solutions to protracted displacement.

Finally, there is a need to **build on the heightened international focus on the humanitarian dimensions of migrant and refugee movements**, by reinforcing life-saving efforts and building on commitments to protect and promote the human rights of all people on the move and eliminate all form of abuse and exploitation. Strengthened international cooperation is needed, in particular at border areas and along migratory routes, to ensure more orderly and protection sensitive responses, in line with international standards. Support should be provided to those States bearing the brunt of the influx of refugees, asylum seekers and migrants. There is also a need to ensure that migrant populations can access humanitarian assistance as an affected population wherever they are negatively affected by conflict or disaster.

CHAPTER 5

CREATE CERTAINTY IN RESPONDING TO DISASTERS

Typhoons, droughts, earthquakes and other natural hazards continue to cause significant loss of life and livelihoods, and more extreme weather events are expected as a result of climate change. But do such events have to turn into disasters with huge suffering, particularly if they are recurrent and predictable? Building on the Sendai Framework for Disaster Risk Reduction, as well as discussions over the Sustainable Development Goals and climate change, the World Humanitarian Summit can reinforce a shift to a collective approach to crisis management. This shift will require a strong emphasis on planning beforehand, securing firm political and financial commitments to respond, managing disaster risk, and reducing vulnerability to humanitarian stress.

The consultations issued a strong call to:

- ✓ increase investment in preparedness, risk reduction, and predictable response arrangements in advance of shocks;
- ✓ agree on cooperation arrangements in advance for a more predictable, inclusive and disciplined approach to disaster response;
- ✓ scale-up and sustain social protection measures to provide an essential package of support to the most vulnerable people as a norm for the longer-term provision of assistance;
- ✓ build best practice on how to manage and respond to disaster risk in conflict-affected countries.



It is urgent and critical to anticipate, plan for and reduce disaster risk in order to more effectively protect persons, communities and countries, their livelihoods, health, cultural heritage, socioeconomic assets and ecosystems, and thus strengthen their resilience.”

Sendai Framework for
Disaster Risk Reduction,
Preamble



While the enabling, guiding and coordinating role of national and federal State Governments remain essential, it is necessary to empower local authorities and local communities to reduce disaster risk, including through resources, incentives and decision-making responsibilities, as appropriate.”

Sendai Framework
for Disaster Risk
Reduction, Preamble



Participants in the regional consultation for the Pacific commented that “funding was often not available when needed, and when available, it was inflexible, disbursed with short timeframes, complex to access, not necessarily targeted to the most vulnerable nor responsive to local priorities, and at times political.”

WHS Pacific, final
report

5.1 INVEST IN MANAGING DISASTER RISK

In 2014, 102 million people were affected by disasters caused by natural hazards.³⁰² The true impact of these disasters is much greater: it is estimated that in the last 20 years, natural disasters claimed 1.35 million lives, and affected on average 218 million people per year.³⁰³ Preventing and mitigating the devastating consequences of disasters and building people’s resilience is a critical element of the international agenda, and a key priority of the Sendai Framework for Disaster Risk Reduction, the Sustainable Development Goals and the Framework Convention on Climate Change.

Countries around the world are demonstrating that disasters caused by natural hazards, both rapid and slow onset, can be managed differently (see box 15). These efforts all have in common a strong commitment and investment from governments, often in partnership with the international community; long-term investment in risk management; and prior agreement on how national and international stakeholders will engage when crisis strikes.

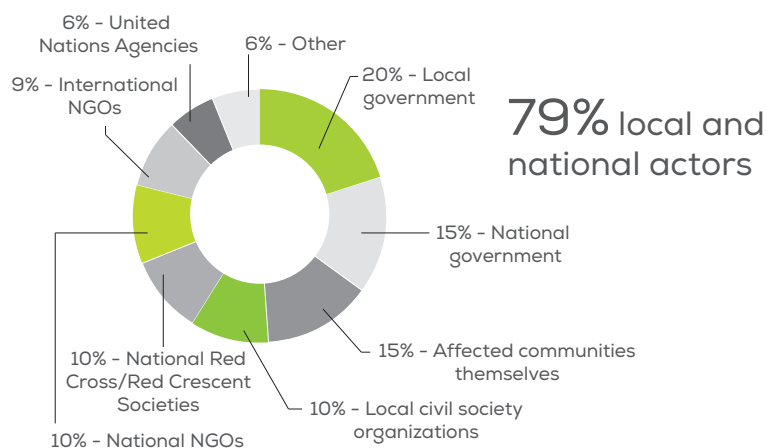
Box 15: Case study – Managing shocks differently

In the 45 years since super-cyclone Bhola killed up to half a million people, cyclone shelters and early warning have been put in place along the coast of Bangladesh. In 2007 these measures massively reduced the death toll from a similar sized cyclone. The same pattern is true in India, where the Odisha cyclone killed around 10,000 people in 1999. While similar in size, Cyclone Phailin killed less than 50 people in 2013. In Ethiopia, the introduction of the Productive Safety Net Programme and decentralized health services prevented the devastating impact of a drought that caused famine and food insecurity elsewhere in the region in 2011.³⁰⁴

Figure 17: Effectiveness of local and national actors



79 per cent of survey respondents from the North and South-East Asia consultation indicated that local and national actors responded most effectively to the needs of affected communities.



Source: WHS North and South-East Asia, Stakeholder Analysis (2014)

Shifting towards a new paradigm for managing risk includes setting up legal frameworks, making use of International Disaster Response Law guidelines for disaster risk management. These frameworks articulate the roles and responsibilities of all actors, establish institutions for disaster risk management, create clear government-led coordination mechanisms, include triggers for response of different actors and increase government investments. Existing structures and processes should be used and strengthened to ensure that governments and other humanitarian actors listen and are accountable to affected people. At the local level, there should be decentralized disaster risk management and a greater percentage of budgets devoted to building response capacities. The closer the response mechanism to the location of need, the more rapidly it can respond and the more cost-effective it will be.

Consultations also called for greater national and subnational investments in early warning mechanisms,³⁰⁵ and included suggestions to integrate emergency preparedness in education curricula to foster a culture of prevention and rapid response.³⁰⁶

Echoing the Sendai Framework, regional consultations called for governments to increase investments to reduce exposure and vulnerability.³⁰⁷ Participants suggested governments commit a percentage of national budgets to emergency preparedness.³⁰⁸ Investment should go beyond response to include preventing the accumulation of risk, reducing existing risk, preparedness and sustainable recovery. It will be essential to make the business case for this investment much more strongly, and in particular to finance ministers,³⁰⁹ while enhancing the access of countries to finance, technology, science and inclusive innovation,³¹⁰ including through public-private partnerships.

Innovations in disaster resilience and reconstruction³¹¹



“Sadly, technologies cannot prevent major natural events but they can help reduce its impacts; early warning systems have dramatically reduced deaths around the world. State of the art Multi-Hazard Early Warning Systems provide a single, cost-effective channel for reducing disaster risk from different types of hazards. The systems monitor all relevant meteorological actors and deliver alerts on cyclones, storm surges and temperature extremes, as well as on the resulting impacts such as flood, disease and physical damage.

Physical mitigation methods, such as flood levees, ocean wave barriers and retaining walls to prevent landslides are also being innovated. The Vietnamese Government, the World Bank and GFDRR (Global Facility for Disaster Reduction and Recovery) are working together to conduct research and trials on building the resilience of vulnerable rural roads, flood-proofing Vietnam’s main highway and minimising the loss of connectivity with communities.”

PROPOSALS FROM THE CONSULTATIONS

- ” Governments should adopt a whole-of-society approach to disaster preparedness, recognizing the diversity of, and within, communities and the need to work with multiple actors at all levels. Humanitarian organizations should complement government efforts where appropriate.” – WHS South and Central Asia, chair’s summary



National, regional and international stakeholders should focus on preparedness and build relationships prior to a disaster. Local and national capacities should always be the first resort for responding to a disaster; regional and international efforts should complement their efforts, carefully avoiding the potential to undermine or displace them.”

Report of the 2014
Disaster Response
Dialogue Global
Conference

- “ Train local authorities in the areas of preparedness and response to disasters and crisis, and improve national processes and protocols for delivery of humanitarian assistance to affected communities, with a focus on differentiating the response based on needs and context.” – WHS Latin America and the Caribbean, co-chairs’ summary
- “ Develop and implement national legislation on emergency preparedness, including contingency plans and early warning systems, and identify the roles and responsibilities of government ministries, civil society, National Societies of the Red Cross and Red Crescent Movement and the private sector amongst others.” – WHS Middle East and North Africa, co-chairs’ summary
- “ Recognize the key role of civil society organizations and local actors in preparedness and response.” – WHS Europe and Others, co-chairs’ summary
- “ Governments should ideally legislate, and at a minimum promote, to ensure sufficient participation of women, including through affirmative measures in leadership and decision making processes during both preparedness and response.” – WHS South and Central Asia, chair’s summary
- “ All stakeholders should ensure the compilation of stronger evidence on future risks and the economic impact of these risks in order to build a better case for more investment in and prioritization of DRR, including preparedness and early warning, and at national, regional and international levels.” – WHS North and South-East Asia, co-chairs’ summary
- “ Governments should develop national risk management agencies, led at the Prime Ministerial level and financed nationally, which would coordinate the action of all ministries plus humanitarian and development partners, including integrated and prioritized assessment of risk and vulnerability each year.” – WHS West and Central Africa, co-chairs’ summary

5.2 AGREE ON COOPERATION ARRANGEMENTS IN ADVANCE

While national governments have primary responsibility to provide humanitarian assistance to their populations, they may also face challenges in implementing measures to reduce vulnerability and manage disaster risk. The Sendai Framework recognizes that “international, regional, sub-regional and transboundary cooperation remains pivotal in supporting the efforts of States, their national and local authorities, as well as communities and businesses, to reduce disaster risk,” and highlights that least developed countries, Small Island Developing States, landlocked developing countries and African countries in particular require special attention to their implementation capacity.³¹² However, many consultations noted that international responses tended to overwhelm or bypass the coordination structures of governments, local organizations and communities.³¹³ These challenges can be particularly acute in fragile or post-conflict states.³¹⁴

The consultations called for a more predictable, inclusive and disciplined approach to disaster response. Response protocols and responsibilities should be

agreed to in advance and respected by international actors, particularly for recurrent disasters.³¹⁵

For example, current partnerships with the private sector can be established in which formal frameworks, industry commitments and modalities for engagement are developed based on prepositioned agreements (see box).

Mirroring insurance best practice on clearly agreed financial responsibilities before and after an event, preparedness contracts or agreements for disasters could be developed by governments and set out what each actor is expected to do for different levels of shock³¹⁶ and the investment required to achieve this, as well as international assistance as a safety net of last resort. Agreements could set out what is expected of governments at national and local levels, and what the region or international community would need to deliver when triggered. Such mechanisms would reduce arguing over who should respond, who should lead and who should share the burden, all of which can lead to delayed or poor quality responses.³¹⁷ They would also enable exit strategies for international partners.³¹⁸

Box 16: Industry charters³¹⁹

The Humanitarian Connectivity Charter, led by Groupe Speciale Mobile Association (GSMA), represents around 800 mobile operators and 250 equipment and software companies. Under the charter's operational framework, mobile operators pledge to make mobile services more accessible in crises through the provision of free or subsidized access to SMS, data and voice to affected people and humanitarian and government actors, as well as to establish disaster-preparedness plans. GSMA and its partner MNOs can already demonstrate lessons from efforts made during the Ebola crisis and the Nepal earthquake. The launch of the mobile industry Humanitarian Connectivity Charter has spurred the effort to launch a similar charter for the satellite industry. The successful implementation of the charters reinforce a more predictable response from the private sector for the re-establishment of critical infrastructure facilitating aid assessments, delivery and monitoring. It also provides the communication channels needed for a demand-driven response based upon the needs and feedback from affected populations.

Mobile devices are often one of the first things people reach for when disaster strikes; for example, one of the first requests by those displaced on Sinjar Mountain in Iraq was a means to charge their mobile phones so that they could obtain information, to locate loved ones and to become involved in response efforts. Additionally, mobile operators in Iraq have since collaborated to secure a country-wide short code in support of a humanitarian information service for those affected by the conflict. These kinds of initiatives will be worked towards for global adoption by the Charter signatories.

Work to establish ethical and technical standards that reflect the core humanitarian principles and include participation of affected people and data collection still needs to be undertaken as well as adapting the Humanitarian Connectivity Charter for conflict contexts. As there is a growing acceptance of ICT use in humanitarian action, recent evidence has shown that one of the most pressing challenges is the absence of minimum standards or professional ethics in regard to the use of critical data.

This new approach would go beyond finance planning to consider assets and deployable resources, whether military or civilian. It would create an incentive for government contingency planning, as well as a longer term strategy and investment in crisis management capacity, supported by the humanitarian, development and climate change communities.

The consultations also reminded all humanitarian actors that protection should be a central part of disaster response efforts through integrating this into mechanisms for disaster preparedness, planning and assessments, as well as into the strengthening of national and organizational response capacities. This should be done in full consultation with the affected people themselves and respecting their rights as well as social and cultural contexts.

Box 17: Coordinating with military actors in a disaster

In natural disasters, coordination platforms, such as the Humanitarian Civil-Military Operations Coordination Centre, will help identify humanitarian capability gaps and provide opportunities for the effective use of foreign military assistance.³²⁰ A dedicated website where humanitarian and military actors can interact would be operationally effective and an efficient use of resources, enabling humanitarian and military actors to create a common situational awareness.³²¹

Military medical innovation and the Ebola response: a unique space for humanitarian civil-military engagement³²²



“Military contributions have featured prominently in the international response to the Ebola epidemic in West Africa. Médecins Sans Frontières (MSF)’s public call for civil-military collaboration – a first for the organisation – was echoed across the wider global public health community, and a variety of agencies stated the need for military logistics, communications, planning and coordination capacities. In response, several countries have sent military deployments to West Africa. Critically, these military forces are working alongside both international humanitarian and national medical staff. The scale and immediacy of such direct coordination between military and humanitarian actors represents an extraordinary – and, to some, extremely controversial – evolution in civil-military coordination (CIMIC) during emergency humanitarian operations, and has sparked important discussions around the implications of military collaboration within the medical humanitarian space. Although direct operational coordination between humanitarian and military actors is on prominent display in the West African response, a particularly interesting aspect of CIMIC has gone largely unnoticed: namely that humanitarians are actively drawing from key innovations in military medicine to combat the spread of the disease. The Ebola emergency response offers interesting examples of how military-derived scientific knowledge and product innovations related to infectious disease control can be adapted to medical humanitarian practice. This diffusion of military scientific knowledge and products highlights a distinct and under-explored area of active humanitarian-military engagement, and one that may hold potential for further exchanges of innovations valuable for medical humanitarianism.”

PROPOSAL FROM THE CONSULTATIONS

- ” International partners make their approaches fit for context and scale of disasters. They work together in advance of a crisis, to ensure assistance is harmonized and delivered with appropriate restraint and in support of national and local coordination mechanisms and does not add to their burden during crisis.” They also recommended “Government and partners implement adequate preparedness, coordination planning and regular joint exercises with military partners for appropriate and principled support in disaster response.” – WHS Pacific, co-chairs’ summary

5.3 SCALE UP SOCIAL PROTECTION

The consultations highlighted the potential of social protection mechanisms to provide a safety net in times of crisis, echoing the new Sustainable Development Goals.³²³ Often in the form of cash payments, these mechanisms should be designed to scale up rapidly based on the situation: altering the size of the contribution, the number of people or both. Their ability to respond rapidly to early warning, such as through using parametric triggers, means that people are better able to cope when a shock hits, resulting in reduced humanitarian need. This includes the most vulnerable, but, when scaling up, also the next layer of vulnerable people, so that they are protected from falling into deeper poverty and humanitarian stress.

The development sector and, in some cases, private sector partners³²⁴ have a key role to play in helping countries set up these mechanisms. Where chronically vulnerable people are currently supported by humanitarian relief, there will be a need for poverty registers and other tools to refer them to these programs. Both humanitarian and development communities need to establish the different roles each will take in the set-up and implementation of these mechanisms in humanitarian contexts.

Another important component of social protection is the introduction of risk finance mechanisms to provide rapid resources when triggered. Examples include the Africa Risk Capacity and the risk financing arrangement for Ethiopia’s Public Safety Net programme.



Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable.

Sustainable Development
Goal 1.3

PROPOSALS FROM THE CONSULTATIONS

- ” Increasing the level of government investment in building resilience to disasters, in particular scaling up cash-based social protection and associated contingency finance, and setting a percentage target of GDP for this.” – WHS Eastern and Southern Africa, co-chairs’ summary
- ” Designing new financing models was another area where governments could partner with the private sector, such as the insurance industry, to raise equity in private markets and to look at social protection systems with more disaster-resilient approaches.” – WHS North and South-East Asia, final report

5.4 IMPROVE HUMANITARIAN ACTION WHEN DISASTERS AND CONFLICTS COLLIDE

In some situations, people face a combination of natural hazards and conflict on a daily basis, such as in parts of the Horn of Africa and Sahel.³²⁵ Dealing with multiple hazards has become the reality for many humanitarian actors, though there are clearly extremes which severely test everyone and still a propensity to address recurrent and protracted crises as short term aberrations. However, there are also situations where natural hazards are a major new shock to existing situations of conflict. Their impact is often exacerbated by often very low levels of investment by the State and international community in risk management due to the conflict. As a result, they can have severe impacts, increasing people's vulnerability and humanitarian stress.³²⁶ In some situations, they can be a pivotal moment of change and opportunity to promote peacemaking,³²⁷ as was the case in Aceh following the 2004 tsunami. In others, they exacerbate tensions and competition, so intensifying conflict.

While the past 15 years has seen disaster risk reduction efforts improved by the Hyogo Framework for Action, and more recently the Sendai Framework for Disaster Risk Reduction, the current framework does not directly address the challenges of reducing, preparing for and responding to disasters in fragile and conflict situations. Generating best practice and frameworks are increasingly needed, particularly with the expectation of increased frequency and intensity of weather events as a result of climate change.

One of the core issues here is making sure there is good conflict analysis and understanding power dynamics at community level as a prerequisite to support disaster response planning and programming. However, the consultations noted that disaster managers often work in isolation from peacebuilders, disregarding comprehensive conflict analyses in their risk assessments, while peacebuilders do not consider disasters when conducting conflict analysis [see Chapter 3.1.1]. If such analyses are combined, humanitarian action can support local social cohesion and ensure that existing tensions and conflict are not exacerbated. At a minimum, disaster responders must adhere to the 'do no harm' principle.

PROPOSALS FROM THE SOUTH AND CENTRAL ASIA CONSULTATION

- ” Disaster response in conflict or post-conflict settings can potentially contribute to conflict resolution at the local level, creating an opportunity for enhanced engagement with the community and parties to a conflict, but great care must be taken not to exacerbate existing tensions and conflict.
- ” There should be common standards for the engagement of both humanitarian and peacebuilding actors in disaster response in conflict and post-conflict settings based on humanitarian principles of impartiality, neutrality and independence, the principle of do no harm, and human rights standards.
- ” Linkages and dialogue should be strengthened between disaster and conflict management actors when conducting risk analysis, engaging in preparedness work, and responding. Both spheres of emergency management could benefit from greater cross fertilization.

EMERGING PROPOSALS

There was a strong call in the consultations to strengthen the ability of countries and communities to manage disasters. Together with the Sendai Framework for Disaster Risk Reduction and agreements to be forged over the SDGs and climate change, there is an opportunity to generate a new era of collective crisis management, starting with six major proposals:

First, the humanitarian, development and climate change communities should **align behind longer-term government disaster risk management plans**, backed by long-term finance. At-risk governments in particular must expand investment in preparedness, including for municipal and provincial authorities.

Second, countries could be encouraged to **improve certainty in response by developing clear preparedness agreements** or contracts with regional and global actors, setting out roles and expectations at different levels of shock. This approach would increase the predictability of crisis management by investing in national risk reduction and response capacities to handle needs up to specified thresholds, beyond which international assistance is guaranteed. These agreements should set out the risk financing arrangements and related triggers for different levels of risk, as well as what other assets and other resources should be deployed.

Third, government and development partners, perhaps as part of these “preparedness agreements”, should commit to **scale-up and sustain social protection measures**, building on the delivery of proposed SDG targets. These measures need to become the norm for the longer-term provision of assistance, tied to early warning and triggers to allow predictable, early response. There is a need to accelerate the referral of people in chronic and repeated need into these programmes, with particular attention to urban areas and situations of protracted conflict.

Fourth, as a result of the above changes, and increased engagement of the development and climate change communities, international humanitarian organizations need to **set targets for the scaling down or withdrawal of operations** in certain recurrent crises. This approach will allow them to focus their efforts on where they are most critically needed.

Fifth, there is a need to build on the heightened international focus **on the humanitarian dimensions of migrant and refugee movements**, by reinforcing life-saving efforts and through commitments to protect and promote the human rights of all people on the move; and seek to eliminate all form of abuse and exploitation. Member States need to boost their presence and capacity, in particular at border areas and along migratory routes, to ensure more orderly and protection sensitive responses, in line with international standards, and provide support to those States bearing the brunt of the influx of refugees, asylum seekers and migrants. There is also a need to ensure that migrant populations can access humanitarian assistance as an affected population wherever they are negatively affected by conflict or disaster.

Finally, there is a need to address the reality that **shocks and stresses seldom occur in isolation**, a problem that is likely to worsen with climate change. There is an urgent need to facilitate dialogue between Member States and humanitarian, peacebuilding, disaster risk reduction and climate change practitioners to determine best practice, frameworks and action to manage and respond to disaster risk in conflict-affected countries, for example.

CHAPTER 6

GET READY FOR NEW THREATS AND CHALLENGES



Most people are not convinced the world, or their own country, is prepared for the next global epidemic.”

Dr. Jim Yong Kim, President
of the World Bank Group, in
Huffington Post



In the coming decades, the global risk of displacement associated with disasters is predicted to increase, and rapid unplanned urban growth in many low to middle-income countries is expected to be one of the main drivers of that risk.”

Internal Displacement
Monitoring Centre, Urban
Informal Settlers Displaced
by Disasters: Challenges to
Housing Responses

Major global shifts taking place mean that humanity will continue to be challenged by new risks and vulnerabilities. The consultations have reminded us that the crises of tomorrow are here, today. Rapid urbanization is changing the face of human settlements across the planet. The impacts of climate change may cause enormous humanitarian stress in the future. New threats, including global health crises, loom on the horizon.

These emerging risks, and others that have not yet been identified, will continue to challenge existing knowledge and capacities. Yet many of these trends have predictable impacts, and the risks they pose to the most vulnerable people can be mitigated through concrete action at the local and global level. The consultations called for governments and all partners involved in humanitarian action to take action to:

- ✓ tackle escalating risk and generate urban specific response mechanisms that build on more resilient people, infrastructure, and systems, mobilizing commitments and investment through a partnership alliance, focusing particularly on the most at-risk towns and cities;
- ✓ strengthen community and national public health systems and increase international cooperation to deal with global health emergencies;
- ✓ deal with displacement in the context of disasters and climate change, including mitigating effects and preparing for planned and forced displacement;
- ✓ develop the knowledge and capacities at the highest level to advise on preparing for new threats and managing future humanitarian risks.

6.1 ENGAGE WITH THE CHALLENGES AND OPPORTUNITIES OF URBANIZATION

Towns and cities are the centres of an increasingly interconnected world, generating 80 per cent of the world's GDP. By 2050, two thirds of the world's population will live in urban areas due to natural population growth and migration, with urbanization occurring mostly in low-income countries, including fragile states.³²⁹ Although towns and cities provide opportunities, particularly for women, for gainful employment and access to services, they are also challenging environments for vulnerable groups. The number of people living in slums, mostly in risk-prone areas, increased by six million people every year from 2000 to 2010, reaching an estimated one billion people.³³⁰ The rapid pace of unmanaged urbanization is putting an enormous strain on developing countries' infrastructure and resources while increasing exposure to natural hazards, food, water and energy insecurity, urban violence and epidemics. The urban poor are the most vulnerable, with even limited crises such as a rise in food prices hurting the lowest income quintile. Despite this, the opportunities outweigh the risks for the majority of those displaced by conflict and disasters, who seek security and opportunities in urban areas rather than in planned camps.³³²

Recent emergency responses in Haiti, the Philippines and the Middle East have shown that approaches derived from rural areas are inappropriate in urban contexts. Most recent response to displacement has focused on accessible populations in camps, ignoring the most vulnerable and hardest to reach, including those in urban areas.³³³ Because humanitarian actors lag in their understanding of how best to deliver assistance and protection in urban contexts, they fail to meet the needs of vulnerable people who lack access to services and are at greater risk of threats.

Humanitarian action does not capitalize sufficiently on the opportunities for self-recovery presented by cities and the resources and services that already exist.³³⁴ Social and financial capital, assets and skills are currently under-utilized. Given advances in technology and its prevalence in cities, consultations highlighted the opportunities to leverage existing technological platforms - for example, social media and telecom networks - in order to improve mapping of needs and assets, ensure more accountability to affected populations, and enhance preparedness. Further, urban dwellers are highly reliant on infrastructure, markets, government structures, and social networks. But rather than working through these interconnected systems and strengthening them, humanitarian actors tend to deliver goods and services themselves, disrupting local economies, businesses, and governance structures, thus hindering recovery.

Figure 18: Urban displacement



According to UNHCR and IDMC, approximately half of the world's estimated 16.7 million refugees and at least 33.3 million IDPs are thought to live in urban areas.

Local governments have the responsibility to mitigate risks in urban areas by improving infrastructure and service delivery, and planning for urbanization.³³⁵ Local authorities are best placed to understand and identify urban risk and the complexity and diversity of their cities, yet are often side-lined. Many participants in consultations cited also the lack of adequate resources, knowledge, or tools.³³⁶ Government representatives in several consultations called for strengthening the capacity and authority of local authorities to identify, and manage risk through lo-



In a city everything is 'big'. Population figures often run into six figures. The impact of disasters or wars can be huge, overwhelming local capacities. The scale of all urban variables (demography, density, etc.) combined with politics can make cities very explosive."

François Grünewald, War in Cities: Lessons Learned for the New Century of Urban Disasters³²⁸



While we appreciate and believe in the efforts of every single one of the humanitarian organizations we've worked with over the years, we've observed that sometimes [humanitarian response] is confusing. It's often limited; it's often the application of standard procedures, [which], when applied in urban areas, simply don't work well."

Government representative from Bangui at WHS Global Urban Consultation in Barcelona



The protection and security needs of affected urban populations constitute one of the most significant urban challenges."

Roger Zetter and George Deikun, A New Strategy for Meeting Humanitarian Challenges in Urban Areas³³⁹

cal contingency plans that are funded by municipal budgets,³³⁷ and more regional and city to city sharing of experiences and learning. The Global Urban Consultation focused on working through local government structures in disasters and conflict when possible, and to strengthen institutions. Strategies to support local authorities included establishing regional and national surge capacity with experience in coordinating with international responders. Existing networks of cities involved in building urban resilience and climate change adaptation could support local actors to prepare for and respond to crises in fragile cities most at risk.³³⁸ At the national level, governments must also adopt national legal and policy frameworks specific to displacement in cities, such as national policies for IDPs or legislation governing their land and property rights.

Given massive recent increases in the numbers of refugees and IDPs seeking safety in towns and cities, participants at the WHS Global Urban Consultation called for displacement to be dealt with as a development concern, linked to the longer term urban development trajectory of cities. This requires understanding vulnerability amongst the urban displaced and their hosts, and adapting tools and approaches to improve assistance and protection for dispersed, mobile and less visible populations.³⁴⁰ It further requires supporting livelihood opportunities for displaced populations, prioritising cash and local markets, and increasing local absorption capacity through investment in municipal services and housing options. Submissions and consultations also emphasized the heightened risk of gender-based violence as well as challenges in accessing services for women and girls, especially when newly displaced. Resulting recommendations included supporting women's and girls' access to safe public transportation and schools, as well as decent livelihoods.³⁴¹

Innovations in urban early warning systems



Concern Worldwide has developed basic urban indicators to monitor slow onset-urban emergencies in Nairobi's informal settlements. Concern established key metrics and thresholds to trigger response early in emerging crises in urban contexts. Some of these include but are not limited to food insecurity and hunger, income and livelihoods, water, sanitation and hygiene, coping strategies, and insecurity. In the WHS Global Urban Consultation held in June 2015 in Barcelona, links were made between Flowminder and Concern Worldwide's Kenya team. Flowminder's mission focuses on "Innovation, assessment, and scaling of new analytical methods to solve critical gaps in global public health.... using anonymized mobile phone network data, household surveys, and remote sensing data to improve planning and operational decision making in a range of areas including disaster response and climate impacts, disease outbreak prevention, and poverty reduction..." Urban early warning systems that use surveys alongside different sources of data, including from telecoms companies, could provide the critical information needed to manage slow onset urban disasters.

Regional consultations articulated a clear message: the humanitarian system needs to understand urban settings and their risks, work with national and local governments or local authorities to plan for urbanization, and respond through existing systems and infrastructure to leave them strengthened.³⁴²

New strategies, approaches, coordination mechanisms and tools for assessment and targeting are required to prepare for and respond to crises, and build resilience. The resulting paradigm shift would see a move from an individual or household-level analysis and response, to a systemic and integrated response that works at the individual, household, neighbourhood, and city levels.

Complex urban crises demand multi-scale, multi-faceted, cross-sector based approaches well beyond traditional humanitarian and development boundaries. The Global Urban Consultation advocated using the concept of urban resilience to guide interventions, so as to ensure that immediate life-saving assistance and activities centred on relief are longer term right from the start, and do not hinder longer-term sustainable recovery and development. This requires working in a way that draws on the knowledge and expertise of municipal authorities and local actors, including businesses and enterprise, to promote their leadership in urban crisis response, protection and recovery. The consultations led to the formation of an Urban Charter of Principles guiding interventions in urban contexts. This Charter would underpin a Global Urban Crisis Alliance, an alliance bringing together municipal actors, urban professionals and humanitarian and development actors to mobilize commitments and investments to improve the management of risk and generate urban-specific response mechanisms that are built on more resilient people, infrastructure and systems.

Box 18: Urban violence³⁴³

Many cities around the world have levels of violence exceeding those in conflict zones. As noted in the co-chairs' summary of WHS regional consultation for Latin America and the Caribbean (LAC), four of the five countries and 43 of the 50 cities with the highest levels of violence are located in the LAC region. At the end of 2013, 6.3 million people were displaced in the LAC region. The majority of the displaced are in urban areas, and are drawn there by the anonymity, and increased opportunities for improved livelihoods, security, and services that towns and cities provide. However, the displaced may be at greater risk in urban areas from increased vulnerability and exposure to discrimination, harassment and gender-based violence. Violence in cities presents an enormous challenge for humanitarian access, as does the fact that the displaced are highly mobile and often do not want to be identified. The LAC regional consultation underlined the important role of local actors who have access to and the trust of communities in these areas. Humanitarian actors were further called upon to improve their understanding of urban contexts and to work closely with local networks.

Box 19: Illustrative example of potential urban commitments at the Summit

Multilateral agencies, NGOs, national and municipal governments and professional associations could make voluntary commitments to greater resilience of urban systems and improved urban response. This could include allocating a percentage of existing programmes or funding to deployable and strengthened local, regional and international capacity; developing urban tools and approaches, response and coordination mechanisms; and strengthening physical and non-physical infrastructure in the most at-risk cities, such as



In the response to the 2015 earthquake in Nepal, initial damage assessments did not take into account the difference in housing arrangements in urban areas, where multiple families would be living in one structure, including in multi-storey buildings. As a result, the number of affected urban households was under-represented in official data."

WHS Urban Expert Group Meeting in Washington DC, final report



A 'trigger' for urban response, similar to the protocols put in place for a Level 3 crisis, could set in motion a systems approach, backed up by city-level analysis, use of existing data and involvement of local actors and urban expertise."

Civil society representative at WHS Global Urban Consultation in Barcelona

government and social institutions, water and electricity supply, hospitals, roads, bridges, airports, schools and communications, to ensure that basic urban functions are maintained during and immediately after a crisis.

The voluntary commitments could follow the model of the 2014 Climate Summit, such as the Compact of Mayors, or the UN Conference on Sustainable Development, or Rio+20 in 2012, where 17 Voluntary Commitments were made by multilateral organizations and other institutions. This included a pledge by the eight largest multilateral development banks to invest \$175 billion in more sustainable transportation systems over 10 years. This involved a shared reporting structure, a tool to measure sustainability of transport projects, and concrete targets against which to monitor and evaluate progress.

PROPOSALS FROM THE CONSULTATIONS

- ” Adapt the humanitarian system and tools to better fit local urban preparedness and response.” – WHS Eastern and Southern Africa, co-chairs’ summary
- ” Build on regional and other initiatives to enhance the exchange of knowledge and experiences in urban risk management, including through mayors.” – WHS Eastern and Southern Africa, co-chairs’ summary
- ” National governments, with international support as needed, should build the capacity of municipal and local authorities to identify, prevent and respond to humanitarian risks in urban areas, through measures including staff training, multi-hazard contingency planning and increasing the investment of municipal budgets in risk management.” – WHS West and Central Africa, co-chairs’ summary
- ” Utilize innovations in technology and information systems to design programmes oriented to addressing the specific needs in urban areas and to utilize the available in urban areas.” – WHS Latin America and the Caribbean, co-chairs’ summary
- ” Recognize the specificity of urban crises and that they require a more tailored response than is currently employed.” – WHS Global Urban Consultation
- ” Move from a mindset of supply to one of support, engage with local actors and invest in the systems that shape cities (governance, society, markets and infrastructure).” – WHS Global Urban Consultation
- ” Ensure that the most at risk towns and cities are able to manage displacement, recognizing existing poverty and vulnerability in urban areas, and the added resources required to support basic services.” – WHS Global Urban Consultation

6.2 ADDRESS HEALTH IN CRISIS SETTINGS

6.2.1 Improve health outcomes in humanitarian action

All types of crises carry risks to health, and crisis-affected communities consistently cite health among their top three priorities.³⁴⁴

The risks to health posed by humanitarian crises are at an all-time high – and worsening. Protracted conflicts have a disproportionate and long-term impact on health, often providing fertile ground for disease outbreaks. Crisis settings account for 60 per cent of preventable maternal deaths, 53 per cent of under-five deaths, and 45 per cent of neo-natal deaths.³⁴⁵ Compounding these problems are the attacks against patients, health workers and health facilities that are among the most disturbing features of today's conflicts.³⁴⁶

Experience also suggests that food security and nutrition, as well as water and sanitation, have major bearing on health status in emergency contexts,³⁴⁷ while mental health³⁴⁸ and reproductive health are often overlooked, which can set back recovery. In some settings, individuals, especially those from vulnerable groups, may have greater trust in health care workers, and therefore may disclose experiences of gender-based violence that they would shy away from reporting to authorities. Health care workers can therefore play critical roles in assisting survivors of GBV, including domestic and sexual violence, to access the services they need.³⁴⁹

The gap between global emergency health response arrangements and international humanitarian response mechanisms needs to be bridged, potentially through a minimum health package that all humanitarian actors support. This involves the strengthening of national health capacities to prevent major health emergencies in the first place; and also to build international systems capable to respond to major public health emergencies in countries in crisis. Ensuring that people have access to quality health care requires contributions from all sectors: health outcomes and health indicators can also act as an overall measure of the effectiveness of collective humanitarian action.

Innovations in healthcare and medical equipment³⁵⁰



Remote areas of developing countries often suffer from a lack of access to healthcare, with clinics and hospitals located hours away. These problems have spurred innovations in portable medical equipment that are lightweight, robust, and operable without electricity. Life-saving equipment for sterilization, anaesthesia, diagnostics, respiratory management and x-rays allow aid and healthcare workers to effectively bring the hospital to the patient.

Transporting medicine in low-income countries and hot climates is another obstacle that has been removed by innovators. True Energy have produced a Sure Chill solar-powered vaccine refrigerator that keeps medicine cool without a connection to the grid. In addition to being solar-powered, it is efficient enough to stay cool for ten days without a charge and contains a stabilizing technology that adjusts to outside temperatures.

3D printing in emergency health care³⁵¹



3D printing offers flexibility and adaptability due to proximity to the user and an ability to fine-tune objects after producing a prototype. Agencies are learning it is much more efficient to send frameworks and prototypes digitally and print on location, saving time and money. The accessibility and financial appeal of 3D printers allowed Oxfam and iMakr to print hygienic taps in Lebanon, and they have also been used in Haiti to print medical supplies. Refugee Open Ware has a 3D-printed prosthetics pilot programme in Jordan, assisting amputees from the Middle East. 3D printing still requires advanced technological skills, but it has the potential to allow medical staff and aid workers to produce supplies without logistical stress.

Studies have furthermore shown that giving priority to re-establishing health services can boost peace building. Health interventions can also be useful to spearhead achieving broader humanitarian access. For example, polio and measles vaccination campaigns have furthered humanitarian access in recent conflict settings including Afghanistan, Sudan, and Syria. Studies have shown that giving priority to re-establishing health services can boost peace building.

6.2.2 Build global partnerships to tackle global health risks

Beyond health risks in crisis situations, the HIV/AIDS pandemic and the recent Ebola Virus Disease outbreak in West Africa have shown that diseases can become humanitarian crises in their own right, particularly where local and national public health systems are weak or stretched. Consultations raised concerns on how pandemics challenge or even overwhelm national and international humanitarian response capacities. Over the past 65 years, some 335 new infectious diseases have appeared in humans,³⁵² causing local outbreaks, wider epidemics, or even pandemics that caused many deaths and serious social and economic disruption. Recent examples, apart from Ebola, include avian influenza, Severe Acute Respiratory Syndrome and Middle East Respiratory Syndrome. There is a high risk of future crises being caused by known or new pathogens, as a consequence of environmental and lifestyle changes related to climate shifts, population mobility, and disruptions in animal habitats due to deforestation, and urbanization.

The difficulty in predicting outbreaks and the potential for trans-boundary spread means that it is vital to strengthen international cooperation arrangements for early detection and rapid control, for example, through strengthening the framework of the International Health Regulations,³⁵³ rapidly deployable surge capacities, and quickly available emergency public health contingency funds. These challenges also require addressing known weaknesses, such as lack of national, regional, and global pandemic preparedness plans; gaps in disease monitoring and information sharing; very weak national and community health systems; and deficient knowledge and skills among health and humanitarian responders. As early action is vital to control outbreak spread at source, trained local community health workers are the first and best line of defence.³⁵⁴

Real-time data for increased access to vaccine supplies in Uganda³⁵⁵



UNICEF's mTrac is an SMS- and web-based data collection and analysis platform available on RapidPro; a platform that allows the international development community to visually build nationally scalable programmes and applications. mTrac was developed to enable health facility workers and community health workers to submit routine reports covering weekly disease surveillance and drug stocks at zero cost via their personally owned basic mobile phones. In Uganda, mTrac is used nationwide by over 16,000 health facility workers in 3,200 health facilities and has successfully been used to track the health facility stock of essential medicines. Real-time monitoring of vaccine supplies enabled stock-outs to be addressed, and led to an increase in immunization coverage of DPT1 from 52 per cent to 98 per cent within one year.

The gap between global emergency health response arrangements and international humanitarian response mechanisms needs to be bridged.³⁵⁶ This is especially vital where both health and humanitarian response workers are themselves at risk alongside their beneficiaries: maintaining trust between them is most important for mutual safety and for the effectiveness of disease control and prevention efforts. Consultations noted the potential of social media to help track disease progression, share prevention advice, and correct misconceptions that can breed unnecessary anxieties and dysfunctional social responses such as the stigmatization of sick people.

The private sector and academic medical centers in non-crisis countries could play a greater role though the mobilization of their skills resources and networks.³⁵⁷ The experience with Ebola has highlighted the useful role of the military in rapid response to epidemics but there is need to ensure that this is not seen as coercive by defining it clearly and limiting it.



Crises caused by disease outbreaks require the health and humanitarian communities to work together."

World Health Organization,
position paper for the WHS

Box 20: The Ebola Private Sector Mobilization Group³⁵⁸

In August 2014, four mining companies operating in Western Africa decided to start a dialogue platform to share information about Ebola and its impact on commercial activities. The Ebola Private Sector Mobilization Group turned into a worldwide initiative with more than 100 members at the global level, with many more active in country groups that were set up in Liberia, Guinea and Sierra Leone. Company participants provided crucial support to the UN and other emergency responders through donating funding, personnel and equipment, as well as lending expertise and advocating for a stronger coordinated cross-sectoral response.

PROPOSAL FROM THE CONSULTATIONS

- ” Local health staff and community health workers – – must be given access to the training, resources and support they require to carry out their work safely and effectively.” – WHO position paper for the WHS



Building the legal framework on cross-border migration due to disaster and the impact of climate change is definitely a real need in the Pacific in our preparation for any necessary relocation.”

Participant from Cook Islands in WHS Pacific Online Consultation



We need to enhance disaster risk reduction and climate change adaptation in the Pacific ... [so] that if disaster strikes, people may avoid displacement altogether – or be displaced for a much shorter period of time. Humanitarian assistance should not be the default option because it is remedial rather than proactive.”

Academic from Australia in WHS Pacific, stakeholder analysis

6.3 ADDRESS DISPLACEMENT IN THE CONTEXT OF DISASTERS AND OTHER IMPACTS OF CLIMATE CHANGE

In each of the past seven years, an estimated average of 26.4 million people became newly displaced by sudden-onset disasters such as floods and cyclones.³⁵⁹ Others left their homes due to slow-onset impacts of climate change, including sea level rise and droughts. The impacts of climate change are predicted to dramatically exacerbate this trend, with experts estimating that 4°C warming could lead to a rise in sea levels that displaces between 1.2 million and 2.2 million people from their homes in the Caribbean, Indian Ocean and Pacific Ocean, combining with storm surges and flooding to threaten low-lying areas in Small Island Developing States.³⁶⁰ Other impacts of climate change, such as extreme rainfall, damaging cyclones, ocean acidification and drying trends³⁶¹ may also increase humanitarian need.

Displacement in the context of disasters, including those caused by impacts from climate change, was a common concern in regional consultations. In the Pacific, communities, humanitarian organizations and government representatives emphasized that displacement and voluntary, planned relocation are already taking place due to climate change, particularly in low-lying, coastal and atoll communities.³⁶² In South and Central Asia people expressed concern over increasing urban risks related to displacement in the context of climate change.³⁶³ Consultations highlighted the need to address land tenure, adequate housing, employment opportunities and access to food for those displaced.

Relocation must be carried out in a planned, organized and participatory manner. The preservation of culture, including links to ancestral land, is essential in many areas grappling with climate change, such as sub-Saharan Africa and the Pacific islands. In the words of a community member in the Pacific, “to even think that one day we are going to have to leave our islands and the land of our ancestors because of climate change ... is heart-breaking for most Pacific islanders.”³⁶⁴ To ensure people move in dignity, while preventing inter-community clashes, communities and authorities need to jointly identify land where people can move.

Currently, national and international legal frameworks and institutions are ill-equipped to respond and protect people displaced by disasters and the impacts of climate change. To address this gap, a state-led, intergovernmental, consultative process known as the Nansen Initiative was launched in 2012. The South and Central Asia consultation also recognized a need for a long-term development-based approach by governments, in conjunction with international financing and resources to develop more uniform and sustainable policies.³⁶⁵

PROPOSALS FROM THE CONSULTATIONS

- ” Regional agreements should be established between governments regarding protection and social safety nets for disaster- and climate-induced cross-border displacement wherever appropriate.” – WHS South and Central Asia, chair’s summary
- ” Three key objectives related to people’s movement:
 - ✓ avoiding forced displacement through better mitigation measures;

- ✓ ensuring that displaced persons are protected with respect for their rights and according to their needs and vulnerabilities;
- ✓ integrating displaced and host communities into humanitarian responses.” – WHS Pacific, co-chairs’ summary

6.4 PREPARE FOR THE NEW GENERATION OF HUMANITARIAN RISK

The emerging risks outlined above, and others that have not yet been identified, will continue to challenge existing knowledge and capacities. Climate change and its consequent threats of water and food scarcity, population displacement, conflict and the growing incidence of cascading disasters, where, for example, natural events can trigger chemical, biological, radiological and nuclear crises, demand new knowledge and skills that are well beyond the current capacities of most humanitarian actors.

The Ebola outbreak demonstrated the importance of multi-disciplinary preparedness. The risks of disasters arising from nuclear and other technologies, growing extremism, sectarian factionalism or bioterrorism all demand humanitarian actors to engage with many disciplines, including science, health, military and security experts, to jointly articulate prevention, preparedness and response strategies. The need for such a multidisciplinary approach was supported in the regional consultations³⁶⁶ and the Environmental Emergencies Forum.

EMERGING PROPOSALS

The consultations reminded us that the crises of tomorrow are already here. Global response arrangements should be updated to respond to the complex and changing dynamics of global threats or to the uncertainty and unpredictability from which they emerge, and to which they contribute.

First, in a rapidly urbanizing world, the consultations called for a **new global urban crisis alliance to address the growing risk of crises in cities**. This alliance would drive an agenda to transform the way that humanitarian needs triggered by conflict or natural hazards are addressed in urban settings. The alliance will mobilize commitments and investments to improve the management of risks while generating urban specific response mechanisms that are built on more resilient people, infrastructure, and systems, focusing particularly on the most at risk towns and cities. Guided by a common Charter, the alliance will work with local actors, and municipal government in particular, in cities around the world to increase preparedness, establish a global roster of local, regional and international deployable urban experts, strengthen urban governance and protection mechanisms, and support local structures to build safer and more resilient towns and cities.

Second, **renewed global efforts to tackle global health risks** should be fostered, including pandemics, as well as government efforts to strengthen community and country-level health systems as a first line of defence. There is a need to better protect health workers and facilities, and ensure access to a standard minimum health package, as well as re-establishing health systems quickly during crisis recovery. There is also a need to manage trans-border disease outbreaks through better implementation of the International Health Regulations (2005), and rapidly deployable surge capacities and contingency funds.

Third, building on the consultations' warnings on climate change, regional cooperation should be spurred to **address present and future displacement due to climate change** and other factors, building on the global commitment to address decisively the threat posed by climate change. It will be essential to avoid forced displacement through mitigation measures, and to ensure that any relocation is carried out in a planned, organized and participatory way. National and international legal frameworks and institutions are in urgent need of updating to assist and protect people displaced by disasters, including those tied to the impacts of climate change.

Finally, an **independent advisory group** could be convened to advise on preparing for a new generation of threats and managing future humanitarian risk. It should comprise of expertise from all regions.

PART III BUILD DIVERSE PARTNERSHIPS



CHAPTER 7

REALIGN HUMANITARIAN ACTION



It is becoming increasingly clear, as others have said, that the patchwork humanitarian system that has evolved over the past 70 years is struggling to handle the burden of today's crises. We need to think hard about how to reform – and yes, how to invent... That is the task we must urgently put our minds to in advance of the World Humanitarian Summit: inventing the future.”

Ambassador Samantha Powers, U.S. Permanent Representative to the United Nations, at the Global Forum for Improving Humanitarian Action in New York

The World Humanitarian Summit consultations consistently stressed the need for the current international humanitarian system to adapt to the changing, diverse landscape of actors and contexts, and to strengthen relationships with key partners, including the military and the private sector. This adaptation requires fundamental changes, with a push towards localizing disaster preparedness and response and with more context-specific response mechanisms. International humanitarian actors must increasingly play a support role wherever possible.

There was a strong call from the WHS consultations for the international community to:

- ✓ reaffirm the universal relevance of the core humanitarian principles;
- ✓ reinforce local and national responsibility for crisis management, with the international humanitarian community taking a support role whenever possible, further aided by a review of current roles and cooperation arrangements;
- ✓ expand partnerships to diversify humanitarian action, in particular through a new cooperation framework between humanitarian, development and other actors, and closer links with the private sector and military;
- ✓ build trust, accountability and a focus on delivering results;
- ✓ commit to greater political will and strategic engagement on protection, including improving the safety and security of aid workers;
- ✓ promote the consistent application of innovation to tackle humanitarian challenges.

7.1 RESPECT HUMANITARIAN PRINCIPLES

At the heart of humanitarian action, there are a set of well-established core humanitarian principles, which all governments have affirmed through resolutions of the United Nations. The consultations called for those attending the World Humanitarian Summit to reaffirm their commitment to the core humanitarian principles and for the principles to be fully supported and adequately implemented by States and all organizations,³⁶⁸ particularly the principle of humanity.

The consultations resoundingly reaffirmed the universal relevance of the **core humanitarian principles**.³⁶⁹ They also highlighted the challenges of applying them with consistency, and suggested that the humanitarian principles would be better supported if: their implementation took account of rights-based approaches,³⁷⁰ respected the centrality of affected people, and supported locally-driven humanitarian action.³⁷¹ They also called for humanitarian organizations to show a more serious commitment to accountability.³⁷²

Box 21: Humanitarian principles³⁷³

Humanity. Human suffering must be addressed wherever it is found. The purpose of humanitarian action is to protect life and health and ensure respect for human beings.

Neutrality. Humanitarian actors must not take sides in hostilities or engage in controversies of a political, racial, religious or ideological nature.

Impartiality. Humanitarian action must be carried out on the basis of need alone, giving priority to the most urgent cases of distress and making no distinctions on the basis of nationality, race, gender, religious belief, class or political opinions.

Independence. Humanitarian action must be autonomous from the political, economic, military or other objectives that any actor may hold with regard to areas where humanitarian action is being implemented.

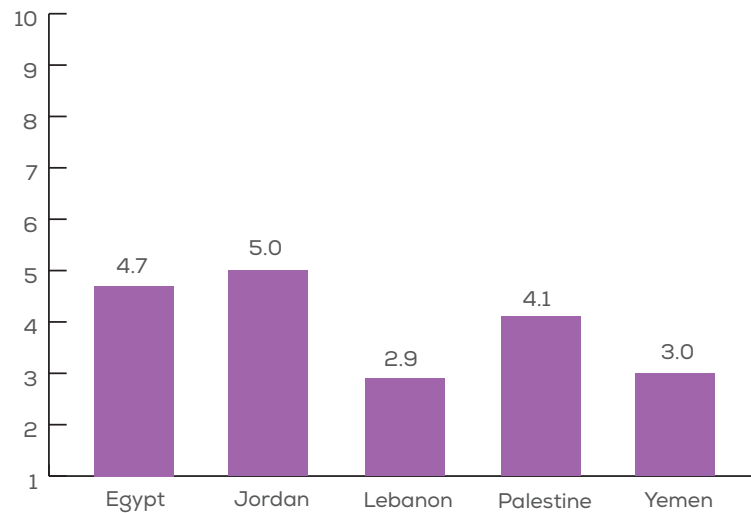
Humanitarian principles can only lift up our efforts to tackle the complex challenges of the age if there is respect for them. Yet the consultations revealed a strong perception that many humanitarian actors do not, in fact, conduct themselves according to these principles. In a survey conducted with affected people in five countries ahead of the regional consultation for the Middle East and North Africa, affected people gave scores of between 2.9 and 5 out of a maximum of 10 when asked to what degree they felt humanitarian organizations are neutral and impartial.³⁷⁴ In a special online event on the principle of neutrality, 69 per cent of participants answered “no” when asked if they thought humanitarian organizations could credibly claim to be neutral.³⁷⁵ One of the findings of the Global Forum on Improving Humanitarian Action was that “many access constraints come from a sense that international actors are not impartial”.³⁷⁶



Humanitarian workers will only be able to reach civilians in the cross-fire if we uncompromisingly uphold our principles. We must provide relief and durable solutions impartially and be neutral and independent of military or political agendas.”

Jan Egeland, Secretary-General of the Norwegian Refugee Council on the WHS Blog

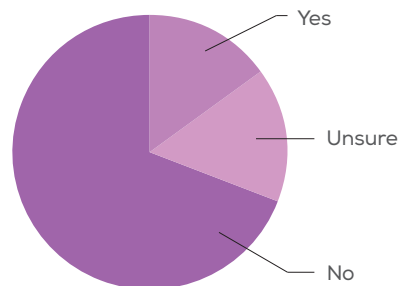
Figure 19: Perceptions of neutrality and impartiality



Source: WHS Middle East and North Africa, *Stakeholder Analysis*.

Figure 20: Perceptions of neutrality

Can most humanitarian organizations credibly claim to be neutral?



Source: WHS Special Online Event on the Principle of Neutrality

This can be due to a number of factors. International actors may not understand how humanitarian principles must be nuanced to different cultural contexts, and how to involve local people in applying them. Humanitarian organizations may also make compromises due to political or funding pressures. Participants also pointed to the contradictions that can arise when humanitarian actors accept funding from a government that is also a party to a conflict, or that arise when UN humanitarian agencies operate alongside peacekeeping missions.³⁷⁷

Strengthening accountability through asking humanitarian actors not just how effective or efficient they are but also how well they live up to their principles would bolster consistency and build trust. If the usual evaluations and audits by which humanitarian action is assessed and funded by donors³⁷⁸ give sufficient weight to principles, it would be a practical driver of changed behaviour.

With so many actors from diverse backgrounds involved in crisis management, often in highly contested circumstances, applying principles can be seen as somewhat subjective. Updated guidance – for humanitarian as well as political actors – inclusive of the impact of different cultural contexts would help to show how principles should be applied in today's crises, alongside a programme of mutual learning to improve practice. The consultations also called for "more robust dialogue within and between faiths to not only understand humanitarian principles and instruments of International Humanitarian Law, but also look at relations with (and between) faiths, traditions and cultures".³⁷⁹ For example, synergies between the notions that exist across different traditions and international legal frameworks could be explored to develop context-specific interventions that can assist and protect vulnerable people.³⁸⁰

In addition, voluntary service is an established way of expressing the humanitarian spirit in all cultures. Many essential social services are delivered to millions of people round the world by volunteers operating within their own neighbourhoods or mobilised by humanitarian bodies to go further afield, including to other countries. Apart from the immense value of what they do, volunteers are a practical example of the solidarity that binds the world together. There is scope for scaling up volunteering programmes through, for example, supportive national legislation and work place policies, and increased investment.

PROPOSALS FROM THE CONSULTATIONS

- ” Promoting a global commitment that reiterates the core humanitarian principles.” – WHS South and Central Asia, chair's summary
- ” Ensuring humanitarian principles are respected and understood by everyone:
 - ✓ Promoting humanitarian principles by a broad set of actors, including civil society
 - ✓ Ensuring that decisions are made according to existing needs and without supporting a party to a conflict.” – WHS Eastern and Southern Africa, co-chairs' summary
- ” Reaffirm humanitarian principles and ensure their understanding and respect by all actors and their application by humanitarians.” – WHS Europe and Others, co-chairs' summary
- ” Reaffirm the humanitarian principles of humanity, neutrality, impartiality and operational independence, with a focus on rights and inclusion.” – WHS Latin America and the Caribbean, co-chairs' summary
- ” The principles of humanitarian action were widely re-affirmed and were deemed important in facilitating the ability of humanitarian organizations to operate in conflict areas.” – WHS Middle East and North Africa, co-chairs' summary
- ” Observance of the humanitarian principles of impartiality, neutrality, humanity and independence, are fundamental to effective humanitarian action.” – WHS North and South-East Asia, co-chairs' summary

- ” Agree a ‘multi-faith compact’ to reaffirm humanitarian principles (including Common Articles 1 and 3 of the 1949 Geneva Conventions).” – Sovereign Order of Malta, Symposium on Religions Together for Humanitarian Action
- ” Developing legislation and policies to support volunteer and community networks could further strengthen community-based disaster preparedness, response and resilience.” – WHS Eastern and Southern Africa, final report



If we were to create a new global humanitarian system today, we believe national governments should be at the center, supported and held to account by their own civil societies, with international actors standing by to assist whenever necessary.”

Oxfam, Turning the System on its Head



Coordination must not be an aim in itself, but a tool to serve beneficiaries better, based on complementarity on the ground.”

Peter Maurer,
President of the ICRC
at WHS Middle East
and North Africa in
Jordan

7.2 “TURN THE SYSTEM ON ITS HEAD”

Consultations called for radical changes to the international humanitarian system, including consistent, compelling demands for change in governance of humanitarian action on the ground and globally. The Global Forum for Improving Humanitarian Action noted that “many of the recommendations for ‘adapting the international system’ focused on localising resources, decision-making and coordination powers for humanitarian action”.³⁸¹

7.2.1 Empower people-driven response

As noted in Part I of the report, putting people at the centre of humanitarian action has been one of the strongest and most consistent calls throughout consultations. However, affected people and civil society organizations have consistently highlighted that they are insufficiently consulted and involved in the planning, implementation and evaluation of humanitarian responses.

Putting people at the centre requires a shift in power. As discussed in Chapter 1, this means that affected people must have greater access to information and greater involvement in decision-making, and be empowered to hold humanitarian actors, including governments, accountable for meeting their needs and upholding their safety, rights and dignity.³⁸² Despite progress, important gaps remain in meaningful engagement with affected people to inform decisions. So why is progress so slow while these issues have been known and debated for so long?

A fundamental problem is that the incentive structure for international humanitarian actors reinforces a top-down structure. Competition for resources and visibility in the media drive humanitarian response, and there are few sanctions for poor performance. The consultations highlighted that humanitarian organizations are not held to account for the appropriateness of the assistance they provide or for how well they listen and respond to affected people,³⁸³ and do not face consequences if they fail to meet the expectations of people affected by crises, as compared to that of their donors.³⁸⁴ Ultimately, progress in this area may depend on donors changing the incentive structures to reinforce requirements to engage affected communities in designing and evaluating responses.

It is time for international humanitarian organizations to ensure a real shift of power to affected people, by seeking genuine partnerships with affected communities and other local and national actors,³⁸⁵ rather than treating southern NGOs and civil society organizations as sub-contractors.³⁸⁶ To enable this, the consultations called for much greater investment in supporting and strengthening the capacity of local actors. A positive example is the recent creation of the Humanitarian Leadership Academy,³⁸⁷ which aims at training the next generation of humanitarian leaders and responders, especially those located in vulnerable crisis affected countries and communities.

Recalling that governments bear the primary responsibility for humanitarian assistance and protection, the consultations also called for international actors to support and facilitate government-led coordination and response to disasters, recognizing that different levels of partnership and cooperation are needed in different situations, particularly in armed conflicts³⁸⁸ [discussed in Part II]. Governments' responsibilities should be fulfilled at central and sub-national levels, including municipal authorities, and founded on national legislation on emergency preparedness.³⁸⁹ Where national disaster response systems do not exist or are not strong, governments should establish predictable platforms for cooperation with the diverse stakeholders that contribute expertise, including community networks, civil society organizations, youth, women's organizations, the private sector, military and emergency response services³⁹⁰ [discussed in Chapter 5].

When local or national response capacity may be overwhelmed, and external support is needed, this should be funded and executed to reinforce rather than undermine coordination mechanisms at the community, municipal or national level, depending on the context. When international coordination structures are needed, they must be much more inclusive of local actors, with respect to language, location, and process, a change that must be supported by leadership at the highest level. Analysis and mapping of capacities should inform the scale of international responses, and identify gaps that require investment to strengthen national and local capacities. As one participant to the regional consultations has put it, "humanitarian action should be as local as possible and as international as necessary".³⁹¹

Fundamentally, the most appropriate and effective systems and mechanisms to meet affected people's needs and help them recover their self-reliance depend on the specific context in which humanitarian action is taking place. The consultations³⁹² and several major studies and initiatives³⁹³ have pointed to the need for the international humanitarian system to adapt its response to different contexts as a centerpiece for how to make humanitarian action more effective.

Improved contextual analysis is critical to determine the right scale and scope of national or international assistance and protection to affected communities. In particular, it should ensure that international humanitarian actors become a last resort, intervening only when existing capacities are overwhelmed, and supporting rather than undermining or displacing local actors, structures and systems.³⁹⁴ Conversely, it will also help identify situations where international humanitarian actors need to scale up their responses or adopt different approaches.³⁹⁵

The North and South-East Asia regional consultation pointed out that international, regional and national coordination structures worked fairly well when responding to natural disasters, but were less fit for a complex emergency. Conducting a political analysis was also encouraged by some stakeholders, whether in natural disasters, conflicts, or protracted humanitarian crises.³⁹⁶

PROPOSALS FROM THE CONSULTATIONS

“ Humanitarian actors, including regional and international organizations, should work together with governments to put into place comprehensive and inclusive coordination, planning and response frameworks at the national level. International coordination mechanisms (i.e. clusters) should be subordinate to national and sub-national government led-mechanisms.” – WHS North and South-East Asia, co-chairs' summary



Communities in Vanuatu revealed the importance of feedback loops, as they felt over-consulted by humanitarian organizations after Tropical Cyclone Pam but found little evidence that their recommendations had informed decision-making.”

WHS Pacific, stakeholder analysis



It's a two-way street: it is about the donor, the international community, let's say, having to surrender some power and be less risk-averse, but it's also about national governments, national civil society demonstrating the willingness to get involved and, in a sense, sometimes, to even put its own house in order.”

Participant at the Global Forum for Improving Humanitarian Action in New York



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 in WHS Eastern and Southern Africa, stakeholder analysis



The best way to address context is through more sophisticated tools and practices that help humanitarians understand and create tailored plans for each individual crisis.”

Global Forum for Improving Humanitarian Action, Results and Analysis

- ” Humanitarian governance structures should be reformed to make the humanitarian system more efficient and effective in practice. Decision-making, leadership and representation in these structures should be equitable for all States and reflect national ownership.” – WHS South and Central Asia, chair’s summary
- ” There should be significantly less direct international intervention in humanitarian response. In order to achieve this, affected states, donors and national and international agencies will all need to make major changes.” – Global Forum for Improving Humanitarian Action
- ” Reform the global humanitarian architecture to ensure increased participation of local actors and involvement of all stakeholders, concerning the policies and terms of humanitarian response, recovery and resilience efforts to be undertaken in partnership with local authorities, national governments and local civil society.” – Southern NGO Network submission, A More Dignified and Equitable Humanitarian System
- ” We call for a more decentralized global humanitarian system... comprised of highly diverse local, national and international organizations all operating according to the principle of subsidiarity, that is to say taking decisions and actions at appropriate levels with the affected people themselves and those closest to them. Such subsidiarity requires several major changes in the ways the humanitarian system operates, most importantly, a rebalancing, so that considerably more capability and leadership resides at the local level; an increase in funding for local level organizations; new specialized international capability; and a real shift of power to crisis-affected populations.” – Start Network, Shifting the System: Start Network Statement to the WHS
- ” Humanitarian Country Teams should conduct rigorous context analysis prior to activating clusters. Humanitarian Coordinators should be requested to include context analysis in the activation letter that is sent to the Emergency Relief Coordinator highlighting the current coordination capacity, the identified gaps in the coordination architecture, plans to engage the government in ensuring they fulfil their coordination responsibilities, and potential triggers for de-activation.” – Global Cluster Coordination Group, Enhancing Operational Coordination to Improve Humanitarian Effectiveness

7.2.2 Create stronger evidence-base and results culture

The consultations consistently confirmed that more effective and context-specific humanitarian response relies on the improved use of data, information and analytical tools for assessing outcomes and impact for affected people. This information must be available to affected people, and local actors must lead assessments, design and provide assistance, and evaluate impacts.³⁹⁷

The advent of “big data” offers huge but mostly untapped potential. According to estimates, nearly one quarter of all data in the digital universe might be useful. However, just 0.5 per cent of these potentially useful data are analyzed.³⁹⁸

Innovations in data collection, GIS and mapping³⁹⁹



“It is widely accepted in the humanitarian community that sharing data saves lives. Data shows aid and relief workers how to provide at-risk groups with the aid they need, when they need it. Yet immediately following a disaster, data collection is often rushed and gathered in different formats. In the past, this made collating data in order to build a bigger picture of a crisis difficult and time-consuming work. Similarly, deciphering the overflow of data received can be just as crippling to humanitarian response as no information at all. Now, field data can be collected using iPad and Smartphone apps and then directly uploaded to cloud storage, ready for analysis away from the field. This technology not only cuts down on processing time (and errors) but it also means crisis maps can be generated much faster, mobilising rapid and accurate aid following disasters.

Crisis mapping is not new, with platforms such as Ushahidi operating since 2008, collecting eyewitness reports of post-election violence and crowd sourcing for social activism. However, GIS (Geographic Information System) mapping is more than just mapping. It is also an analytical, data management and visualisation tool. As an example, GIS mapping is useful in fighting infectious diseases such as Ebola; digitally mapping and visualising outbreak locations, casualties and fatalities in the hope of preventing spread. GIS mapping is also used to create disaster risk maps of flooding, climate change adaptation and natural resources, and gives NGOs transparency, showing donors exactly where aid is going and where their contributions are making a difference.”

In addition, concerns about the lack of objectivity with which needs are assessed and response thresholds applied is leading to distrust within and outside of the humanitarian system. Interest is growing in establishing an independent assessment mechanism to verify and provide an objective assessment of actual humanitarian need, develop a results framework and track results. Indicators could include other measures of effectiveness highlighted through the consultations, like the extent to which assistance is contributing to people’s ability to help themselves, stimulating local markets, strengthening local and particularly women’s leadership, and complying with humanitarian principles. The mechanism could also be a channel for complaints.⁴⁰⁰ This would have an important role in assessing the extent to which the combined humanitarian response are reaching all people in need, including geographically “hard to reach” groups and marginalized and vulnerable sections of the population.



Many governments and organizations in the region approach assessments from the icing perspective, not the cake perspective. Few people talk about the methodology and how affected people will be involved, but instead about how the findings will be presented.”

Humanitarian worker consulted in Fiji in WHS Pacific, stakeholder analysis



The best way to address context is through more sophisticated tools and practices that help humanitarians understand and create tailored plans for each individual crisis.”

Global Forum for Improving Humanitarian Action, Results and Analysis

Real-time data for an automatic disaster analysis⁴⁰¹



The Automatic Disaster Analysis and Mapping System (ADAM) produces a 'virtual dashboard' as soon as a disaster strikes, featuring details including the scale of the emergency, number of people affected, weather conditions, and the WFP resources available in the area. This data is then automatically issued to staff and people from other organizations, via a subscription email and through a Twitter feed. ADAM has drastically reduced the amount of time it takes to gather information and issue details, and has dramatically improved WFP's response time in the aftermath of an emergency.

Regional consultations, notably Europe and Others and North and South-East Asia, emphasized the need for a common framework for measuring effectiveness. A shared understanding of effectiveness should ensure that resources, time and skills are targeted and used in the best possible way, helping those affected by crises address their own needs. It will also improve accountability, and promote opportunities for learning from success and failure, shifting the focus from the performance of individual actors to outcomes for affected people.

Another component to improving quality and performance is through professional certification and accreditation mechanisms—such as a reinvigorated commitment to a Core Humanitarian Standard—to ensure compliance with professional and humanitarian standards. Affected people had a right to know that organizations have reached certain standards.⁴⁰² Self-regulation has largely failed in the sector. It is time to consider more robust approaches which would bring a level of external scrutiny to the performance and effectiveness of humanitarian actors, and hold them to account.

There has also been a call for a clearer demonstration of how lessons learned are being actively taken up by humanitarian actors, for example by demonstrating this in proposals for funding and providing evidence of why the proposed action will be effective. Donors could make this a requirement.

Common web-based platform for a common operating picture⁴⁰³



The UK experience of developing Resilience Direct™ as part of the national common operating system serves as a good example of the use of technology to achieve new level of coordination and shared vision. ResilienceDirect™ is the UK's free-to-use secure web based platform that enables agencies to share real time information securely in emergency response and planning. This secure platform for multiagency partnerships was launched in April 2014 and is already starting to transform the way that local resilience agencies work together - saving time and giving access to the same information to be able to make fuller assessments and decisions more quickly.

PROPOSALS FROM THE CONSULTATION

- ” Invest in the generation of evidence to inform appropriate humanitarian response, including ensuring a greater focus on generating and using gender-sensitive disaggregated data.” – WHS Europe and Others, co-chairs’ summary
- ” Establish a mechanism for measuring the impact of preparedness and response and ensuring that it feeds institutional learning.” – WHS Europe and Others, co-chairs’ summary
- ” We recommend that the WHS encourage humanitarian actors to invest in research and data collection, synthesis and quality and to adapt systems to use and value evidence.” – Humanitarian evidence: Going beyond good intentions in reshaping aid, a submission to WHS by eight organizations⁴⁰⁴
- ” Draw on the best available evidence, including the scientific research base. Also identify ways in which evidence-based decisions can be embedded across humanitarian work in the future, and how links between the humanitarian sector and international science community can be strengthened.” – The Royal Society submission to the WHS
- ” Multi stakeholder, multi-risk analysis should be done systematically at local, national, regional and global levels, kept updated, rooted in scientific (physical, natural and social sciences) and local knowledge and shared in a transparent and open manner.” – Global Forum for Improving Humanitarian Action
- ” Facilitate the proper management and use of existing Big Data resources by developing data sharing guidelines and by establishing models and partnerships to enable rapid release of crisis data.” – Big Data for Resilience, submission to the WHS
- ” All stakeholders to capitalize on the presence of new avenues for digital communication, data capture and data management technologies that have the capacity to boost outcomes in communicating need, allocating resources and improving the assessment of the impact of assistance provided in crisis, leading to strengthened financing for resilience. – WHS Pacific, co-chairs’ summary

7.2.3 Review the international humanitarian architecture

To empower affected communities and other local actors as the main drivers of humanitarian response and ensure context-specific humanitarian action, concerted action will be needed to review international cooperation arrangements, particularly for UN agencies, international NGOs, and donor governments. Reforms in 2005 and 2010 focused on improving international response instruments, with positive outcomes in effectiveness and efficiency. However, they have not adequately considered local and national actors, reinforcing the distance between givers and receivers.⁴⁰⁶

In an attempt to address the neglect of local and national actors, in 2007 the UN, NGOs and members of the Red Cross and Red Crescent Movement adopted the



In middle-income countries ... in which the recovery of the existing system is a top priority ... building and managing effective partnerships among already existing and capable humanitarian agencies and civil society organisations [is critical]. One way to build such partnerships is bottom-up, starting at the district level.”

South-South
Humanitarianism,
conference report



Today's international humanitarian response apparatus.... was not designed for the challenges of the modern twenty-first century. The existing humanitarian system is too centralized, top-down and UN-focused. ...is not effective enough, particularly in conflict settings. ...A sea change is needed....moving away from short term humanitarian response in all but the most acute crises, and where appropriate reducing or refocusing the role of the UN...The international system, centered on the UN, is inherently risk averse ... The UN architecture should not be the default mechanism for responding to crises... At the same time, more efforts are needed to coordinate the work of NGOs when the UN is unable to fill that role...the UN should not be considered indispensable in places where it is unable or unsuited to act."

Mercy Corps submission to the WHS: Cracking the Code: Enhancing Emergency Response and Resilience in Complex Crises

Principles of Partnership,⁴⁰⁷ but little progress has resulted. More recently, in 2015 a group of international NGOs launched the Charter for Change, committing themselves to change their organizational ways of working so that southern-based national actors can play a more prominent role in humanitarian response. It includes eight commitments to be implemented by 2018.

Box 22: The Charter for Change⁴⁰⁸

1. Increase direct funding to southern-based NGOs for humanitarian action.
2. Reaffirm the Principles of Partnership
3. Increase transparency around resource transfers to southern-based national and local NGOs
4. Stop undermining local capacity
5. Emphasise the importance of national actors.
6. Address subcontracting.
7. Robust organisational support and capacity strengthening.
8. Communication to the media and the public about partners.

The consultations resoundingly called for humanitarian decision and policy-making structures to be more inclusive of diverse actors. There is a frustration with the composition and role of the Inter-Agency Standing Committee as a central body composed of UN and international organizations that impedes decentralised approaches to improve humanitarian action, and produces policy advice that may be far from the specific realities experienced in different contexts on the frontlines of humanitarian responses. A number of regional consultations and submissions recommended that the IASC be restructured to include a more diverse membership of governments, donors, communities and the private sector, and to decentralize decision-making to the regional level to better reflect the diversity of actors and the challenges faced within specific regions.⁴⁰⁹ This reform could promote confidence among stakeholders and serve as a platform for knowledge sharing.⁴¹⁰ There is also a need improve representation of emerging powers within internal donor governance mechanisms, to ensure coordinated, timely funding. In short, a more decentralized and inclusive IASC-like mechanism is called for.

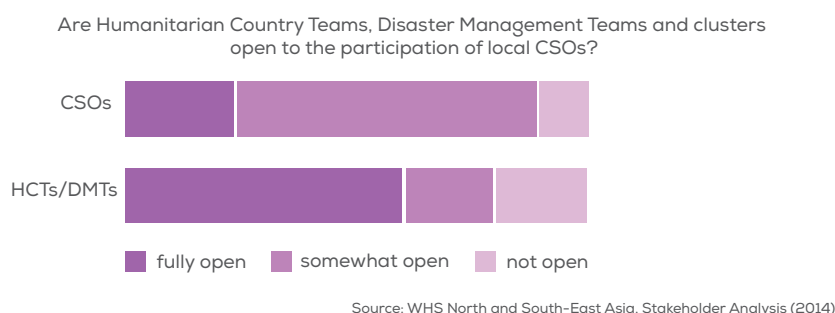
Box 23: Global Cluster: prioritizing innovations⁴¹¹

Clusters and global cluster lead agencies in particular have responsibility to strengthen field response through the development of best practices and sharing of lessons learned which is crucial to innovation. Making these learnings and practices known to those managing innovation can help to target issues for further improvement, raise awareness on what has been successful and avoid duplication of efforts. Innovation platforms should continue to explore cross-cutting issues and emerging sectors, whilst simultaneously finding ways to connect with and be accessible to humanitarian operations systems. As a first step towards classifying trends and situating where innovation is taking place within global clusters, innovation priorities have been mapped. Interconnected priorities should be identified across clusters, which may in turn help to inform complementary or related priorities within innova-

tion platforms. Examples of inter-cluster innovation priorities include: collaborating to improve the way humanitarian actors consult and attain feedback from affected populations and use of advanced technologies, such as use of unmanned aerial vehicles or secondary data analysis methodologies, for needs assessments at the inter-cluster level.

Consultations and submissions⁴¹² noted that the current UN architecture can also be the source of problems, such as the clarity on coordination arrangements between OCHA and UNHCR in situations where refugees and host communities require assistance and protection. Further, the triple role of key UN agencies, as both a recipient and provider of funds, a coordinator and sometimes a direct implementer, continues to cause conflicts of interest, especially in terms of accountability for sometimes confused actions.⁴¹³ These issues are not confined to the UN, and many consultations raised concerns that increased competition for resources from a finite pot of money provided by a finite number of funders often derails partnerships and collective action.⁴¹⁴

Figure 21: Local CSO participation in humanitarian coordination



In response to the challenge of coordination and unhelpful competition, consultations recommended a move away from a mandate-driven response. Inter-Agency Standing Committee agencies in the North and South-East Asia region called on agencies to focus on improving collective response rather than the individual work of each agency.⁴¹⁵ The roundtable organized in the Middle East and North Africa region with UN and NGOs similarly noted that the humanitarian community must go beyond individual mandates to develop a common understanding of the issues.⁴¹⁶

There is a clear demand and opportunity for an assessment of the changes that UN humanitarian agencies need to make. This should take place in light of shifts in risk management emerging from the new frameworks on disaster risk reduction, sustainable development, climate change and urbanization, among other global processes taking place in 2015 and 2016, and should also take into account the increased diversity of humanitarian actors, different approaches to response, new threats and challenges, and more diverse participation in the institutions of global governance.

A number of consultations also stressed the need for clearer and more efficient allocation of responsibilities to avoid duplication and confusion in an emergency. The most highly voted recommendation from the Global Forum for Improving Humanitarian Action proposed a mandate review of UN humanitarian agencies, a call also echoed by submissions from the START Network of NGOs.⁴¹⁷



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, in WHS Eastern and Southern Africa, stakeholder analysis



In current coordination structures, the main challenges facing civil society organizations in engaging in coordination and cluster meetings include language, technical expertise, human resources, travel requirements, expense and lack of information about meeting schedules.

WHS North and South-East Asia, stakeholder analysis

One further proposal that has been discussed in the thematic consultations, both in Lausanne and Berlin, was the potential to establish a multi-stakeholder, high-level global council on humanitarian affairs to provide oversight for the revitalized humanitarian agenda, which builds greater fairness and accountability and achieves gender equality.

Box 24: Suggested measures for enhancing accountability of senior leadership to deliver on protection outcomes⁴¹⁸

Regular reporting by Resident Coordinators/Humanitarian Coordinators to the Emergency Relief Coordinator on protection analysis at country level, flagging key concerns and outlining appropriate measures taken in response at country-level as well as those referred to political level.

In line with best practices by Human Rights Up Front:

- ✓ update job descriptions to reflect responsibilities linked to protection;
- ✓ review profiles and selection criteria for the recruitment and selection of Resident Coordinators/Humanitarian Coordinators to include protection expertise; and
- ✓ build delivery on protection outcomes into performance evaluations.

PROPOSALS FROM THE CONSULTATIONS

- ” There should be a more collaborative and complementary system with fewer agency overlaps, duplication and gaps. The SG should call for a reform of UN agency mandates and roles to better meet core humanitarian needs of affected people.” – Global Forum for Improving Humanitarian Action
- ” Inter-Agency Standing Committee should decentralise decision-making down to the lowest level possible.” – Global Forum for Improving Humanitarian Action
- ” The United Nations and other international organizations need to re-examine their roles in the changing humanitarian landscape, recognizing the leading roles national and local actors need to play in humanitarian action.” – WHS North and South-East Asia, co-chairs’ summary
- ” Procedures and organizational structures/mandates should be revised to promote the use of integrated planning frameworks, reflecting that preparedness, response and early recovery are not linear or sequential.” – WHS South and Central Asia, chair’s summary
- ” We therefore call upon the [Secretary-General] to set up a high level panel to review the roles, mandates and comparative advantages of the various humanitarian agencies, including the UN humanitarian agencies.” – Shifting the System, Start Network Statement to the WHS

7.3 MAKE PROTECTION A PRIORITY

As discussed in Chapter 1, the consultations called for the safety and dignity of affected people to be a priority in humanitarian response and the responsibility of all actors. The international humanitarian system has taken a strong stance on protection and the IASC Principals have agreed on its centrality.⁴¹⁹ Yet, despite important progress achieved through humanitarian reform initiatives, the consultations unanimously consider that more needs to be done.⁴²⁰

The independent Whole of System review also highlighted gaps in the system's ability to respond effectively and coherently to protection needs, particularly in situations of armed conflict.⁴²¹ Causes for this include a lack of political will, lack of leadership and accountability at senior levels, a tendency to delegate all protection work to "protection" actors at programmatic level, gaps in management in protection, gaps in expertise and capacities of protection staff to ensure regularly updated protection analysis and implementation of national protection strategies. As a result, protection activities are often implemented in an ad hoc manner, without an overarching strategy.⁴²²

To truly make protection a priority, there is a need for greater accountability of humanitarian leaders, including Resident and Humanitarian Coordinators, the Humanitarian Country Teams and heads of organizations, on prioritizing and delivering on protection outcomes. The implementation of the Human Rights Up Front Initiative should be stepped up⁴²³ and UN officials encouraged to "provide Member States with candid information with respect to peoples at risk of, or subject to, serious violations of human rights or humanitarian law". This is a shared responsibility of all parts of the UN system.

National protection clusters united under a shared vision of protection can play a key role in advocacy and advising the humanitarian leadership on the urgent protection risks and mitigation strategies required. They also need to be more proactive, predictable and credible in producing systematic analysis on protection risks through comprehensive and timely participatory assessments; feeding into the preparation and update of protection priorities and strategies, using the appropriate tools and leveraging expertise and knowledge of an expanded network of partners in achieving protection outcomes in different contexts. This in turn demands larger and more consistent investments in joined up protection information management and analysis. This can better facilitate linkages to early action, including through engagement in the Human Rights Up Front Quarterly Reviews to elevate attention and mobilize action on specific protection issues.

In addition, mechanisms for monitoring of violations shared between agencies and their partners need to be put into place, and linked more consistently to early action and advocacy.⁴²⁴ This needs to be done in ways that ensure data on affected people are handled in ways that both respect the national legal framework and do not put the people further at risk. To enable this, the role and capacity of protection actors, including the protection clusters, should be reinforced, so they can provide the humanitarian leadership with better analysis of patterns of abuses as well as strategies to tackle them. Where protection clusters are under-resourced or underperforming, resources such as of Protection Standby Capacity Project and Gender Standby Capacity Roster need to be more systematically called upon and supported at senior levels to bridge the gap.

Protection should be provided based on people's specific needs, rather than an individual's status or an agency's mandate. To enable this, the consultations underlined the need for protection concerns to be systematically integrated in all assessments by all humanitarian actors, from the onset of a crisis and not as an after-thought,⁴²⁵



Protection has not yet found its place in the humanitarian system."

Independent Study on Protection Funding in Complex Humanitarian Emergencies commissioned by the Global Protection Cluster

and emphasized the importance of sex and age disaggregated data to inform planning and programming.⁴²⁶ This is a pre-condition for meeting affected people's specific needs with the right balance of assistance and protection activities and services required in a given situation.

International humanitarian actors should better recognize the unique contributions to protection made by national and local partners,⁴²⁷ and invest more in their capacities to respond.⁴²⁸

There is also a need to "demystify protection"⁴²⁹ and develop a shared understanding of what protection means in operational terms.⁴³⁰ Leadership is critical to ensure serious and systematic investment in the development of professional capacity of all humanitarian staff, including through training and mentoring, so that managers and specialists are able to address safety and dignity issues within their responsibilities.⁴³¹ Protection staff specifically should have knowledge of the relevant legal frameworks.

Tools and approaches for protection should also be adapted to urban environments. Given massive recent increases in refugees and IDPs seeking safety in towns and cities, humanitarian organizations should improve their understanding of vulnerability amongst the urban displaced, and be better able to profile and target protection interventions for these dispersed, mobile and less visible populations, as well as their hosts.

Although affected people consistently rate protection among their top concerns, protection represents only 6 per cent of overall humanitarian funding, compared to 82 per cent for food aid and material relief assistance combined.⁴³² There should be a review of funding allocations, ensuring that there is sufficient funding to implement protection strategies, that funding of protection activities is benchmarked against concrete protection outcomes and that funding allows for capacity development of protection staff. There may be merit in better understanding the amount of humanitarian funding that goes to the protection of affected people and implementing calls for a protection marker, akin to the IASC Gender marker, to enable the humanitarian system to track and analyze protection-mainstreamed and protection-specific results and funding.

Use of imagery⁴³³



Wearable cameras. Low cost (under \$50) wearable cameras with automatic geocoding and timestamps are capable of 'SOS' data preservation, for example via satellite. The falling cost of digital cameras, especially those integrated into mobile phones, has dramatically increased the possibility of feedback by affected people on their needs, as well as on threats they are facing. However, it should be noted that such technologies will cause legitimate privacy concerns.

Low cost imagery. In recent years, satellites are being increasingly used to document large-scale destruction of habitats such as villages, forests, as well as identifying areas where IDPs congregate. Low cost (under \$100,000) satellites are now being developed, with the possibility of making imagery more immediately available to humanitarian actors and change the way they evaluate and address needs in near real-time. This must be coupled with ethical considerations and analysis regarding collection of imagery and analysis on population movements, ensuring there is no harm to affected populations.

PROPOSALS FROM THE CONSULTATIONS

- ” Participants suggested that there was a need for systematically including protection concerns in humanitarian action, and for disaggregated data that would support better addressing protection needs of different affected groups, including women, men, girls and boys, as well as the elderly and less able.” – WHS Eastern and Southern Africa, final report
- ” Engage in a dialogue with all actors, including state and non-state parties to a conflict, to highlight their responsibility for the full implementation of the range of normative frameworks and instruments—including IHL, international refugee law, international human rights law, Security Council resolutions and other instruments.” – WHS Europe and Others, final report
- ” Monitoring violations of IHL is required from the outset of a crisis. Addressing protection concerns should constitute an integral part of humanitarian needs assessments, including tackling the protection needs of specific groups, such as women, children, displaced persons, migrants and those with disabilities. It also requires effective coordination among different sectors. Humanitarian organizations need to enhance their capacities on protection through training and mentoring of their staff.” – WHS Middle East and North Africa, co-chairs’ summary
- ” There were calls to explore the synergies between frameworks and practices existing in religious and other traditions and norms from the region and international legal protection frameworks with the aim of developing context-specific practices and interventions that can better protect civilians on the ground. The role of religious leaders in providing protection and facilitating assistance was emphasized.” – WHS Middle East and North Africa, co-chairs’ summary
- ” Participants in several groups called on the United Nations to review the Human Rights Up Front initiative and to translate it into concrete actions. They urged the UN to maintain a central focus on IHRL and IHL irrespective of organizational mandates or political pressure.” – WHS Middle East and North Africa, final report
- ” Programme planning should be approached in a holistic way, including the provision of basic services and protection to serve the needs of people affected by conflict, particularly the specific needs of different groups of the affected population.” – WHS Latin America and the Caribbean, co-chairs’ summary
- ” All humanitarian actors offer culturally appropriate psychosocial support to displaced people.” – WHS Pacific, final report

7.4 ENSURE SAFETY AND SECURITY OF AID WORKERS

The 2014 statistics for aid worker security show high levels of violence against civilian aid workers, with national staff accounting for the vast majority of those attacked and killed.⁴³⁴ The consultations robustly condemned these attacks and called for measures to increase the safety and security of humanitarian workers.⁴³⁵ In particular, international humanitarian actors should assess the risk transferred to local partner organizations and take greater responsibility for their security.⁴³⁶ The consultations also made specific mention of attacks against healthcare personnel, and of the gender dimensions of these attacks.



Humanitarian organizations are often unable to protect themselves, and consequently cannot protect us.”

Palestinian woman in Gaza in WHS Middle East and North Africa, stakeholder analysis

Figure 22: Attacks against aid workers in 2014⁴³⁷

- 📶 190 major attacks against aid operations
- 📶 329 aid workers affected in 27 countries
- 📶 120 aid workers killed
- 📶 88 seriously wounded
- 📶 121 kidnapped

A number of proposals emerged from the consultations to improve the safety and security of aid workers: building trust with armed groups, traditional leaders, government, and other local stakeholders; developing and implementing effective communication strategies on humanitarian action and safety and security of workers under international law; adherence to humanitarian principles;⁴³⁸ ensuring that security management systems commensurate with the local level of threat are in place and adaptive to change;⁴³⁹ and ensuring staff are trained in security management and are aware of good risk and security management practices.⁴⁴⁰ Submissions also called for the systematic inclusion of specific clauses strengthening accountability for the protection of humanitarian workers into the Humanitarian Plans of donors for all countries, more robust and systematic monitoring of attacks against aid workers, and specific analysis on attacks against healthcare workers.⁴⁴¹

Figure 23: Attacks against health workers⁴⁴²

- 📶 1561 healthcare workers affected by attacks in 32 countries
- 📶 603 healthcare workers killed
- 📶 958 injured

The consultations noted that effective support to communities in need requires healthy and competent aid workers. Studies show that international humanitarian workers suffer from high levels of anxiety, post-traumatic stress symptoms, depression and burnout.⁴⁴³ The increased vulnerability of national humanitarian workers was also noted.⁴⁴⁴ According to the Headington Institute, while studies vary widely, Post-Traumatic Stress Disorder (PTSD) rates among aid workers range from 8-43 per cent, major depression from 8-20 per cent and anxiety from 8-29 per cent.⁴⁴⁵ For example, a recent study by Antares Foundation noted that 30 per cent of aid workers return from deployment with symptoms of PTSD.⁴⁴⁶

While sporadic research exists, staff support is not based on or improved through systematic collection or analysis of data on these issues. The consultations emphasized the need for humanitarian organizations to invest systematically in caring for the physical, mental and psychological welfare of their staff. They called for standardized organizational policies and procedures on the psychosocial care of both international and national staff, echoing the Core Humanitarian Standard (CHS) on Quality and Accountability, which calls for staff to be supported to do their job effectively, and treated fairly and equitably. This effort should include adequate levels of support before, during and after humanitarian operations, such as psychosocial assessments, proactive engagement and wellness services for staff working in hardship stations, de-stigmatizing psychosocial care and counselling, strengthened standard operating procedures for immediate actions for those exposed to an attack, including procedures for leave, immediate and continued access to trained stress and peer counsellors, continued access to psychosocial healthcare after employment when post-traumatic stress symptoms often appear, as well as long-term human resource policies and staff rotation for international staff who have served in hardship duty stations. Although such interventions require donor funding, a first step is recognition and dialogue about the problem, as well as initiatives to better collect and analyze information and link results to support services.

The consultations emphasized the role of donors in driving change, calling for the allocation of a percentage of their funds to staff well-being support packages,⁴⁴⁸ and for funding to be contingent on commitment to the CHS. Participants also called for greater global oversight and accountability of staff welfare, for example by establishing a Global Humanitarian Association to advocate for the rights of aid workers and their families, creating a mechanism to track the well-being of current and former aid workers, including contractors and volunteers and national staff,⁴⁴⁹ and improving technical expertise on staff welfare.⁴⁵⁰

PROPOSALS FROM THE CONSULTATIONS

- ” Participants called all actors, including communities, to protect humanitarian and development workers and their assets.” – WHS Eastern and Southern Africa, final report
- ” Call on all parties to conflict to ensure safety and security of humanitarian staff, including through regular training on humanitarian principles and bringing the perpetrators of attacks on humanitarian workers and facilities to justice.” – WHS Europe and Others, co-chairs’ summary
- ” The international community to hold states and non-state actors accountable and financially liable if they deliberately attack humanitarian workers or cause financial loss to the humanitarian sector, for example by damaging medical and educational facilities.” – WHS Middle East and North Africa, final report
- ” Civil society organizations gathered in the regional meeting in Morocco advocated for the establishment of an international association that provides training and capacity development to humanitarian workers and their families and advocates for their safety and security.” – WHS Middle East and North Africa, stakeholder analysis

7.5 BUILD NEW PARTNERSHIPS

Regional, national and local actors offer new perspectives and capacities that challenge the current humanitarian assistance model. Humanitarian response should be much more inclusive, leveraging all available skills and resources, from local to multilateral, national to regional, public to private.

Different actors, systems and networks should be connected to harness their comparative advantage and complementarity.⁴⁵¹ Starting from the needs of people which evolve over time – from acute, sometimes vital needs, to livelihood support and recovery – diverse actors can play their role at different points in time: this implies predictable and flexible response arrangements, based on comparative advantages, with needs-based rather than supply-driven support.



People living in disaster-prone communities are the fundamental bridge between development work and disaster response.”

Members of the Pacific Humanitarian Team in WHS Pacific, stakeholder analysis

7.5.1 Bridge the divide: a new cooperation framework for collective crisis management

Despite the differences in approach based on the intractability of each crisis and the capacity of governments to respond, there are also common threads. A key one is that crises should no longer be seen as a purely humanitarian concern, but a collective one. Of particular importance here is the relationship between the humanitarian and development community, and the need to “dismantle the artificial boundaries between them”.⁴⁵² This has been repeatedly called for in the consultations, but also includes forging stronger links with the climate change and peacebuilding communities.

All eight WHS regional consultations stated that countries and communities benefit most if risk analysis and management is a collective undertaking. Humanitarian crises are symptomatic of long-term structural challenges. Those most at risk of being left behind are those who are most vulnerable to recurrent crises and the effects of protracted conflict. According to the World Bank, countries in protracted crises can fall more than twenty percentage points behind in their ability to overcome poverty.⁴⁵³ This poses a severe challenge to the world’s commitment to the SDGs. It also has an impact on peacebuilding and on stability. There is therefore both a shared responsibility and mutual self-interest in all these communities working more effectively together.

Hence, no single set of approaches will address these problems alone. There is a need to use a combination of different instruments to ensure that both the immediate and long-term needs of the most vulnerable are met. In the case of the disaster risk reduction, development, climate change and peacebuilding communities, a core requirement is their role in reducing both vulnerability and, as a result of this, humanitarian need. To achieve this, a new cooperation framework between humanitarian, development, climate change and peacebuilding communities is required, so that they work collectively to better manage and find solutions to these crises.

The key elements of this include shared outcomes, building particularly on the SDGs, as well as shared analysis of risks, vulnerabilities and capacities, and a common vision and approach, which draws on and recognizes the diversity of skills and resources.

The bedrock for managing risk and crises collectively in all contexts is through having common context-specific assessment of risks and vulnerability. Wherever possible, these assessments should be led by governments, bringing in other

national actors from the public, private and civil society, and also be undertaken in advance of crises. This is an area where development actors should be more prominent, with risk-informed programming being the new *modus operandi*, and with increased investment in addressing underlying causes of humanitarian need, including peace and security, good governance and longer-term development.

Currently, risk analysis is all too often undertaken piecemeal between humanitarian and development actors: many different assessments looking at specific hazards, vulnerability or locations in isolation. This masks the increasing complexity and interplay of risks, particularly where they stack up, such as in urban areas. It also affects the ability to establish what priority action needs to be taken. Furthermore, there is a lack of political and anthropological expertise and capacity with humanitarian and development actors to generate context analyses.

Consultations across the world, such as those for Eastern and Southern Africa, Europe and Others and the Pacific, have also called for joint longer-term planning and aligned programming, based on shared analysis and which sets out what are the expected short, medium and longer term outcomes. These plans span not just governments and international actors, but should also include local community-based organizations, the private sector and municipal authorities.⁴⁵⁴ The Urban Consultation called for joint recovery frameworks.

With a foundation of common risk analysis, outcome-oriented planning and aligned programming, there are a set of different strategies that can be explored in each context in order to shift from the short term and fragmented approach that has been prevalent towards a more collective approach to crisis management.⁴⁵⁵ These are not prescriptive, as they need to be tailored to each specific context, whether a protracted or recurrent crises, whether in urban or rural, and depending on the intractability of the crisis and the capacity and willingness of the government. Previous chapters of this report elaborated these context-specific strategies in greater detail.

PROPOSALS FROM THE CONSULTATIONS

- ” Develop an agreement between humanitarian and development communities to enable more effective cooperation in recurrent and protracted crises.” – WHS Europe and Others, co-chairs’ summary
- ” Promoting joint risk assessment, planning and financing between humanitarian, development and climate change communities, including through linkages with post-2015 development and disaster risk reduction processes, including the Sustainable Development Goals, the Hyogo Framework for Action 2, HABITAT III, and the Climate Change Conference.” – WHS Eastern and Southern Africa, co-chairs’ summary
- ” Commit to shared, multi-hazard analysis of risk amongst all actors to support the prioritization of action and development of long-term strategies,” “forge greater links with the science community” and “undertake a global analysis of risk between humanitarian, development and climate change communities (e.g. biannually).” – WHS Europe and Others, co-chairs’ summary

- ” Common, multi-hazard risk analysis should be encouraged, including through greater links with academia, research and development and the private sector to allow for more informed early warning and early action, both for natural and conflict related crises.” – WHS Middle East and North Africa, co-chairs’ summary
- ” Tap into local indigenous knowledge on the changing nature of risk.” – WHS West and Central Africa, final report
- ” Dismantling artificial boundaries between humanitarian and development silos, whether governmental, inter-governmental or non-governmental, in order to place people and the communities in which they live, rather than humanitarian and development institutions, at the centre of our collective endeavours.” – WHS South and Central Asia, chair’s summary



The current humanitarian system was... inadequate in the face of the changing humanitarian landscape in the region. There were consistent calls for real reform; change that better engages and promotes the efforts of numerous regional and national institutions and organizations.”

WHS Middle East
and North Africa,
stakeholder analysis

7.5.2 Move towards greater roles for the regions

Regional coordination structures are well-placed to contribute knowledge and capabilities, and to deliver operational coordination, guidelines for response, information systems and deployable capacity in preparedness and response. But the centralized nature of the international humanitarian system, with major decisions made at headquarters level, does not allow for meaningful engagement with local, national and regional actors.

Regional organizations are developing disaster risk management capacities and seeking to play a growing role. The cross-border nature of risks reinforces the need for regional cooperation. For example, participants in the Eastern and Southern Africa consultation advocated for prioritizing and adapting disaster risk management strategies across the region. Regional organizations such as the European Union, Intergovernmental Authority on Development, Organisation of Islamic Cooperation, and the Southern Africa Development Community have established disaster preparedness and response mechanisms and can play an important role in garnering national investment in crisis and risk management.⁴⁵⁶ Several regions face a threat that is changing in both nature and scale, demanding strong collaboration between governments, communities, independent research organizations and risk analysis companies.⁴⁵⁷

Regional entities with common cultures and languages can provide a forum for building trust and familiarity that is not possible on a global scale.⁴⁵⁸

The consultations also highlighted that new donors, regional institutions and humanitarian organizations, particularly in the Global South, are well-placed to contribute innovations to humanitarian action. Such regional initiatives would need to be further supported through, for example, creating regional networks or platforms for knowledge sharing and partnerships;⁴⁵⁹ developing a regional journal on innovation; and establishing innovation funds.⁴⁶⁰

PROPOSALS FROM THE CONSULTATIONS

- ” Develop regional policies, strategies and tool kits on crisis preparedness and response and especially regarding the protection of internally displaced persons and the rights of refugees. Regional teams, including regional organizations, UN and INGOs, to develop support arrangements for national disaster management offices.” – WHS Pacific, co-chairs’ summary
- ” Create simple-to-use standard operating procedures, efficient information systems, digital databases open to all, as a result of joint drills and simulations as concrete ways to support clarity of roles, responsibilities and levels of authority. Develop joint professional training programmes.” – WHS Latin America and the Caribbean, co-chairs’ summary
- ” Strengthen the role of regional organizations and mechanisms (for) promoting national-level disaster risk management, including through the adoption of accountability frameworks to measure progress in meeting minimum targets.” – WHS Eastern and Southern Africa, co-chairs’ summary
- ” Map and strengthen regional centres of excellence for humanitarian assistance that professionalize the development of best practices and create communities of practice for key sectors.” – WHS West and Central Africa, co-chairs’ summary
- ” Create platforms or develop standards for cooperation among the actors involved in humanitarian response (such as private sector, diaspora, civil protection authorities, militaries, donors, national governments, international organizations, UN agencies, local and international NGOs) to better leverage each actor’s capacity, resources and expertise for the overall humanitarian response effort.” – WHS Europe and Others, co-chairs’ summary



Militaries should confine themselves to critical windows of need in the immediate aftermath following disasters. The time that civilian agencies need to take to gear up to take over [...]. And even for this scoped intervention, militaries will need to build up information hubs and network with civilian organizations pre-emptively, if they are to be effective in their immediate responses as well as transit operations to civilian agencies.”

Dr. Ng Eng He, Minister of Defence, Singapore at the WHS Global Humanitarian Civil-Military Coordination Forum in Singapore

7.5.3 Strengthen bilateral cooperation in disaster preparedness and response

Bilateral cooperation in disaster preparedness and response, in the form of the provision of deployable assets, is not new. For example, the International Search and Rescue Advisory Group (INSARAG) was established in 1991 and the UN Disaster Assessment and Coordination (UNDAC) in 1993, both are successful examples of mechanisms that bring countries and humanitarian organizations working together. The role of the military in disaster relief predates the current international humanitarian system, such as its role in Post-World War II Europe.

However, bilateral cooperation in disaster response has reached an unprecedented scale in recent disasters and is becoming the “new norm”, especially at an intra-regional level. In the response to Typhoon Haiyan, twenty-one member states provided military assets. During the Ebola response, fifty-eight Foreign Medical Teams were deployed, and in Nepal there were seventy-five search and rescue and foreign medical teams, with a strong presence from neighbouring countries. Military-to-military cooperation is also growing rapidly, particularly within middle-income countries in response to natural disasters.⁴⁶¹ If based on universal standards

formulated from humanitarian experience, military support to disaster response would be a more predictable, consistent, and accountable part of the collective effort to serve affected people. There is a need to build their deployment into cooperation agreements made in advance of crises [see Chapter 5].

Box 25: Foreign Medical Teams a successful model of partnership⁴⁶²

The Foreign Medical Teams initiative is a successful model of partnership aimed at leveraging first and foremost national capacities in order to predictably intervene internationally in emergencies. Foreign Medical Teams have been used with a lot of success in the Philippines, in Nepal and in the response to the Ebola Virus Disease. The initiative has provided a predictable model to rapidly deploy full medical teams to emergency theatres and effectively fill the gaps identified by national authorities, and for a limited period of time. The initiative has furthermore supported the leveraging and supporting of national capacities and regional networks of medical cooperation to respond to emergencies.

Finally, a culture of trust and openness is essential for humanitarian actors and militaries to work together, and information technology can be an enabling factor. The Global Humanitarian Civil-Military Coordination Forum emphasized that effective cooperation between humanitarian actors and militaries requires a common situational awareness, which can be achieved with scalable, predictable coordination platforms. Similarly, a workshop on coordination and cooperation between civil protection and humanitarian actors concluded that more emphasis should be placed on “improved and standardized information systems, common fora, joint trainings and exercises as well as operational guidelines where needed, all aiming at building a joint culture of cooperation”.⁴⁶³

PROPOSALS FROM THE CONSULTATIONS

- ” International partners make their approaches fit for context and scale of disasters. They work together in advance of a crisis, to ensure assistance is harmonized and delivered with appropriate restraint and in support of national and local coordination mechanisms and does not add to their burden during crisis.” – WHS Pacific, co-chairs’ summary
- ” Government and partners implement adequate preparedness, coordination planning and regular joint exercises with military partners for appropriate and principled support in disaster response.” – WHS Pacific, co-chairs’ summary
- ” The United Nations and other international organizations need to re-examine their roles in the changing humanitarian landscape, recognizing the leading roles national and local actors need to play in humanitarian action.” – WHS North and South-East Asia, co-chairs’ summary
- ” In natural disasters and complex emergencies, establish a dedicated platform where humanitarian and military actors can interact to create a common situational awareness and increase humanitarian effectiveness.” – WHS Global Forum on Humanitarian Civil-Military Coordination, final report

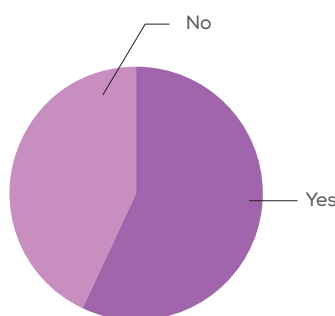
- ” Advocate Member States at a high-level to recommit to the proper and coherent use, and the effective coordination of civilian and foreign military assets in humanitarian action.” – WHS Global Forum on Humanitarian Civil-Military Coordination, final report
- ” Introduce universal standards for humanitarians and militaries on the entry, employment and drawing down of civilian and foreign military assets in natural disasters.” – WHS Global Forum on Humanitarian Civil-Military Coordination, final report

7.5.4 Mobilize the private sector

With the scale of need severely testing the humanitarian community’s capacity to respond effectively, new partnerships are needed. The private sector is often immediately and substantially affected by crises and among the first to respond. It has a critical role to play restoring markets and employment in the immediate aftermath of a shock. Private enterprise has long been a financial contributor to humanitarian organizations, and the value of its experience, skills and resources in recent emergencies has established its place as a key stakeholder in all phases of humanitarian action.

The consultations highlighted that collaboration with the private sector could help improve early warning systems, the collection and analysis of data, the use of communications technologies such as mobile phones, internet and social media, logistics and delivery of assistance, risk and needs assessments, and approaches to innovation.

Figure 24: Involvement of Latin American and Caribbean businesses in disaster response



Source: WHS Latin America and the Caribbean, business consultation report

Figure 25: Top 3 barriers across the regions⁴⁶⁴ to offering private sector support to preparedness for and response to humanitarian emergencies⁴⁶⁵

- 📶 Logistical challenges / access to reach those affected
- 📶 Concerns about ability to ensure staff safety and security
- 📶 Concerns about legal liability



Participants noted that the appetite for global normative frameworks was shrinking.... Rather than focus on a singular global normative framework, perhaps what we need is an inductive approach—one that is demand-driven, bottom-up, contextualized, evidence based and action oriented. While this would mean a diversity of humanitarian responses and programs, diversity is the best way of addressing a complexity of system needs.”

South-South Humanitarianism, conference report

There was a strong willingness and interest from the private sector to partner with the UN and the humanitarian community to strengthen emergency preparedness and response. Given the strong role of local businesses in responding to disasters, as well as their critical role in long term recovery, both local and multinational companies have a strong interest to leverage their key competencies and expertise to strengthen emergency preparedness and response.

The consultations revealed numerous active local and regional networks comprised of companies that have adhered to a common set of principles and agreed to a coordinated response during a crisis. Replication and scale-up of some of these networks on a local, regional or global level could contribute to the strengthening of the emergency preparedness and response system.

Nonetheless, in order to truly capitalize on the potential of engaging with the private sector, there are some key obstacles that should be overcome.

Box 26: Obstacles to private sector engagement in humanitarian action⁴⁶⁶

First, insufficient and uncoordinated information flow results in a lack of clarity on humanitarian needs and on how to match them with the core competencies of companies, hampering partnership building. There is a need for coordinated information sharing through platforms that facilitate matchmaking, involving national business networks, chambers of commerce or others.

Second, partnerships tend to be ad-hoc, with businesses often called upon only in the event of a crisis. There were calls for increased use of “prepositioned agreements” including those with global businesses leaders (e.g. DHL providing logistics support), and at the industry level (e.g. mobile charter ensuring predictable telecommunication services) as part of local and national emergency preparedness. Gaps should be identified and shared with innovation hubs before emergencies occur.

Third, the private sector has been dissuaded from collaborating with the UN due to its complex regulations and heavy procurement and due diligence procedures. To work effectively with the private sector, the UN must review its processes.

Fourth, some within the humanitarian community continue to mistrust the motives of businesses. At the same time, companies perceive humanitarians as narrowly seeking financial contributions rather than true partnerships, and are often excluded from preparedness planning and post-emergency evaluations. There is also a need to overcome the barriers of jargon and business-speak that often lead to miscommunication.

Fifth, legislation in some countries makes it difficult for businesses to work with the UN or NGOs. Some small and medium sized enterprises face obstacles in engaging in humanitarian action due to difficulties in receiving funding, and governments must create an enabling environment.

PROPOSALS FROM THE PRIVATE SECTOR CONSULTATIONS⁴⁶⁷

- ” Include the private sector in preparedness planning by establishing pre-agreements between businesses, governments and humanitarian actors, and making use of coordination mechanisms (both by the UN and by businesses – such as chambers of commerce), to establish clear role and responsibilities.
- ” Integrate business into cluster level planning (as done in Emergency Telecommunication Cluster).
- ” Establish a platform that could act as a “one-stop shop” for businesses interested in engaging in humanitarian action. The platform would systemize dialogue between the UN and the private sector hence addressing all barriers due to insufficient information flow.
- ” Establish risk insurance and or cash programming for micro-small-and medium enterprises to limit the impact of crises on local businesses and supporting self recovery efforts to bounce back quickly.

7.6 CREATE A SUSTAINABLE ENVIRONMENT FOR HIGH IMPACT INNOVATIONS

The consultation process strongly demanded innovation in the face of emerging challenges and opportunities. Innovation is about much more than just utilizing new technology. Across the consultations, participants agreed that innovation should be driven by the needs and demands of affected people, and that innovation should be seen as a process; with new ideas being developed and tested before being taken to scale when appropriate. To leverage new ideas, technologies and approaches, humanitarian actors must look to science, technology and the private sector, while strengthening partnerships with other actors: crisis-affected communities, security and military contacts, banks, remittance companies, telecommunications and satellite companies, and, not least, host governments and civil society.⁴⁶⁸ Innovation should not just focus on the use of technology, but should encompass processes, systems, culture and behavioural change that move beyond insular and individualistic approaches.⁴⁶⁹

There was a strong call from the consultations to consider innovation as a core activity to increase the responsiveness and effectiveness of humanitarian services,⁴⁷⁰ by thinking systemically, involving affected people at all stages, and strengthening partnerships, financing and management for innovation.

7.6.1 Strengthen the humanitarian innovation ecosystem

The United States National Science Foundation describes an innovation ecosystem as “the people, institutions, policies and resources that promote the translation of new ideas into products, processes and services”.

Most humanitarian actors recognize the need for more innovation, but face hurdles such as the lack of systematic investment to test promising approaches⁴⁷¹ and to disseminate those proven to work.⁴⁷² This constraint is compounded by time pressures in crisis response,⁴⁷³ particularly when innovations challenge accepted wisdom or agreed strategic directions.⁴⁷⁴ Humanitarian agencies must change how they work in order to build a stronger spirit of collaboration, trust, and openness to innovation.⁴⁷⁵



We must not forget that the people we serve must always remain at the center of everything we do. Innovation is one of the means through which we can achieve a greater impact in that mission.”

United Nations Secretary-General Ban Ki-Moon

The consultations, as well as recent studies,⁴⁷⁶ point to ways to strengthen the humanitarian innovation ecosystem:

- ✓ better problem identification and priority setting on issues with the greatest humanitarian relevance and potential impact,⁴⁷⁷ as defined by those affected by crisis;⁴⁷⁸
- ✓ better engagement with innovators inside and outside of the humanitarian sector;⁴⁷⁹
- ✓ sustained investments in innovation efforts;⁴⁸⁰
- ✓ enhanced innovation management processes,⁴⁸¹ including better use of evidence, evaluations, information management and the best available processes, skills and expertise.⁴⁸²



The “multiplicity of crises” in the region created an “opportune environment for humanitarian actors and organizations to apply and adapt new technologies, form partnerships with various actors, develop new approaches, and put in place better mechanisms for joint learning and sharing of innovative ideas.”

WHS West and Central Africa, final report

7.6.2 Respond to user-led priorities for innovation

Humanitarian innovations must be locally relevant, addressing affected people’s needs.⁴⁸³ The consultations stressed the need for innovation to prioritize those issues that affected people believe will have greatest relevance and impact.⁴⁸⁴ There was a call for more engagement with affected communities and emphasis on user-centred design, bottom up or indigenous innovation, and participatory methods. Stronger accountability and feedback loops between end-users, frontline staff, researchers, agencies and donors will also encourage user-driven innovation and change.

Figure 26: Inclusion of vulnerable groups in innovation activities



Only 15 per cent of respondents in the Southern African community survey believed that vulnerable groups were currently included in innovation activities, as noted in the WHS Eastern and Southern Africa stakeholder analysis.

People affected by crises innovate every day to creatively solve the challenges they face. Refugees and displaced people around the world have skills, talents, and aspirations they use to adapt appropriate technologies and engage in entrepreneurship to help themselves and their communities.⁴⁸⁵ Humanitarian organisations can facilitate innovation from affected communities by creating enabling environments that provide access to connectivity, infrastructure, business skills training, and microcredit.⁴⁸⁶ There is also a need to build the capacity of local actors and affected communities to engage in partnerships for innovation, ensuring accountability and sustainability.⁴⁸⁷

Improving communication between humanitarian aid agencies and crisis-affected people⁴⁸⁸



“While it is important to consider how aid agencies might respond more effectively to crises using broadcast media and new technologies to communicate with crisis-affected populations, it is equally important to ask how crisis-affected populations are using those same technologies to help themselves, and what the implications of this might be for the traditional, top-down model of humanitarian assistance. By harnessing these new technologies, aid recipients are altering the traditional dynamics of aid. Increased access to mobile phones and social media sites allows crisis-affected populations to contact humanitarian organisations directly to ask questions, make complaints or contribute to discussions about their

future. In the Philippines and Indonesia, communities used Twitter to manage their responses to Typhoon Megi and the Mount Merapi volcano eruption. Following the earthquakes in Haiti and New Zealand in 2010, survivors used Facebook and Google Maps to reunite families and share vital information, bypassing aid organisations.”

7.6.3 Build inclusive partnerships for innovation

A more inclusive innovation ecosystem will also require incentives for other sectors to tackle humanitarian problems.⁴⁸⁹ Current collaboration is limited by competition for funding among existing actors, and barriers to new actors, including the private sector.⁴⁹⁰ One way to encourage a more networked approach is to link priority-setting exercises to the creation of coalitions, such as through challenge prizes or partnership brokering mechanisms, ideally through a standing platform for collaboration and coordination.⁴⁹¹ This approach will require greater engagement with innovation experts in other sectors, opening up humanitarian processes to external scrutiny and advice, and learning how to apply the best available innovation methods, processes and tools in extreme settings.

The consultations therefore called for regional platforms or networks that support collaboration between communities, governments, research institutions, relief organizations and the private sector, and for an analysis of the comparative advantages of each.⁴⁹² There is a need for structures and systems that can build and maintain political will for innovation, generate and shape new financing, guide challenge areas, and commission scanning and insight work.⁴⁹³ Participants at one consultation proposed an advisory group, a Global Humanitarian Innovation Alliance,⁴⁹⁴ made up of public, private and non-governmental actors that could endorse a global innovation agenda⁴⁹⁵ to address new threats and crisis. A linked Global Innovation Endowment Fund⁴⁹⁶ would bring together public and private funding to invest in humanitarian innovation.

Innovative partnerships: the use of Unmanned Aerial Vehicles in humanitarian response⁴⁹⁷



Unmanned Aerial Vehicles (UAVs) are a relatively new advanced technology with an increasing use during humanitarian response. The use of small, lightweight and unarmed UAVs in humanitarian response allows for data and imagery collection as well as improved situational awareness and needs assessment. UAVs can carry cameras and other sensors to create high-quality, high resolution aerial maps of disaster-affected areas; they can also broadcast live and very high resolution video feeds and images directly to a dedicated computer, tablet or smartphones. In 2013 a UAV pilot project formed part of the Typhoon Haiyan humanitarian response. The project was a collaboration between several private sector firms and NetHope, the consortium of NGOs. Once the necessary regulations for the use of UAVs were obtained from the Mayor of Tacloban, UAVs were used to identify where to set up base operations, as well as for road and coastal damage monitoring. In Haiti, during Hurricane Sandy in 2012, the International Organization for Migration, in collaboration with Drone Adventures and the Humanitarian OpenStreetMap Team, set up a local UAV programme. As a result, the damages from the hurricane were analyzed within 48 hours.



The growing tendency in the humanitarian world of seeing the quantification of actions and the compilation of data as an efficient way of promoting accountabilities contributes to a reductionist focus in humanitarian planning and innovation, undermining the creativity and innovation of itself.”

WHS Latin America and the Caribbean, final report

7.6.4 Invest in an innovative environment

The consultations called for increased, more predictable funding⁴⁹⁸ for innovation to target specific long-standing challenges, develop solutions and scale-up tested innovations.⁴⁹⁹ This investment strategy would also require more tolerance for experimentation and risk of failure,⁵⁰⁰ by taking a longer term view and building a diverse portfolio. It would also require more strategic investments, such as dedicating a percentage of humanitarian assistance budgets to research and development (R&D) and building R&D into programme-specific grants.⁵⁰¹ A Deloitte study for the World Humanitarian Summit benchmarked innovation investments in other sectors, producing a suggested target of 1 per cent of humanitarian finance.⁵⁰²



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 in WHS Eastern and Southern Africa, stakeholder analysis

7.6.5 Improve innovation management

Improving the impact and cost-effectiveness of innovations will require a stronger evidence base,⁵⁰³ along with practices such as testing and evaluating comparable solutions.⁵⁰⁴ Although investment decisions should be driven by data and evidence on what works,⁵⁰⁵ the consultations highlighted a significant shortfall in this area. Even rigorous evidence that an innovation works is rarely sufficient to drive scale and adoption⁵⁰⁷ without a concerted strategy.⁵⁰⁸ Deeply risk-averse tendencies within the humanitarian sector, coupled with the long investment horizon often required to take innovations to scale, make it difficult to gain traction.

Rather than waiting for top-down solutions, humanitarian organizations should initiate and monitor change initiatives to addressing obstacles. They should abandon strategies that do not work and step up support to those that do. Because many effective innovations are largely unknown outside the country or organization that developed them,⁵⁰⁹ humanitarian organizations should also better publicize successes and failures, to encourage replication across the system.

Innovation management is a relatively new practice in the sector, which lacks the necessary skills and guidelines.⁵¹⁰ Training, mentoring, tools, guidelines, global fellowship programmes and secondments could all help facilitate this practical learning.⁵¹¹ The consultations also consistently pointed to the need for ethical and practical principles for humanitarian innovation, particularly when directly engaging with affected communities in emergency contexts.⁵¹² These instruments should be in line with humanitarian principles,⁵¹³ and ensure that investment is designed to improve outcomes for affected people and that safeguards are in place to ensure privacy, community participation, accountability and, address the risk of address exploitation or other unintended negative impacts.⁵¹⁴

PROPOSALS FROM THE CONSULTATIONS

- ” Identify potential game changers (e.g. emerging powers, private sector, technology and communications innovators) and their comparative advantages and terms of engagement, including: building on the comparative advantages of national and local actors; and identifying the space for action in each situation.” – WHS Europe and Others, final report
- ” Invest in humanitarian innovation – drawing resources from multiple sources, including the research and scientific communities, private sector and others. Such investment needs to have a high tolerance for high-risk, high-impact projects.” – WHS Europe and Others, final report

- ” Recognize the importance of creating an environment conducive to innovation. This includes developing national and regional policies, undertaking analyses of bottle necks that hindered innovation, and strengthening networks that allowed for innovators, policy makers and humanitarian organizations to come together.” – WHS Eastern and Southern Africa, final report
- ” Proactively foster innovation through steps such as supporting humanitarian research and development, enabling partnerships with relevant actors inside and outside the humanitarian system, and establishing related incentives that encourage private sector investment.” – WHS North and South-East Asia, final report
- ” Establish an evidence base of case studies that could be shared with donors but that could also inform the creation of benchmarks against which to measure performance.” – WHS Eastern and Southern Africa, final report
- ” Governments and the humanitarian community need to capitalize on regional organizations’ emerging role in humanitarian response for the repository, dissemination of knowledge and expertise on innovation.” – WHS North and South-East Asia, final report
- ” Develop new funding modalities for local innovations, such as saving schemes and corporate social responsibility-driven funds.” – WHS Eastern and Southern Africa, final report
- ” Establish humanitarian innovation funds at the national and/or regional level, with allocations to be made available from within the existing budgets for research and development and innovation of all actors and organizations. It is proposed that these allocations should be at a minimum of 0.25 per cent for local CSOs and a minimum of 1 per cent for international organizations and governments.” – WHS North and South-East Asia, final report

EMERGING PROPOSALS

The consultation process points to the need to strengthen partnerships with the common goal of making humanitarian action fit for the future, sufficiently agile and genuinely driven by the needs of those affected by crisis. They consistently called for new and reliable response arrangements that are as diverse and localized as possible, underpinned by the humanitarian principles and the centrality of protection, and kept relevant through a major investment in innovation. Seven major proposal areas emerged:

First, there is a need for **all stakeholders to reaffirm the universal relevance of the core humanitarian principles**. States should be encouraged to set up national public education programs to disseminate humanitarian principles and values informed by social and cultural traditions. Actors engaged in humanitarian issues should improve their knowledge and skills in applying humanitarian principles,

while evaluations of humanitarian action should include the application of principles. Global networks with expertise from all regions and religions should be strengthened to provide cross-cultural analysis and authoritative guidance on humanitarian principles.

Second, **local and national responsibility for crisis management** should be reinforced, with the international humanitarian community taking a support role whenever possible. National coordination mechanisms should be the default for disasters, enabled by greater understanding and support of local structures and capacity. There is also a need to rethink and modernize coordination arrangements, including the cluster system and UN-led humanitarian country teams, to: engage diverse actors, including the private sector; reflect emerging challenges, such as urban risk, and new approaches, such as cash transfers; remove silos within and outside the humanitarian sector; and stimulate innovation.

The Regional leadership in decision-making and coordination should be reinforced, while globally, the role and membership of the IASC should be reviewed to be more representative. There has been a call to assess the changes UN humanitarian agencies should make in light of shifts in risk management emerging from the post-2015 processes, the diversity of humanitarian actors, new threats and challenges, and more diverse participation in the institutions of global governance. This could be done through a review of current roles and cooperation arrangements. Global and regional meetings open to all stakeholders could be held to share experiences, enhance partnerships and monitor progress, building on the experience of the Summit consultations and the Global Platform for Disaster Risk Reduction.

Third, there is a need to **expand partnerships to diversify humanitarian action**. A new co-operation framework amongst humanitarian, development, climate change and peacebuilding actors is required for managing and finding solutions to prolonged crisis, with long-term commitments to address immediate needs alongside underlying causes. This framework should be founded on: shared analysis of risks and resilience; shared priorities and outcome-oriented planning; aligned programming; and joined-up measurement of results. Civil contingency expertise can be scaled up and professionalised to support domestic, regional and international requirements, with special attention to South-South cooperation.

Private sector consultations called for pre-agreements between businesses, governments and humanitarian actors on their roles in response, and for coordination mechanisms, such as the clusters and chambers of commerce, to improve communication. There is also a need for more predictable responses from the military through standardized information systems, common fora, joint trainings and exercises, and operational guidelines to build a culture of cooperation.

Fourth, there was a strong call for **building trust, accountability and a focus on delivering results**. Actors should make open data the norm, sharing information transparently and responsibly. An independent capacity or commission for each major response should monitor implementation of existing policies, such as those on gender equality and empowering affected populations, and more objectively assess needs. These mechanisms should verify and improve the quality and credibility of needs assessments, operating independently and consulting local people, government authorities, civil society and aid bodies to help prioritize humanitarian requirements, track progress in the extent to which a combined humanitarian re-

sponse is meeting the needs of all people and provide a channel for complaints by affected people. Lastly, there is a need to strengthen the evidence base and to develop a common framework for humanitarian effectiveness, and establish a set of global outcome measures to help ensure that the most pressing humanitarian needs are equitably addressed globally.

Fifth, there is a need for commitment to greater **political will and strategic engagement on protection**. This engagement could include robust, systematic monitoring linked to early warning and response, strengthened accountability for senior leadership to deliver on protection outcomes, sharing protection analysis between actors, and regular monitoring of protection outcomes. This effort also requires better integration of protection tasks and results in the human resources management, from recruitment and job descriptions to performance evaluations. In all cases, the most acute threats to affected people must be prioritized, building on continuous analysis.

Within the UN system, the Human Rights Up Front Initiative should be stepped up and other mechanisms developed to ensure linkages with protection work. Resident Coordinators and Humanitarian Coordinators should regularly report on protection challenges and response to the Emergency Relief Coordinator, and national protection clusters held accountable to produce updated protection analysis and strategies. Donors are also instrumental in ensuring funding for implementing national protection strategies. Funding could be channeled to projects and strategies that measure relevant impact and outcomes, for instance through protection indicators. Systematic investment is needed in the capacity of protection staff, complemented by efforts to strengthen national and local partners. The “demystification” of protection, such as through an explanatory note by the IASC, would be in line with the Whole of System review.

Sixth, **improving the safety and security of aid workers** is a sore necessity. It requires building trust with armed groups, traditional leaders, government, and other local stakeholders; effective communication strategies on humanitarian action and safety and security of workers under international law; adherence to humanitarian principles; security management systems commensurate with the local level of threat; and ensuring staff are trained in security management.

Finally, the consultations strongly emphasized the need to **promote the consistent application of innovation to tackle humanitarian challenges**, guided by the needs of affected people. Governments, humanitarian actors, the private sector, academia and affected populations should commit to enabling creativity and risk-taking that is grounded in ethics and the humanitarian principles. Principles for ethical humanitarian innovation should be endorsed and guidelines developed for managing innovation in emergency settings. Innovation should become an integral part of the humanitarian business model, with incentives for organizations to continually improve the services they provide affected people. This approach will require stronger community-based engagement; diversified and sustained finance; an increased appetite for risk; and the engagement of the private sector, innovators in science and technology, and other new partners.

The consultations called for the launch of national, regional and global platforms to facilitate innovation, such as a global humanitarian innovation alliance to promote innovation, forge partnerships, leverage resources and scale-up what works. This alliance would not seek to centralize innovation, but to improve and strengthen its orchestration and impact by convening a network of key actors, joining the dots in

humanitarian innovation processes, enabling the sector to better target resources, identifying and nurturing novel solutions, and generating value from new ideas. This further highlights the need for agreeing on a process for identifying strategic priorities for innovation in the humanitarian system, underpinned by engagement with affected people; one which disseminates evidence to support the scale up of high impact solutions and makes these the default.

Research conducted as part of the consultation indicates that at least 1 per cent of humanitarian spending should be invested in research, evidence and innovation. This target could be reached by developing new funding mechanisms, such as a Global Innovation Endowment Fund linked to the proposed alliance, and by leveraging new funding and investment from public and private sources.

PART IV

GUARANTEE

RELIABLE

FINANCE



CHAPTER 8

PROVIDE ADEQUATE FINANCE TO BUILD RESILIENCE, AND GUARANTEE LIFE AND DIGNITY WHEN CRISES STRIKE

Responding to armed conflicts and disasters has never been so costly. 2014 marked the highest amount that has ever been contributed to humanitarian aid (\$24.5 billion), as well as the biggest shortfall in UN led appeals (\$7.2 billion – 40 per cent of the total \$18 billion requested). There is a pressing need for adequate and predictable finance to ensure that the most vulnerable people are guaranteed an essential level of humanitarian assistance to preserve life and dignity when crises strike, but also to build resilience.



All other panels I've participated in pale in comparison to the challenges we face here."

Kristalina Georgieva,
Co-Chair, High Level
Panel on Humanitarian
Financing and European
Commissioner for Budget
and Human Resources

In the absence of support, families are forced to sell assets, take exorbitant loans or resort to other drastic measures, such as child marriage, to make ends meet. The consequences often push them into deeper poverty and vulnerability. The financing gap also affects governments and humanitarian actors' ability to provide rapid relief, plan longer-term approaches in protected crises and make use of economies of scale. To address this gap, the UN Secretary-General appointed a High-Level Panel on Humanitarian Financing, which will report in November 2015.⁵¹⁵

The consultations underscored that simply asking for more money will not solve the problem. A genuine solution requires a range of measures: leveraging diverse funding sources, using the right finance instruments in each crisis, increasing the cost efficiency of current operations, and moving beyond humanitarian finance to build resilience to future crises. There is a concurrent need to safeguard humanitarian programmes from undue restriction, most significantly those arising from counter-terrorism policies.

The consultations called for stronger collective action to ensure adequate humanitarian financing through:

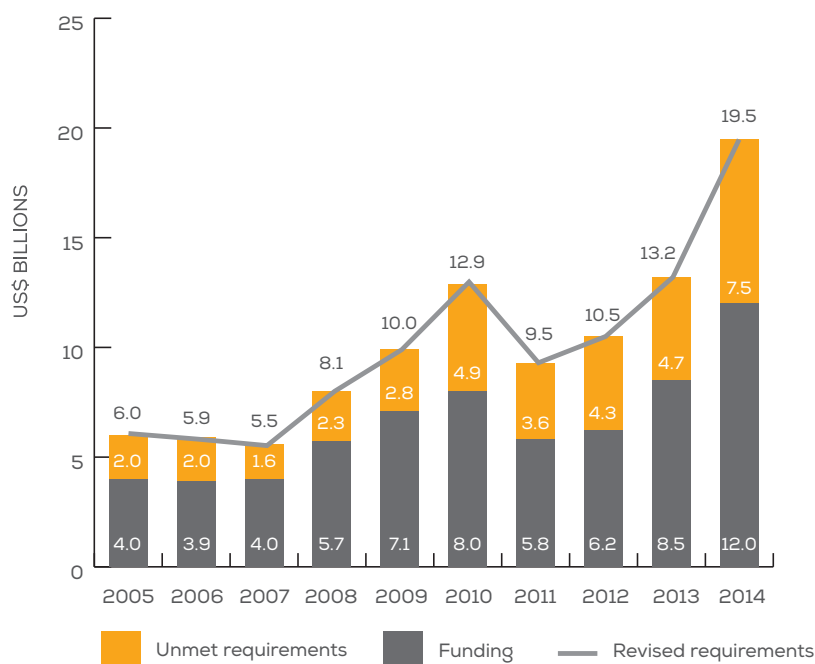
- ✓ leveraging all possible funding sources, while ensuring the right tools are in place to support different types of crises and that funding is directed towards actors best placed to respond;
- ✓ making international humanitarian finance a true safety net of last resort, so that it is targeted at where it is most critically needed, and ensuring contingent arrangements are in place to meet peak demand;
- ✓ increasing the efficiency of operations;
- ✓ creating a new finance package for countries hosting refugees;
- ✓ improving the efficiency and flow of remittances and safeguarding humanitarian programmes from the negative implications of counter-terrorism policies.

8.1 LEVERAGE DIVERSE FUNDING SOURCES

The consultations emphasized that current funding sources cannot meet the rising demands of responding to new crises, maintaining support to millions of people stuck in protracted need, as well as supporting preparedness, disaster risk reduction and building resilience.⁵¹⁶ A total of seven of the eight WHS regional consultations, with the exception of Latin America and the Caribbean, called for a need to explore diverse funding sources.

Simply asking for more money from existing donors will quickly reach its limits. The five largest donor governments from the Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) countries account for three quarters of current humanitarian funding, contributing \$15.1 billion in 2013 and \$18.7 billion the following year.⁵¹⁷ In the current global economic climate, no major growth in OECD DAC government humanitarian budgets is foreseen.⁵¹⁸

Figure 27: Funding and unmet requirements, UN-coordinated appeals, 2005-2014



Source: Development Initiatives based on OCHA Financial Tracking Service and UNHCR data



Poverty, vulnerability and crisis are inextricably linked. Poverty makes people more vulnerable in the event of conflict or disaster caused by natural hazards, while these shocks and sustained crises deepen their poverty, rendering them further at risk. Consequently an estimated 93 per cent of people living in extreme poverty – on less than \$1.25 a day – live in countries that are environmentally vulnerable (30%), politically fragile (32%) or both (31%).”

Global Humanitarian Assistance Report 2015

The consultations encouraged harnessing diverse sources of financing, including the private sector and non-DAC donors; building the confidence of new donors, particularly emerging economies; and strengthening cooperation with other existing (but overlooked) funders; as well as better recognizing the contribution of crisis-affected or refugee-hosting countries. A deeper understanding is needed of the broad range of resources that can be deployed in response to crises. Potential sources of humanitarian finance include the affected government's domestic financing, multilateral and bilateral contributions, such as from the UN, IFIs and bilateral donors,⁵¹⁹ faith communities, insurance, the private sector, the general public and non-governmental organizations. Funding from the development and climate change communities can be leveraged to address the vulnerabilities, risks and chronic impact of crises, and reduce the burden on humanitarian finance. There is a need to recognize that all these

diverse resources can be leveraged in advance of and during a crisis, and to counter the mentality that all humanitarian finance should be routed through international partners and instruments.⁵²⁰

Overall finance flows should also be more transparent, with a better system to monitor and coordinate different streams, as recommended in West and Central Africa among other consultations. These transparency measures, during a response and more broadly, could include: a mechanism to better capture government expenditure by the crisis-affected country [including refugee hosting countries, as discussed in Chapter 4]; commitments by donors to use existing reporting platforms fully; and improved ways of capturing private finance. There is also a need to build on experience, such as the Government of Philippines Foreign Aid Transparency Hub (FAiTH) in the aftermath of Typhoon Haiyan. The Summit could help generate basic minimum commitments,⁵²¹ an important step that could generate immediate results. For example, using a common platform and tools, and adhering to the existing International Aid Transparency Initiative standard, including its forthcoming humanitarian extension, would provide a clearer sense of what everyone is doing, what is needed and for how long, how to prioritize resources within and between crises, and what the right division of labour should be. There is also a need to better understand the size of the finance gap. However, it is not only a question of understanding supply; it also needs to be matched with a better understanding and a more objective assessment of the gaps in need of addressing [see Chapter 7.2.2].

PROPOSALS FROM THE CONSULTATIONS

- ” Build partnerships with the private sector, such as engaging telecommunication and other sectors, to enhance peoples’ voice regarding their needs and whether they are met.” – WHS Eastern and Southern Africa, co-chairs’ summary
- ” Provide incentives for engaging the private sector, such as through tax breaks.” – WHS Europe and Others, co-chairs’ summary

8.1.1 Explore innovative financing for crises

The consultations highlighted the need to explore new and innovative sources of humanitarian finance. One example is crowd funding. In response to the Nepal earthquake in 2015, campaigns on the three largest crowdfunding sites—GoFundMe, Crowdrise and Indiegogo—raised over \$4 million in less than a week. Facebook raised more than \$10 million in a few days by letting users donate through its platform. These two funding sources combined were nearly equivalent to the \$15 million disbursed by the UN’s Central Emergencies Fund.

There have also been suggestions to look at the private sector for innovative approaches that can be adapted to humanitarian contexts. In Kenya, the mobile money transfer service, M-Pesa, has created a new platform, M-Changa, that allows people to use their mobile money to crowd fund projects. The World Bank has set up the Kenya Climate Innovation Centre which is a crowdfunding mentorship program for entrepreneurs in East Africa. An emerging trend within the banking sector, which is also seeking new alternative finance platforms to complement their activities, is the establishment of referral arrangements for unsuccessful loan applicants.⁵²² Such innovations are starting to rapidly mobilize funds from the public, but as yet there is little oversight or transparency around how these funds are channelled to affected people. In addition, while these methods have been used with success in

response to rapid onset natural disasters or to build resilience and reduce systemic vulnerability, they are unlikely to be applied to acute crises caused by armed conflicts or to transform financing to forgotten crises.

Innovative financing triggered by the forecast of extreme events⁵²³



Recognizing that communities are often caught off guard by extreme weather and struggle to find the resources needed to prepare and respond, the German Red Cross and the Red Cross Red Crescent Climate Centre developed in 2012 an innovative financing mechanism that is triggered by the forecast of extreme events, such as storms, floods and droughts. When a forecast exceeds a certain threshold, an early warning is issued and funding is released. The funding allows communities to take action against an already agreed upon and practiced plan to prepare before the disaster strikes. By design, this innovation supports rapid, smart humanitarian action based on scientific predictions. The mechanism has been established in Bangladesh, Mozambique, Peru, Togo and Uganda, allowing the Red Cross and Red Crescent to deploy resources to help communities prepare for climate-related risks and reduce human suffering and damage.

Islamic Social Finance presents another major opportunity for diversification. The Eastern and Southern Africa and the Middle East and North Africa regional consultations, as well as two dedicated consultations on this topic in Oxford and New York,⁵²⁴ noted that the culture and traditions of Islamic giving provide an important source of support. There is little understanding of the scale of *zakah* (almsgiving), *awqaf* (endowment) and *sadaqah* (general charity) as well as innovative structures such as *sukuk*, financing instruments similar to social impact bonds. The potential is large, with at least \$5.7 billion collected in *zakah* annually in just five countries.⁵²⁵ Islamic Social Finance, and especially *zakah* and *awqaf*, could play a significant role in helping to plug the current funding gap, making funds also available to local organizations that form the frontline of humanitarian response yet which are often unable to directly access funds. The Islamic Social Finance Roundtable in New York in 25 August 2015 concluded that the Islamic Social Finance instruments already successfully applied in development context are now ready to be piloted in situations of acute and protracted humanitarian crises.

Box 27: Islamic Development Bank's (IDB) experience in managing Islamic social finance funds⁵²⁶

The Islamic Solidarity Fund for Development, which was launched in 2007, is a form of *awqaf*, with principal targeted capital of \$10 billion. The IDB's approach has primarily centered on the creation of social safety net programs and skill-enhancement programs for the poorest of the poor from the Islamic Social Finance trust fund, which applies different *shariah* requirements under *zakah*, *sadaqah* or *awqaf*. The biggest beneficiaries of the IDB's trust fund are people in fragility and conflict state. A total of close to \$5 billion have been disbursed to-date (August 2015) for 9 sectors, namely education, healthcare, sanitation, public facilities, public works, electricity, municipality, transportation and housing.

In order to further accelerate the progress of Islamic Social Finance, the IDB is working on the formation on Zakat and Waqf Standards Governing Boards, expected to be launched in 2016.



Better use of Islamic social financing (*Zakah*, *Sadaqah*, *Alms-giving*) which is applied by many Turkish civil society groups as well as by the Turkish Red Crescent, constitutes also an area that should be better explored as an alternative and consolidating method of financing."

Government of Turkey,
contribution to the WHS

Figure 28: *Zakah* from OIC members⁵²⁷



At a minimum, approximately \$600 billion of *zakah* from the Organisation of Islamic Cooperation (OIC) member countries is annually distributable for humanitarian action (after deducting domestic poverty alleviation needs).

Box 28: The Global Vaccine Alliance (GAVI) Sukuk⁵²⁸

The International Finance Facility for Immunisation (IFFIm) uses long-term pledges from donor governments to sell 'vaccine social impact bonds' in the capital markets, making large volumes of funds immediately available for GAVI programmes. IFFIm issued its inaugural Sukuk on 27 November 2014, raising US\$500 million to accelerate the availability of funds for immunisation programmes and health system. The deal was arranged by Standard Chartered Bank as global coordinator as well as Barwa Bank, CIMB Investment Bank, National Bank of Abu Dhabi, NCB Capital Company, in collaboration with the World Bank as IFFIm's treasury manager.

PROPOSALS FROM THE CONSULTATIONS

- ” The culture and traditions of Islamic giving should be leveraged to support regional and local humanitarian organizations' work in the region, with several mechanisms suggested. This requires concerted dialogue with existing institutions and experts on the subject to draw up concrete proposals on how this could be achieved.” – WHS Middle East and North Africa, co-chairs' summary
- ” Recognize diverse sources of funding – not simply aid from donors. For example, banks, remittance organizations and telecommunications companies may consider waiving fees in an emergency, for a defined time in the wake of disaster.” – WHS Pacific, co-chairs' summary

8.2 USE THE RIGHT FINANCING TOOLS IN EACH CRISIS

The current approach to financing humanitarian finance is crude. The bulk of finance, especially from donor governments, consists of short-term annual contributions to multilateral or international agencies. This approach is designed to provide speed and flexibility, based on an assumption that crises are a short-term interruption to development, such as in situations of conflict or a rapidly unfolding disaster. But in reality, most of this short-term finance gets tied up in long-term, protracted crises and displacement.⁵²⁹

A change in approach is needed to “base funding decisions on the comparative advantage of humanitarian and development actors”.⁵³⁰ The financing pool for crisis-affected people and countries needs to be expanded and the centre of gravity

shifted away from international humanitarian assistance.⁵³¹ Four major shifts need to take place to make sure that international humanitarian finance is freed up to be targeted where it is most critically needed:

- ✓ Increasing investment in risk management: pre-crisis financial management as well as strengthening crisis response capabilities.
- ✓ Providing direct financing to local first responders: policies and mechanisms to increase share of finance going directly to national and local non-governmental organizations.
- ✓ Shifting to longer term financing for protracted crises: move towards multi-year funding commitments as opposed to annual funding pledges.
- ✓ Committing to a global finance package for countries hosting refugees: longer term, predictable funding support for countries directly hosting refugees.

There has been discussion on how to guarantee an essential level of assistance. Where feasible, this should be provided through government-led, scaled up social protection mechanisms [see Chapter 5.3]. Where it is not, humanitarian assistance will be required. During the consultations, it was discussed, though with no consensus, whether this could be realized through individual 'cards' or accounts, which are recognized wherever people go.

8.2.1 Increase investment in risk and crisis management by governments and development partners

Where government capacity is strong, domestic resources should be the key funding stream for crisis preparedness and response, underpinned by other public and private finance. Such investments should preferably be pre-emptive. To enable this, the predictability of crises and more sophisticated modelling can help determine the scale of contingency finance needed to meet peak demand,⁵³² and improve risk financing to reduce the need for emergency funds.

Pre-emptive finance can be instrumental to build resilience and reduce the humanitarian and economic impact of disasters.⁵³³ Consultations in West and Central Africa and Eastern and Southern Africa proposed setting a target for government expenditure as a proportion of gross domestic product to fund the rapid scale up of social protection.⁵³⁴ Other stakeholders proposed national and regional financing tools with flexible activation mechanisms, allowing governments to respond to small and medium scale emergencies before making an international appeal.

Risk financing mechanisms, such as insurance,⁵³⁵ can boost the rapid availability of funds and credit lines to scale up emergency action when a disaster strikes, particularly in least developed and other at risk countries. These should build on lessons learned from current risk insurance mechanisms, such as the Pacific Catastrophe Risk Insurance pilot.⁵³⁶ Under Germany's G7 presidency in 2015, a target has been set to increase climate risk insurance coverage directly or indirectly to 400 million people by 2020. Such measures could help disaster-prone regions address an apparent growing insurance protection gap.⁵³⁷ Risk financing will also be a critical component of preparedness contracts between governments and partners [see Chapter 4.2.2].



The issue [is] not so much a lack of funding per se but the need to better utilize existing resources, including the funds available for development."

High-Level Roundtable on
WHS: Perspectives from the
Gulf Region



We recognize the value of a 'portfolio approach' in which public and private venture funds invest in diverse sets of projects to diversify risks."

Addis Ababa Action Agenda
of the Third International
Conference on Financing for
Development



There is no need for the disaster response in developing countries to be at the mercy of donors, media attention and good luck to raise funds on short notice. Tools already exist for governments and humanitarian actors to put financial solutions in place in advance of the disaster risks they face.”

Swiss Re,
submission to the
WHS



The difficulties smaller, national NGOs face to directly access funds and their reliance on project funding make their survival yet more of a struggle.”

Kamel Mohanna
in Humanitarian
Accountability Report
2015

Box 29: Reducing disaster risks and losses in Turkey⁵³⁸

Turkey's National Strategy for Disaster Management concentrates on the prevention and mitigation phases in order to reduce possible future risks and losses, with the ultimate aim of creating a disaster resilient society. With the same approach, the National Earthquake Strategy and Action Plan (UD-SEP-2023) aims to minimize possible physical, economic, social and environmental damage and losses in the event of an earthquake and to create living areas that are resistant and prepared against earthquakes.

PROPOSAL FROM THE CONSULTATIONS

- “ Examine opportunities to look more towards the insurance industry, including using best practice and discipline from risk financing.” – WHS Europe and Others, co-chairs' summary

8.2.2 Direct finance to localized first response

Current international humanitarian financing approaches do not sufficiently support locally driven humanitarian action. In fact, in 2014 the share of finance going directly to national and local non-governmental organizations dropped by half, from 0.4 per cent in 2012 to just 0.2 per cent.⁵³⁹

Many consultations and submissions called for reforms in humanitarian financing to enable an increase in preparedness and response funds for local organizations.⁵⁴⁰ The consultations also noted that by reducing subcontracting and eliminating the 'middle man' would bring savings.⁵⁴¹ However, counter-terrorism policies, administrative cuts and concerns over corruption are working against donors providing more direct finance to local actors. In cases when international actors cannot access people in need directly, these restrictions can have severe consequences.⁵⁴²

There is also the potential to increase bilateral finance to crisis-affected countries, such as through budget support. The proportion of international humanitarian assistance directly channeled to affected governments from OECD DAC donors has increased from the previous two years, but remains low at around 3 per cent of all assistance.⁵⁴³ However, non-DAC donors provided 50 per cent of their bilateral humanitarian contributions to affected governments between 2009 and 2013, which accounted for 6.5 per cent of overall humanitarian funding.⁵⁴⁴

PROPOSALS FROM THE CONSULTATIONS

- “ Building a regional preparedness and response fund for local organizations, such as through the establishment of a network of southern NGOs.” – WHS Eastern and Southern Africa, final report
- “ Setting an agreed-upon percentage of international humanitarian finance going to strengthening local response capacities.” – WHS Eastern and Southern Africa, final report

- ” Leveraging the culture and traditions of Islamic giving to support regional and local humanitarian organizations’ work.” – WHS Middle East and North Africa, co-chairs’ summary
- ” Establishing a private sector pooled regional humanitarian fund, whereby private sector companies could be encouraged to contribute a percentage of their profit to humanitarian action.” – WHS Eastern and Southern Africa, business consultation
- ” Promoting mechanisms to increase donor risk tolerance in high-risk environments, including opportunities for direct funding to local actors.” – Making financing work for crisis-affected people, Development Initiatives submission to the WHS
- ” Modifying and expanding pooled funds to make them more accessible to national and local NGOs. – Making financing work for crisis-affected people, Development Initiatives submission to the WHS
- ” Reform international funding arrangements in order recognise and support the lead role played by local and national humanitarian actors in preparedness and response. Potential targets could be set.” – Global Forum for Improving Humanitarian Action

8.2.3 Shift to longer-term, predictable finance for protracted, conflict-related crises

The long-term nature of protracted, conflict-related crises has put these in the grey area of humanitarian and development finance. Currently close to 90 per cent of humanitarian funds are spent on medium to long term crises.⁵⁴⁵ To address this, there is growing consensus on the need to shift to longer-term investment and greater alignment of humanitarian, development and peacebuilding finance behind common risk analysis and results frameworks. This shift will also bring efficiencies:⁵⁴⁶ although some donors provide funding for three to five years,⁵⁴⁷ there is now an opportunity for “achieving greater multi-year and risk tolerant investment”.⁵⁴⁸ Funding should be flexible enough to account for good years, in which more development-oriented activities can take place, and bad years, in which humanitarian response is necessary.⁵⁴⁹ A number of donors are exploring the use of flexible funding arrangements, or “crisis modifiers”, that allow a switch between more development and humanitarian engagement, depending on the needs and vulnerability of the population.

PROPOSALS FROM THE CONSULTATIONS

- ” Reduce divisions between humanitarian and development finance to ensure a more coherent approach to managing risk and vulnerabilities.” – WHS Europe and Others, co-chairs’ summary
- ” Addressing the funding gap also requires more sustainable interventions that focus on building resilience and development objectives in addition to meeting people’s immediate needs. This will necessitate more predictable and longer-term humanitarian financing as well as better leveraging of development financing.” – WHS Middle East and North Africa, co-chairs’ summary



There is a need for countries like Jordan to receive development funding despite their middle-income status, given that they provide the first line of defence to the international community's collective security. These emergencies are a collective international responsibility and should not be shouldered by a handful of countries alone."

Antonio Guterres,
United Nations High
Commissioner for
Refugees



The "value for money" of a late, badly targeted and ineffective response is surely close to zero.

Médecins Sans
Frontières,
"Where is Everyone?"

- “ On reducing vulnerability, the lack of predictable multi-year funding had been identified as a key challenge to DRR: greater coherence within and among donors' strategies and more funding specifically for DRR was needed.” – WHS North and South-East Asia, final report
- “ Create multi-year and multi-polar funding streams of three to five years as well as flexibility in use of resources; funding mechanisms should provide stronger coherence between humanitarian and development financing, and a longer-term timeframe for protracted crises in particular.” – Global Forum for Improving Humanitarian Action

8.2.4 Commit to a global finance package for countries hosting refugees

A global financing package would be a core component of a “new deal” for countries hosting large numbers of refugees [see Chapter 4]. Particular attention needs to be given to easing the terms of development finance, especially for middle-income countries. The Middle East and North Africa consultation encouraged international financial institutions to provide grants and loans under favourable terms to help middle-income countries rapidly and sustainably shoulder the burden of hosting large numbers of refugees.

8.3 MAKE THE MONEY GO FURTHER

Where budgets are constrained, smarter use of existing resources is necessary. Creating value for money in humanitarian operations requires a clear and transparent understanding of what finance instruments are most effective and efficient in different contexts. The impact of corruption on humanitarian activities also needs to be better understood and addressed.

8.3.1 Operate more efficiently, build the evidence base and tackle corruption

A lack of transparent data makes it impossible to compare the costs of delivering assistance in different programmes and contexts, or to assess how costs change over time. There is a pressing need to increase transparency in the cost of operations, including those funded through UN appeals, to enable evidence-based assessments of which humanitarian activities and investments deliver value for money. There is clear evidence that this is feasible and the cost efficiencies that can be made over time. There should also be transparency in the passage of funds from the donor through each subsequent sub-contracting agency to the beneficiary, as well as the costs incurred in each transaction. The High-Level Roundtable on WHS: Perspectives from the Gulf Region held in Kuwait⁵⁵⁰ held before the regional consultation for Middle East and North Africa strongly urged the UN “to become more transparent and credible in its utilization and disbursement of funds.”

A number of studies point to efficiencies from doing business differently, including: investing in preparedness; undertaking early response in response to early warning; improving the predictability of finance to allow early procurement; sharing services, such as communications and logistics; harmonizing administrative requirements and scaling up efficient delivery methods such as cash transfers. However, there is some way to go before these methods become the norm.

In the case of cash transfers, there is growing evidence that they usually cost less money than in-kind assistance. One immediate saving is the removal of storage and transport costs. A four-country study comparing cash transfers and food aid found that 18 per cent more people could be assisted at no extra cost if everyone received cash instead of food.⁵⁵¹ In Somalia, 35 per cent of food aid budgets went to beneficiaries compared to 85 per cent of cash transfer budgets.⁵⁵² As the scale of cash grows and it becomes more efficient, it will become even cheaper.

Box 30: Recent studies on cost savings

- ✓ 75 per cent of investments in preparedness demonstrated significant cost savings and accelerated the response time to disasters by one week on average.⁵⁵³
- ✓ In a World Food Programme pilot programme in Ethiopia, cash is 25-30 per cent less expensive than in kind food aid.⁵⁵⁴
- ✓ The benefits of investing in resilience consistently outweigh the costs, yielding benefits ranging from \$2.3 to \$13.2 for every dollar invested. Over 20 years, early response could, based on one model, save between \$10.7 billion and \$13.5 billion, and resilience could save between \$15.6 billion and \$34.3 billion over a 20-year period.⁵⁵⁵

Another major factor that impedes the efficiency and quality of humanitarian assistance is corruption.⁵⁵⁶ The chaos of initial humanitarian relief and the urgency of mounting a successful humanitarian response can reduce adherence to anti-corruption policies. The challenge is even greater in situations of armed conflict, when corruption is often already a significant issue. The top ten countries in the UN-coordinated humanitarian appeal for 2015 are some of the worst ranked in terms of corruption.⁵⁵⁷ Corruption was also identified by affected populations as a major obstacle to receiving aid in the latest State of the Humanitarian System report in 2015.⁵⁵⁸

Corruption can come in many forms, for example: government officials or local militia demanding bribes to unblock the flow of aid or humanitarian workers demanding sexual favours in exchange for relief items.⁵⁵⁹ In the Middle East and North Africa consultations, people in affected communities raised concerns over preferential treatment by community leaders, for example. Affected people called for stronger accountability and transparency measures at the local level to ensure appropriate targeting.⁵⁶⁰



Significant corruption and nepotism existed in the distribution of aid.”

Crisis-affected person in Lebanon in WHS Middle East and North Africa

Box 31: Corruption and humanitarian action⁵⁶¹

- ✓ Corruption limits the scarce amount of aid reaching people who desperately need it;
- ✓ Corruption undermines risk reduction and preparedness and therefore increases vulnerability;
- ✓ Corruption is one of the main factors preventing better and more direct funding to developing country humanitarian actors;
- ✓ The perception of corruption undermines support for aid in donor countries.

Although research has been undertaken on the nature of corruption, each humanitarian context is different, and the scope of the challenge remains poorly under-

stood. Corruption remains a taboo topic among humanitarian organizations, while definitions of corruption vary, often being limited incorrectly to financial mismanagement and fraud. It is vital to improve understanding of the full scope of corruption and methods to tackle it, including more systematic surveying and qualitative work with disaster affected populations, independent system-wide monitoring of humanitarian action, reducing the abuse of power in selection and registration processes, and comparing the corruption risk between humanitarian actors. However, over-vigilance and a risk averse approach to corruption may be at odds with agile funding that reaches national and local actors directly.

PROPOSALS FROM THE CONSULTATIONS

- ” To encourage greater trust and collaboration between local and international organizations, the latter should demonstrate greater transparency in their operations and criteria for selecting partners.” – WHS Middle East and North Africa, co-chairs’ summary
- ” Aim to achieve common minimum donor standards for grant application and accounting requirements by 2020. Invest in transparent, comprehensive and open data on financing flows of all actors.” – WHS Europe and Others, co-chairs’ summary

8.3.2 Increase the flow and efficiency of remittances

The growing importance of remittances in crises was raised in many regional consultations, including Eastern and Southern Africa, South and Central Asia and the Pacific. The recent economic and financial crisis has shown remittances to be very resilient, as well as significant in size, with one recent estimate of \$414 billion sent to developing countries in 2013.

Box 32: Remittances

There has been a push for a reduction in the global average cost of transferring remittances. In 2008, the G8 agreed a target of reducing costs by 5 per cent in five years (“5x5”). The World Bank was entrusted with monitoring this. There has also been consideration of promoting a ‘zero cost’ emergency policy in the case of humanitarian crises for a specified and limited period of time and based on some trigger. Another linked issue is the need for the rapid restoration of banking and other finance facilities immediately after a crisis, along with communications.

In light of the role of remittances in relieving humanitarian stress, the Europe and Others consultation recommended the need to “reduce or suspend the transaction costs of remittances in the immediate post-crisis period”. The Pacific consultation urged international financial institutions, finance and communications sectors and humanitarian partners to ensure that remittance flows can occur at optimal speed and volume and with minimal transaction costs. This issue is also on the G7 agenda.

In addition, there is a need to consider the impact of money laundering and counter-terrorism financial regulations on remittances, such as in Somalia. Disruptions of cash flows could exacerbate humanitarian crises⁵⁶⁴ and undermine peacebuilding.

Box 33: Remittances in Somalia⁵⁶⁵

Remittances are a lifeline to many Somalis. It is estimated at \$1.3 billion per annum, accounting for 45 per cent of the economy, and more than humanitarian and development assistance and foreign investment combined. Recent estimates indicate that over 40 per cent of the Somali population continues to rely on remittances to meet basic needs. As Somali MTOs find alternative ways to operate, which are less formal and transparent, vulnerable Somalis, including female-headed households, are bearing the brunt of more restrictive banking regulations.

PROPOSALS FROM THE CONSULTATIONS

- ” We need to capture a more accurate picture of humanitarian funding and assistance including remittances and other resources received through diaspora networks.” – WHS North and South-East Asia, co-chairs’ summary
- ” Reduce or suspend the transaction costs of remittances in the immediate post-crisis period.” – WHS Europe and Others, co-chairs’ summary

8.4 Safeguard humanitarian programmes from the negative implications of counter-terrorism policies

Four regional consultations⁵⁶⁶ observed that counter-terrorism measures have unintended consequences on the ability of humanitarian actors to deliver assistance and protection. The measures restrict access to funding and financial services, while affecting dialogue with parties to a conflict. It was identified as one of the three top obstacles for crises response at the Global Forum for Improving Humanitarian Action.⁵⁶⁷ The most acute impact is in access to funding, access to financial services, particularly transfers in and out of high-risk areas, and in causing a ‘chilling effect’ in which humanitarians self-censor or pre-emptively limit activities due to perceptions of criminalization. Solutions could include an international dialogue on ensuring the transfer of funds for humanitarian purposes, as well as exemptions in national legislations, modelled on the UN Security Council resolution 1916, which establishes an exemption for “the payment of funds, other financial assets or economic resources necessary to ensure the timely delivery of urgently needed humanitarian assistance”.

PROPOSAL FROM THE CONSULTATIONS

- ” While the importance of countering terrorism in the region was recognized, the negative impact of laws and related measures on humanitarian negotiation, financial transfers and access should be mitigated, with many humanitarian actors calling for greater clarity of the implications of these laws and for their legal protection to safeguard their ability to operate.” – WHS Middle East and North Africa, co-chairs’ summary



Governments should first and foremost ensure a safe and secure environment for humanitarian action. They should also have in place an appropriate legal and policy framework to facilitate humanitarian access [including] enabling principled humanitarian action in the context of counter-terrorism measures.”

European Commission,
Towards the World
Humanitarian Summit:
A global partnership for
principled and effective
humanitarian action

EMERGING PROPOSALS

Commitment needs to be secured for sufficient finance, so that the most vulnerable people are guaranteed an essential level of humanitarian assistance to preserve life and dignity of the most vulnerable people when crises strike, but also to build resilience in prolonged crisis situations. The consultation process has demonstrated that it is not just a question of asking for more money, with five key proposals emerging to tackle the growing finance gap:

First, there is a need to **bring together and leverage the diverse sources of funds** that can play a role in alleviating humanitarian stress, including domestic financing by governments, multilateral and bilateral contributions, remittances, insurance, the private sector and contributions from the general public. There is a need for greater transparency and real-time tracking of these funds, strengthened capacity to broker and coordinate these diverse sources. One area of interest is enhancing the link between Islamic social finance and humanitarian action through the development of innovative instruments.

Second, there is a need to **use the right combination of financing tools in each crisis**. Stretched international humanitarian finance needs to be deployed where it is most critically needed, and not as a substitute for where development or other sources of finance are more appropriate. Increased investment is required from affected governments and development and climate change partners and funds to reduce risk and scale up social protection and the expansion of basic services. More finance should go directly to first responders and other local organizations. Direct finance to affected governments should also be increased, whether in the form of budgetary support or risk financing. A shift to longer-term, predictable finance for protracted, conflict-related crises is required, as is a global package of predictable and sustainable finance for countries hosting refugees. There is also a need to ensure there is adequate contingent finance in place to meet peak demand, with triggers to generate predictable response.

Third, all actors need to **make the money go further** by: improving transparency on the cost of operations to generate a strong evidence base on value for money; a scale-up of practices demonstrating large efficiencies, such as cash transfers, early action and preparedness finance; and tackling corruption. Greater objectivity in defining need, transparency and value for money by operational agencies could be reciprocated through less earmarking, simplified reporting and a shift to multi-year financing by donors.

Fourth, there is a need to **remove obstacles to the flow of finance**, ensuring the quick and efficient flow of remittances immediately after a shock. This shift requires the rapid resumption of banking and communications, and reducing transaction costs immediately after a crisis. There is also need to safeguard remittances and humanitarian funding from the negative implications of counter-terrorism policies.

Finally, to support all of the above, an **independent capacity**, made up of leading finance, economic and actuarial expertise, should be developed to track and analyze finance flows, assess cost-effectiveness and efficiency of different response options in different contexts, and advise on options for filling resourcing gaps and on the changing requirements for contingent finance. This capacity could be at the regional and global level, the latter reporting to the Emergency Relief Coordinator.

CONCLUSION

A VISION FOR CHANGE

The World Humanitarian Summit consultation process set out to listen and learn from all stakeholders who wish to build a world whose fundamental humanity is restored. The broad and inclusive consultations have already built trust and transparency among different stakeholders who rarely sit side-by-side to share problems and identify solutions. It has provided a long overdue opportunity for women, men, girls, and boys who have lived through crises to speak directly about their experiences, needs, and abilities and to issue a strong call to improve humanitarian action.

Around the world, people echoed the United Nations Secretary-General's urgent call for action and transformative change. They made clear that the status quo cannot continue. Affected women and men, humanitarian actors and partners alike want to transform the way the world prevents, prepares for, and responds to humanitarian crises.

This change must go beyond the technical and functional dimensions of humanitarian action. What is needed is a renewed affirmation of a global commitment to humanity. This commitment stems from the Charter of the United Nations, which commits to save future generations from the scourge of war, and reaffirms faith in fundamental human rights, in the dignity and worth of the human person, and in the equal rights of men and women.⁵⁶⁸

The same commitment is echoed in the new Sustainable Development Goals, through which Member States have pledged to leave no-one behind and to work together to achieve a “a world free of poverty, hunger, disease and want, where all life can thrive”, “a world free of fear and violence”, and “a just, equitable, tolerant, open and socially inclusive world in which the needs of the most vulnerable are met”.⁵⁶⁹ These ideas resonate across every culture, faith and society, and are the responsibility of all to deliver. They underpin the four fundamental principles of humanitarian action: humanity, impartiality, neutrality and independence.

The ideas advanced by the consultations process for the World Humanitarian Summit are for a world where “every woman, man and child can receive assistance and protection from the impacts of disaster, conflict, displacement, hunger or disease”.⁵⁷⁰ A world where people affected by crises drive their own recovery, where women and girls are empowered, where young people are recognized as partners, and where people of all ages participate in decision-making; a world where humanitarian action puts people and principles at its heart; a world where the global community stands in solidarity with people in crisis and acts in their interests; a world where no person dies who can be saved, goes hungry, is victimized by conflict or left behind or in despair because we lacked the political will or the financial resources to support them. A safer and more humane world for all.

COLLECTIVE ACTION TO MEET THE HUMANITARIAN NEEDS OF THE FUTURE

All governments, and groups, individuals and organizations involved in humanitarian action are asked to work towards the major changes required; develop new partnerships and new ways of working; step beyond the confines of their positions and practices; and rally around the urgent need to restore a sense of a collective responsibility to uphold humanity and dignity for all.

To underpin this effort, in April 2015 the UN Secretary-General set out four core areas of action for tackling the humanitarian challenges of the futures: protecting people in conflict and ensuring robust action when there are violations of international humanitarian and human rights law; finding new ways for the humanitarian community to work with development and other actors, so that people become more resilient to shocks; enhancing operational effectiveness; and closing the gap between growing humanitarian need and the resources available to meet them. These core areas match the dominant issues emerging from the consultation process. However, one further issue should be added: the repeated call to put people affected by crisis at the centre of humanitarian action, and empower them to cope and recover with dignity.

The five resulting major action areas each present an ambition for the future of humanitarian action:

1. **Dignity:** Empower people to cope and recover with dignity through humanitarian action that puts people at its heart, delivers equally for women and girls, reaches everyone, invests in youth and children, and protects and enables people as the primary agents of their own response.
2. **Safety:** Keep people safe from harm by putting protection at the centre of humanitarian action, increasing political action to prevent and end conflict, preventing and putting an end to violations of international humanitarian law and ensuring humanitarian action is not politicized.
3. **Resilience:** Build hope and solutions for people in new or prolonged crises, through collective action by humanitarian, development and other partners builds people's resilience to crises, by investing in preparedness, managing risk, reducing vulnerability, finding durable solutions for protracted displacement, and adapting to new threats.
4. **Partnerships:** Build diverse and inclusive partnerships that reaffirm the core humanitarian principles, support effective and people-driven humanitarian action, enable first responders to take a leadership role, and leverage the power of innovation.
5. **Finance:** Ensure sufficient and more efficient use of resources to preserve life, dignity and resilience in crises, through new and diverse funding sources and expanded support to local organizations.

Taken together, the proposals underpinning these five action areas could have the power to set in motion changes that are required to create the necessary action and safety net to protect the millions of people whose lives are caught up in crisis. Such change, if agreed, would not happen overnight. It requires the renewal of a shared vision on global solidarity with people affected by humanitarian crisis. The consultations strongly signalled their hopes that the World Humanitarian Summit will do this by bringing key stakeholders together to catalyze a whole of society⁵⁷¹ commitment to a new way of working; a rallying call for lasting social and political action to support the most vulnerable people in the world.

TOWARDS ISTANBUL

The emerging action areas and the key proposals for driving them forward will be discussed and further shaped at the Global Consultation in Geneva on 14-16 October 2015. This will be a pivotal moment for governments and representatives of affected communities, civil society organisations, multilateral organizations and other partners, including the private sector to call for the critical changes that the

Summit gives us all the chance to deliver and to initiate actions to ensure these aspirations are carried forward to Istanbul and beyond.

In early 2016, the UN Secretary-General will issue his report to the World Humanitarian Summit. His report will draw on the extensive consultation process, including the Global Consultation, as well as outcomes from the other major global reviews and global framework processes in 2015. The report will convey his vision for the Summit and beyond. The World Humanitarian Summit will be a point of departure to initiate these changes: the follow-up of the commitments made in Istanbul will be as critical as setting them.

At the Summit itself, Heads of State and Government and global leaders from regional organizations, civil society, the private sector, crisis-affected communities, multilateral organizations, academia and all other stakeholders will join the Secretary-General in setting in motion an agenda for change. It will signal a renewed, shared political and global will to reignite our ability to deliver the best of humanitarian action.

ENDNOTES

Eight regional consultations were organized in preparation for the World Humanitarian Summit between June 2014 and July 2015. The key documents for each consultation can be accessed from the following web addresses. Additional WHS reports, including the summary reports of the thematic meetings and specialized consultations, can be accessed from whsummit.org/whs_consultation_reports.

Europe and Others

Final report: whsummit.org/whs_eog/finalreport

Co-chairs' summary: whsummit.org/whs_eog/cochairssummary

Stakeholder analysis: whsummit.org/whs_eog/stakeholderconsultationreport

Online consultation report: whsummit.org/whs_eog/onlineconsultationreport

Eastern and Southern Africa

Final report: whsummit.org/whs_esa/finalreport

Co-chairs' summary: whsummit.org/whs_esa/cochairssummary

Stakeholder analysis: whsummit.org/whs_esa/stakeholderconsultationreport

Online consultation report: whsummit.org/whs_esa/onlineconsultationreport

Latin America and the Caribbean

Final report: whsummit.org/whs_lac/finalreport

Co-chairs' summary: whsummit.org/whs_lac/cochairssummary

Stakeholder analysis: whsummit.org/whs_lac/stakeholderconsultationreport

Online consultation report: whsummit.org/whs_lac/onlineconsultationreport

Middle East and North Africa

Final report: www.whsummit.org/whs_mena/finalreport

Co-chairs' summary: whsummit.org/whs_mena/cochairssummary

Stakeholder analysis: whsummit.org/whs_mena/stakeholderconsultationreport

Online consultation report: whsummit.org/whs_mena/onlineconsultationreport

North and South-East Asia

Final report: whsummit.org/whs_nsea/finalreport

Co-chairs' summary: whsummit.org/whs_nsea/cochairssummary

Stakeholder analysis: whsummit.org/whs_nsea/stakeholderconsultationreport

Online consultation report: whsummit.org/whs_nsea/onlineconsultationreport

Pacific

Final report: whsummit.org/whs_pacific/finalreport

Co-chairs' summary: whsummit.org/whs_pacific/cochairssummary

Stakeholder analysis: whsummit.org/whs_pacific/stakeholderconsultationreport

Online consultation report: whsummit.org/whs_pacific/onlineconsultationreport

South and Central Asia

Final report: whsummit.org/whs_sca/finalreport

Chair's summary: whsummit.org/whs_sca/chairssummary

Stakeholder analysis: whsummit.org/whs_sca/stakeholderconsultationreport

Online consultation report: whsummit.org/whs_sca/onlineconsultationreport

West and Central Africa

Final report: whsummit.org/whs_wca/finalreport

Co-chairs' summary: whsummit.org/whs_wca/cochairssummary

Stakeholder analysis: whsummit.org/whs_wca/stakeholderconsultationreport

Online consultation report: whsummit.org/whs_wca/onlineconsultationreport

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- 3 Development Initiatives, *Global Humanitarian Assistance Report 2015* (Bristol, Development Initiatives, 2015).
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