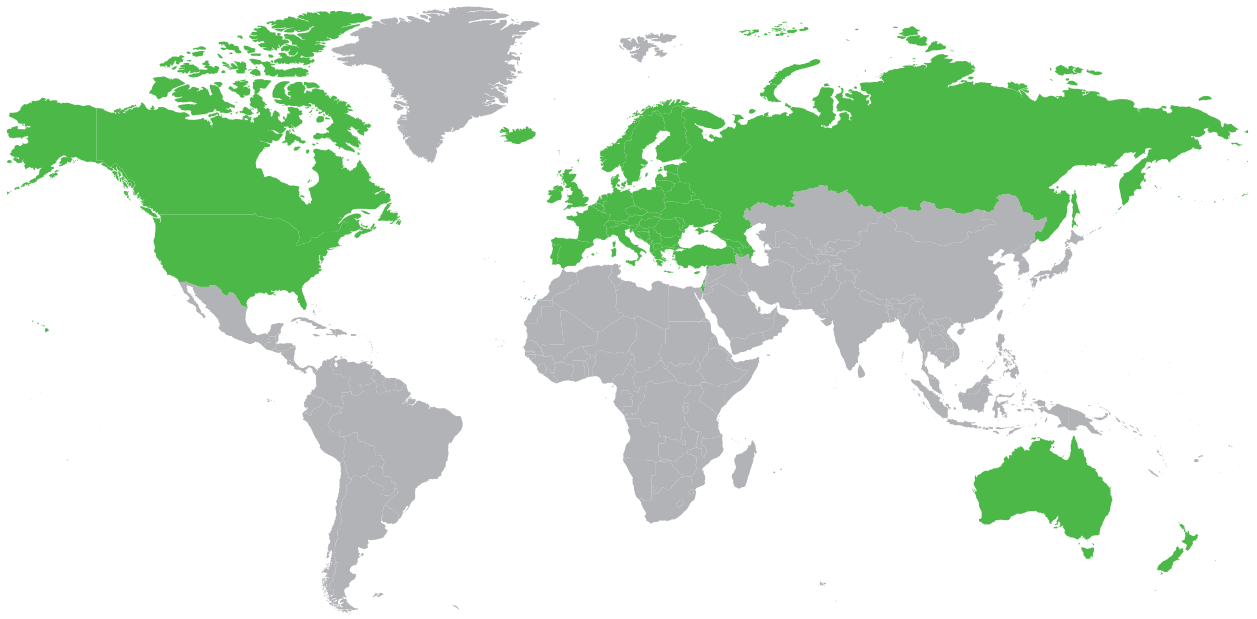


# STAKEHOLDER ANALYSIS

## Introduction

This paper is intended as a working document in preparation for the WHS EOG regional consultation. It aims to provide food for thought for participants and contribute to making the consultations as effective as possible.



**40 SOURCES** of input were considered for this report

Stakeholders in the following countries provided input to this report in the form of holding preparatory consultations or completing the online surveys:

- Canada
- Germany
- France
- Switzerland
- USA
- Belgium
- Italy
- UK
- Bosnia and Herzegovina
- Serbia
- Ukraine
- Georgia
- New Zealand
- Hungary
- Finland
- Luxembourg
- Poland
- Turkey
- Czech Republic
- Sweden
- Albania
- Australia
- Netherlands
- Portugal
- Slovakia
- Norway
- Greece
- Lithuania
- Ireland
- Kosovo

In the months before the Budapest meeting, different groups were approached to voice their experience, perspectives and recommendations on humanitarian issues in the region. Data for this report was gathered through four principal means: the WHS secretariat (“WHSS”) (i) accepted formal, written submissions prepared as position papers or reports from consultation events that different stakeholders convened for the EOG regional consultation; (ii) collected surveys completed by interested individuals and organizations;<sup>1</sup> (iii) hosted online discussion forums on the WHS website; and (iv) selected certain materials produced by stakeholders as part of exogenous processes.<sup>2</sup> Each narrative, survey and report was first reviewed in isolation. Then, with the assistance of Linklaters LLP, the WHSS compiled and integrated the findings into this report.

Most stakeholders’ narratives and data sets were guided by the four WHS themes:

- **Humanitarian effectiveness;**
- **Reducing vulnerability and managing risk;**
- **Transformation through innovation; and**
- **Serving the needs of people in conflict.**



Comments raised through the stakeholder consultation process that exceeded the scope of the key issues are reflected in this report under Other Issues.

## Methodological note

The methodology used for the analysis presented challenges, despite efforts to ensure data integrity. First, since data was collected from four different types of sources, their outcomes and results had to be condensed and aligned to allow for a sound representation in this report. Second, not all data collected could be included in this report. The analysis only considered findings that reoccurred across the wider dataset and also bore relevance to the EOG region.<sup>3</sup> Third, a certain degree of interpretation bias was inevitable in the data collection and analysis processes despite efforts to counterbalance individual bias. Finally, due to the nature of the non-probability sampling approach, the representation of stakeholders included in this report may not correspond to their actual size. This report aims to showcase the key issues and recommendations raised by various consulted stakeholders in the EOG regional process leading up to Budapest. The document shall serve as a valuable basis for discussion at the consultation meeting in Budapest, which will be a milestone in the region’s engagement with the World Humanitarian Summit aspiring to stimulate further discussion and action. The analysis refers to “stakeholders” in a general sense, not to imply unanimity of views on any one point. The preparatory stakeholder consultations yielded the following key perspectives.

<sup>1</sup> The WHSs together with its partners disseminated online surveys to individuals and organizations, including youth (15-24 years old), civil protection agencies, diaspora organizations, individuals from diaspora communities and people affected by disaster and conflict. The surveys contained questions on humanitarian action within and related to the EOG region.

<sup>2</sup> These papers represent a category of exogenous processes or products, i.e. not dedicated to, in response to, or inspired by the EOG regional consultation or the WHS, that present views relevant for this report.

<sup>3</sup> The documents that were reviewed for this report are either available on the WHS website or available upon request.

## 1. Humanitarian effectiveness:

### Putting people first to ensure an effective humanitarian response

#### 1.1 Placing affected people at the centre:

Stakeholders urged the humanitarian community to place the **empowerment of affected people** at the core of all stages of humanitarian response, from needs assessment and design to implementation to assessment and monitoring. This would better support affected communities. For example, some stakeholders found people in conflict situations often do not receive the psychosocial support they require given the trauma they have faced. Particularly, the emotional and psychological wounds of children need to be better addressed through mental health services. More participatory needs assessment would allow humanitarian actors to address this failure, and may also prevent social fragmentation.

“They addressed immediate needs, though I am unable to say that aid organization/governments did well supporting the people and community in the recovery phase. It feels like the long-term needs of the community were ignored.”

“I became one of the aid workers for my local community 3-4 months after the disaster. My physical needs were met in the earlier phase, but my emotional needs weren’t. I didn’t know where to go.”

Survey respondents, People affected by disaster and conflict.

Stakeholders stressed that projects should be demand-driven, co-designed by communities and carried out in coordination with local actors, emphasizing **inclusivity and transparency**. Academics called for humanitarian actors to engage in more conscientious decision-making in order to avoid the cycle of aid dependency and the perpetuation of existing poverty and socio-structural inequalities. To that end, stakeholders also stressed that humanitarian assistance should be tailored to the individual as much as possible. Stakeholders called for a framework for assistance that can provide individuals with clear options that support personal agency, such as cash transfers. The online discussion also highlighted the need for an increased focus on the **economic empowerment**—by humanitarian actors—of people living in poverty in order to decrease their reliance on ongoing external support.

On assessing the impact of humanitarian action, one NGO position paper called on humanitarian actors to **measure success** by lives saved. Academics concurred, asserting that success should be accorded when those affected think that success has been achieved. Reduced suffering and accelerated recovery are also valid yardsticks but harder to measure. Stakeholders also noted that humanitarian actors do not systematically capture and institutionalize how, when and where to replicate successes, regardless of how it is measured.

A significant number of stakeholders also raised issues pertaining to **accountability**. They suggested that accountability to affected people would counter the current trend of accountability to donors, which has created less tolerance for risk and failed to impose downward accountability to the people themselves. Humanitarian action requires all-of-society engagement and empowerment, and inclusive, accessible and non-discriminatory participation. Stakeholders also asserted that the role of humanitarian organizations should diminish over time, allowing for **more direct engagement between**

**beneficiaries and donors**, with donors investing directly in innovations developed by affected people and local communities. Academics called for a straightforward, quick political and legal system to be created, by which those affected can hold non-state response agencies accountable. In particular, this requires focusing on corruption, an issue highlighted by several survey respondents and participants in the online consultation. **Addressing corruption** should be a key priority of the humanitarian agenda.

## 1.2 Focus on most vulnerable and gender-sensitive programming:

Stakeholders emphasized that special focus must be placed on the most vulnerable affected people. They stressed that crises impact men, women, children and the elderly differently. A national network of NGOs stressed that **analysing disaggregated data**, incorporating gender, sex, age and disability markers, is crucial to transparent and risk-informed decision-making. Especially, the continued exclusion of people with disabilities from humanitarian, disaster risk reduction and climate change programmes was considered a priority issue that needs to be addressed to counter the lack of evident disability-inclusive humanitarian practice. Stakeholders also cited the need for humanitarian response models to **address the needs of vulnerable populations** arising from changing global demographics, such as urban populations, aging populations and youth “bubbles.” Additionally, some stakeholders underscored that vulnerable groups must be specially protected from experimentation with new processes that occurs at their expense.

“Self-regulation is no longer enough. Affected people have a right to know that agencies reach certain standards through some scheme to certify the agencies that do. There should also be a firmer ambition to support local organizations and involve affected communities than the ‘let’s try’ tone of some existing initiatives. And humanitarian programmes should be better designed to listen to the different needs and vulnerabilities of women and girls, and men and boys.”

Source: International NGO, 2012.

Stakeholders asserted that the needs of women and girls must be taken into special account in humanitarian responses. One international NGO stressed in their position paper that frontline humanitarian staff are often not trained or equipped to address the specific needs of women and girls in conflicts or natural disasters. Stakeholders called for gender to be placed at the heart of wider reforms to the humanitarian system and for gender-based violence to be addressed in every humanitarian response. NGOs also called for funding to be made gender-sensitive. Other stakeholders echoed this call, urging humanitarian actors to **address funding and implementation gaps in the roll-out of gender-sensitive programmes**, such as the Minimum Initial Service Package on Reproductive Health in Crisis Situations. Stakeholders, including survey respondents, also called on WHS to factor gender into its deliberations on aid effectiveness, vulnerability and innovation.

In the online discussion it was also pointed out that while it is known that emergencies increase women’s existing vulnerabilities, little acknowledgment exists for the **potential of women in emergency responses**—looking particularly at leadership, decision-making, and feedback.

“Whilst women are often the first responders, they are often the last to participate in decision-making. Therefore it’s important we recognize that women are not helpless victims and have an important leadership role in preparedness, response and recovery.”

Participant in the online consultation

## 2. Reducing vulnerability and managing risk:

### Supporting response at the local level & building resilience to protracted disasters

#### 2.1 Recognizing local capacities and actors:

Nearly every stakeholder stressed the importance of **supporting responses at national, sub-national and local levels**. They noted that local partners, including individuals, are both first responders and a bridge between international response agencies and the local populations. They work with vulnerable people before, during and after crises. Local partners have the most in-depth knowledge of a context; thus, empowering local communities and actors is crucial to providing adequate humanitarian assistance.

Participants in the online consultation emphasized that the reform of centralised and risk-averse programming and funding requirements is necessary to address the main inhibitors preventing the humanitarian system from working with local capacities. They stressed that the focus of humanitarian responses must be shifted from horizontal partnerships to vertical partnerships (incorporating the regional, national and local levels), with South-South and triangular cooperation also encouraged. Thus, a **bottom-up approach** should be employed, allowing the humanitarian community to work alongside the priorities, capacities and needs of local civil society and local governments. Stakeholders also called for the elimination of the “us and them mentality” in favour of an approach that would allow local actors to take stronger lead roles. One international NGO report stressed that partnerships designed as political alliances based on shared values and common goals would allow parties to work together to build appropriate responses to the local context. Moreover, context-sensitive staffing would mitigate potential negative effects of humanitarian programmes.

In order to counterbalance the mistrust of Western-dominated humanitarian action, one participant in the online discussions proposed to **encourage peer-to-peer knowledge exchange** between city actors (e.g. city mayors, emergency and resilience managers) from all global regions. This would not only be a way to learn global best practices, but also a possible way in which the dynamics of mistrust and misgiving regarding a predominantly Western-dominated humanitarian system could be reversed. Further, participants suggested establishing a dialogue between **traditional and emerging donors** for better coordination and security of finance.

#### 2.2 Building resilience:

Stakeholders agreed that humanitarian actors must engage in long-term innovative and strategic approaches to funding and resilience-building at the local level, and avoid separate, self-contained approaches to disaster relief and development. They also noted national civil protection agencies can play a large role as first-responders. **Multi-annual finance mechanisms** should be developed to foresee budget needs and increase preparedness resilience. Additionally, **risk reduction should be mainstreamed** into all aspects of humanitarian as well as development responses. Disaster management targets should be integrated into global agreements and development processes, such as the post-2015 disaster risk reduction (“DRR”) processes and DRR agreements now being negotiated.

Stakeholders found the humanitarian community lacked understanding of which capacities help or hinder vulnerable people. Academics called for humanitarian actors to develop a **robust understanding and awareness of the context**, particularly latent vulnerabilities, local mitigation strategies and local capacity, to address this lack of understanding.

As part of the humanitarian mandate, and also considering that funds are limited, it is crucial to identify the most efficient and effective ways to promote resilience. One of them is the central role humanitarian actors have had over the past few years as regards early warning, linked in particular to extended operational capabilities in the field. There is already concrete experience gained in **public-private partnerships**, for instance supporting food security schemes through various programmes. In addition, there is room for humanitarian donors to address resilience by increasingly using innovative tools and approaches.

Though 2012 figures suggested that private sector financial contributions comprised only 1.1% of worldwide humanitarian funding, the private sector's role in humanitarian action is growing and the leveraging of private sector resources and capabilities has immense potential benefits. Despite this, practitioners noted that the private sector generally does not appreciate the wealth of local understanding of humanitarian actors, which can strengthen markets, economies and resilience. To maximize potential contributions by the private sector, the private sector and aid agencies should **provide basic and easily accessible materials to one another**, in order to learn about one another's structures, processes, terminologies, and capacities.

“With significant logistical abilities, massive resources invested in R&D and highly capable personnel, many within the aid community hope that businesses can do for humanitarian aid what Amazon did for the world of retail or what Microsoft and Apple did for personal computing.”

**Source:** Research report, 2014.

### 2.3 Developing capacities at the local level:

Stakeholders recommended that humanitarian actors build and strengthen local expertise and capacities. In their report, one NGO called on donors to invest directly in innovations developed by affected people and local communities. Others called on humanitarian actors to focus on **developing equitable relations with existing local capacities and structures**, and to engage them in new structures. Moreover, stakeholders stressed that local actors should be given leadership roles in low-to medium-scale crises, in which minimal international support is required. Many NGOs stressed that local actors should work on an equal footing and in long-term partnerships with international NGOs, but also that initiatives should originate from local civil society. A **mapping of relevant actors**—NGOs, local governments, CSOs, etc.—should be done to achieve complementarity and improve coordination.

In terms of actions to improve local NGO participation in the humanitarian space, an international NGO suggested that minimum grant sizes be re-evaluated and donor documents be translated into appropriate working languages to enable local NGOs to participate effectively. Other stakeholders urged that **pooled funds be made more available to local NGOs** and that transparency in awards of funds be made a priority.

“Country-level pooled humanitarian funds in particular provide donors with a mechanism through which they can direct funds to specific crises where they may have no physical presence themselves.... While pooled humanitarian funds represent an important step towards a more level-playing field for national actors in accessing international humanitarian funding, a number of practical administrative barriers remain which prevent optimal access to funds for national actors.”

**Source:** Faith-based organization, 2013.

## 2.4 Bridging the humanitarian/development divide:

Stakeholders from the online consultations, NGOs and donors stressed that the international system must be adapted to ensure proper linkages between humanitarian and development responses, requiring a fundamental shift to **make both agendas more complementary**. They emphasized that building resilience, reducing vulnerability and managing risk are issues that need to be jointly addressed by the humanitarian, development and climate change communities. This would ensure that at national level the humanitarian system links strongly from the onset of a crisis with the development coordination system. Government leadership in both phases is welcome to ensure ownership in the longer term while assuming responsibilities vis-à-vis own populations and the implementation of the resilience agenda. **Harmonizing humanitarian and development financing** was repeatedly highlighted as an area for improvement to avoid jeopardizing humanitarian gains and longer-term recovery, and to cement durable solutions.

Tied to these comments was the debate over of the humanitarian/development divide in the online discussions. Some stakeholders found the separation between the two to be meaningless, asserting increased capacity and resilience can only be achieved by **addressing the underlying causes of vulnerability**, such as population growth, poor governance and social inequality. Still others embraced a more conservative approach to defining “humanitarianism,” insisting that humanitarian assistance encompasses only life-saving actions related to classic disasters and emergencies. Given the diverse range of interpretations, stakeholders called for the humanitarian and development communities to work towards an accepted definition of “humanitarian” and an increased focus and specialization of actors to increase impact.

### 3. Transformation through innovation:

#### Innovation & adaptability to the new generation of crises

##### 3.1 New factors aggravating vulnerability and risk:

Stakeholders identified primary factors aggravating and intensifying the new generation of crises: **climate change and unplanned urbanization**. One international NGO report found that unplanned urbanization has exacerbated the vulnerability of urban communities to natural disasters, such as flooding and earthquakes. Many stakeholders stated that climate change has increased the frequency and intensity of natural disasters, leaving communities vulnerable to heightened risks of storms and the disruption of food production. Additional factors affecting vulnerability highlighted by individual stakeholders included terrorism, cyber terrorism and migration.

Risks and stresses stemming from climate change have grown. From 1990 to 2015, there was a 50% rise in climate-related events, and it is projected that the resulting disasters will affect at least 375 million people globally.

**Source:** Think-piece on the future of humanitarian action, 2014.

Increasing the effectiveness of the global architecture for aid delivery is also an important factor in responding to new humanitarian challenges. The trend of humanitarian needs outgrowing the available resources necessitates gathering sounder information and making thorough analysis of the situation to ensure that those most in need are prioritised; **exploring the most cost-efficient ways of delivery**, and ensuring that the impact of response is measured. Accountability both to affected populations and those who provide funds is also key.

The impact of urbanization was highlighted numerous times in the online consultation. Participants particularly discussed the overlap of growing urbanization and aging populations and the humanitarian implications of these two trends—discussing the **vulnerability of aging populations in urban environments**, especially when disasters strike.

“More than half of the world’s refugees now seek shelter in urban areas [...] They face distinct challenges, yet humanitarian assistance continues to prioritise its focus on camp settings, utilising responses designed for camp and non-urban areas. We now know that an effective humanitarian response in an urban context demands a radically different approach from that of the traditional humanitarian response.”

Participant in the online consultation

##### 3.2 The role of technology in humanitarian response:

Stakeholders recognized the positive role technology can play in humanitarian response. One NGO report highlighted particular information communication technologies (“ICTs”), such as mobile connectivity, data analytics and field support tools that may increase the effectiveness and efficiency of humanitarian responses. Participants in the youth surveys highlighted the role of social media and



other networking technologies in raising awareness and delivering assistance. Other examples of useful technologies include unmanned aerial vehicles (“UAVs”), which can be used to monitor the need for specific goods or services. Non-ICTs, such as solar power and advance water filter tools, may also benefit vulnerable populations during and after crises.

While stakeholders recognized the **increasing importance of technology** in supporting humanitarian relief, they also raised concerns about the proper use of technology and information gathered with it. Stakeholders asserted that technology should be sustainable and open-source but also identified the **protection of personal data of beneficiaries** of humanitarian assistance as vital. Stakeholders also recognized that State governments are among most important actors in data and information management, analysis and protection.

### 3.3 Financing, encouraging and shaping innovation:

Recognizing that local actors have the most in-depth knowledge of a community’s needs during and after crises, local actors must be integrated into humanitarian response efforts in order to best address the new generation of crises. Thus, stakeholders recommended that donors should invest directly in **innovations developed by affected people** and communities. Moreover, the humanitarian community should support innovation by local actors through sharing best practices and building local capacities. States can play a key role through **financial innovation** and **facilitating humanitarian partnership with academia and the private sector**. Participants in the online consultation stressed that improving knowledge management, communication and coordination is key to generating evidence-based humanitarian responses. Communication should occur across sectors and messages should be translated into language that can be understood by all relevant actors, particularly by the private sector and affected populations.

Stakeholders also found that current financing models fail to encourage innovation. They recommended that financing and investment structures adopt a more flexible approach, **allowing for the testing, and potential failure, of innovations**. Moreover, in order to harness new innovation and technologies, funds must be appropriated to the technical skills and technological awareness training of humanitarian actors. Organizations need to review their internal structures and requirements to reduce barriers to new ideas, solutions and collaborations.

Finally, stakeholders acknowledged the need to **develop new coordination models**, given the presence of new actors in humanitarian action, including militaries, private sector entities, entrepreneurs and local actors. For example, the private sector may best contribute to humanitarian action through innovations and new technologies. Thus, humanitarian innovation should also be encouraged through the establishment of **joint research and development (“R&D”) hubs** between aid agencies, private businesses and other interested institutions.

## 4. Serving the needs of people in conflict

### 4.1 Upholding humanitarian principles and international law in conflict:

The majority of stakeholders advocated **adherence to humanitarian principles** in disaster and armed conflict situations. The principles of humanity, neutrality, impartiality and independence may be most critical in armed conflicts, given the sensitive nature of the relationship between governments and the humanitarian groups in such a context. One stakeholder asserted neutrality is of the greatest importance, in light of the fact that many vulnerable populations and belligerent actors do not view the humanitarian community as conflict-neutral and see it as embracing “Western-centred” views. In addition, other relevant guidelines, like the Core Humanitarian Standard and the Oslo Guidelines on the Use of Foreign Military and Civil Defense Assets in Disaster Relief, should also be upheld. Some stakeholders did however assert that consensus on humanitarian principles should act as a guide, not an institutional policy, in light of the rise in new donors who may not adhere to the generally accepted humanitarian principles.

In the Democratic Republic of the Congo, humanitarian organizations were unable to reach an internally displaced population needing food and medical attention. A humanitarian group gained access to the population by assuring their neutrality in the conflict and explaining the relevant armed group’s duty to grant it access to the population. Without the pledge of neutrality, aid would not have reached the population.

**Source:** Think-Piece on Humanitarian Action, 2012.

Stakeholders also advocated the observance and enforcement of international human rights law and international humanitarian law. The call for an **end to impunity** and the imposition of swift and severe consequences for actors violating international human rights law and international humanitarian law in humanitarian crises was also voiced by many stakeholders.

In a survey of the humanitarian aid community, when asked if the Core Humanitarian principles of humanity, independence, impartiality and neutrality are well understood and prioritized by practitioners and decision-makers, nearly 60% of respondents answer “No” while only 35% of respondents answered “Yes.”

**Source:** Contributions from a conference of humanitarian actors, 2014.

A number of stakeholders highlighted issues arising from the increased targeting of humanitarian workers by armed groups. “2013 set a new record for violence against civilian aid operations, with 251 separate attacks affecting 460 aid workers.”<sup>4</sup> Currently, the **security of humanitarian workers** is typically dealt with at the individual organization level, but stakeholders asserted the security of humanitarian workers, as part-and-parcel of the adherence to international human rights law and international humanitarian law, should be addressed at the global level.

<sup>4</sup> *Aid Worker Security Report 2014* in VOICE out loud paper.

## 4.2 Assessment of needs during and after conflict:

Stakeholders stressed the **importance of conflict analysis** to ensure the success of humanitarian action. In particular, it was recommended that conflict-sensitive instruments be used to assess, plan and monitor humanitarian response. It was noted, however, that there is a lack of expertise and capacity among humanitarian and development actors to generate and update context analyses. Some stakeholders advocated on-the-ground management and planning of response, as **remote management of humanitarian projects** impedes the comprehensive understanding of a community's needs and the appropriate projects necessary to meet the needs. Others called for more study of the remote-management model as currently employed in Syria.

“As a youth and one who mobilizes youth, I think youth need to be more engaged in the peace-building process. They fight the wars of the elders and are manipulated, which only continues to breed hate. Only youth can stop the cycle of violence, but they need to be heard by those in power and have position of power themselves.”

Survey respondent, Youth aged 15-24.

## 5. Other Issues

### 5.1 Risks and vulnerabilities facing the EOG region:

Stakeholders identified **immigration and displacement as a key challenge** for the EOG region, in particular the rising trend of maritime migration into the region and issues arising therefrom. Diaspora organizations predicted that climate change would result in increased migration to Europe, changing the composition of countries in the region. To address issues arising from migration, stakeholders asserted humanitarian actors should develop **partnerships with diaspora organizations**, recognizing that the diaspora communities have much to contribute in terms of expertise and capacity. Additionally, participants in the online consultation stressed that the responsibility for addressing immigration into the EOG region should be shared by all countries in the region.

“[Efforts to address the] diaspora [community] would [b]e more effective if western ‘experts’ didn’t try to hinder...participation and contribution.”

Survey respondent, Individual from a diaspora community.

Other risks and vulnerabilities facing the EOG region include the crisis in the Ukraine and the global financial crisis. The online discussion noted the lack of sustainable solutions to date for the crisis in Ukraine with some participants calling for efforts to effectively communicate humanitarian requirements to the parties to the conflict. Stakeholders expressed concerns that **financial instability may increase poverty, inequality and alienation** within the EOG region. Externally, financial problems may reduce international assistance.

“International borders present some of the greatest challenges to effective humanitarian action... Migration poses immediate challenges for our region, whether North America or Europe. Balancing domestic immigration and security laws and regulations with humanitarian need require effective communication between governments, civil society, and the migrants themselves”.

Participant in the online consultation

### 5.2. Education as an opportunity

Throughout the online discussion different participants highlighted the provision of education in emergencies as a critical need, including for stateless people, undocumented immigrants and refugees. Education was mentioned as one of the main issues to be addressed by 2024 as a factor that could assist in increasing economic development, fighting corruption and decreasing violence. It was recommended to embed **child-specific interventions of education and child protection in first-phase interventions**.

“We know that education programs addressing children’s holistic well-being can save and sustain lives, address the urgent and specific psychosocial needs of children and create stronger, healthier communities. In addition, we know that loss of education can have disastrous and lasting impacts on the lives of both individuals and society as a whole. Despite this, education is consistently underfunded in emergencies.”

Participant in the online consultation



UN Photo / Tobin Jones

Two Syrian girls peer from their tent in a refugee camp in Turkey.

# EOG AND THE GLOBAL PROCESS LEADING UP TO THE 2016 SUMMIT

## STAKEHOLDER CONSULTATION PROCESSES IN THE EOG REGION

