

STAYING THE COURSE

Delivering on the ambition
of the World Humanitarian Summit

AGENDA FOR HUMANITY ANNUAL SYNTHESIS REPORT 2018





AGENDA FOR HUMANITY

5 CORE RESPONSIBILITIES
24 TRANSFORMATIONS

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Cover photo: A woman attends a community meeting in Zamai IDP site, Mayo Tsanaga, in the Far North province of Cameroon. She fled with her children after her house was attacked by Boko Haram and her husband was killed. OCHA/Eve Sabbagh

CONTENTS

VISUAL SUMMARY	2
EXECUTIVE SUMMARY	4
ABOUT THIS REPORT	15
CHAPTER ONE: PREVENT AND END CONFLICT AND INVEST IN STABILITY	19
CHAPTER TWO: RESPECT THE RULES OF WAR	27
Addressing gender-based violence in emergencies and preventing sexual exploitation and abuse	35
CHAPTER THREE: LEAVE NO ONE BEHIND	39
3A: Address and reduce displacement	42
3D: Empower and protect women and girls 3B	47
3G: Include the most vulnerable	51
Other transformations under Core Responsibility 3	55
3B: Address migration	55
3C: Statelessness	55
3E: Ensure education for all in crises	56
3F: Empower young people	57
CHAPTER FOUR: WORKING AND FINANCING DIFFERENTLY TO END NEED	59
4A + 5A: Reinforce local systems and invest in local capacities	62
4B + 5B: Anticipate crises and invest according to risk	62
4C + 5D: Transcending humanitarian-development divides and shifting from funding to financing	74
5E: Diversify resources and increase efficiency	78
WORLD HUMANITARIAN SUMMIT INITIATIVES: UPDATE ON PROGRESS	82

EXECUTIVE SUMMARY

Key messages

1

At the World Humanitarian Summit, participants made thousands of commitments to deliver the Agenda for Humanity, launching an agenda for change.

2

As a result:

- Humanitarian and development partners are working in a more joined up way.
- Stakeholders are acting earlier to mitigate the impacts of crises.
- Resources are being directed to strengthen local and national capacities.
- Momentum is building for multi-year and flexible funding.

3

But progress has been uneven and mainly limited to what can be achieved within existing humanitarian systems. To decrease vulnerability, the focus must move beyond short-term solutions or outputs.

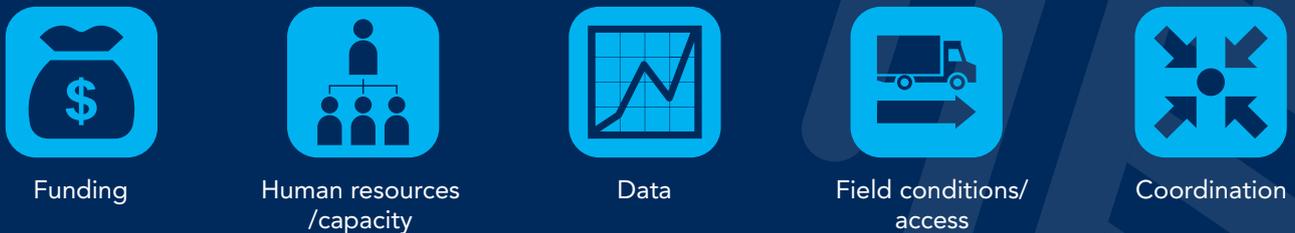
4

Diverse partners must now engage one another on how to measure change and assess collective progress for the future.

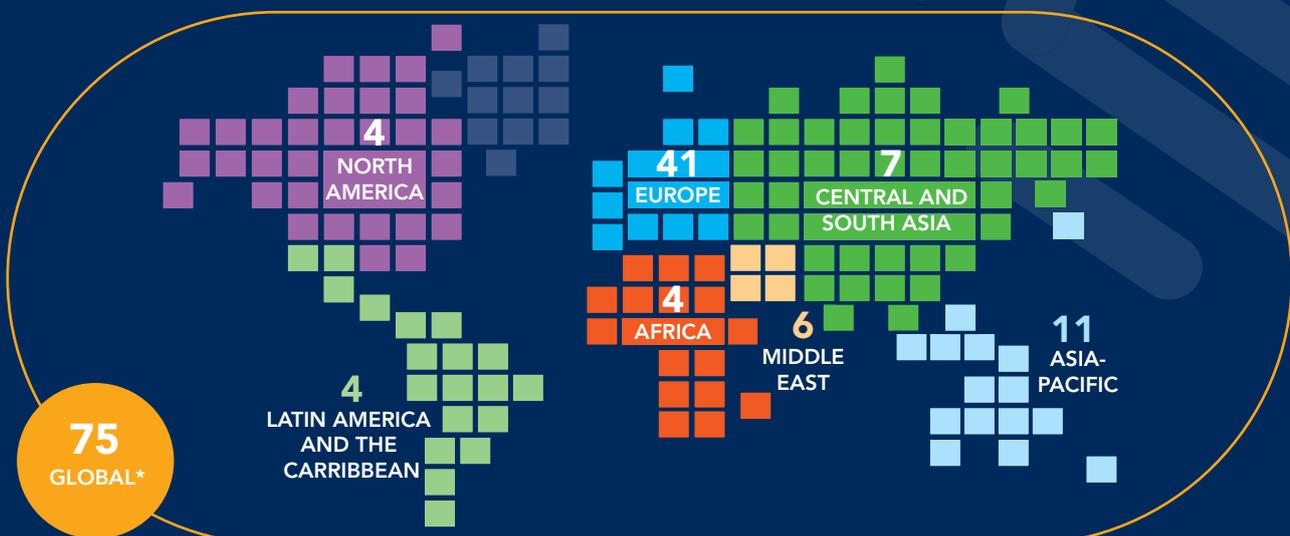
5

Collectively, we must stay the course to achieve systemic change and deliver real results for people affected by crises.

Top five challenges reported that impeded progress, 2017



Geographic distribution of stakeholders who reported in 2017



*Global denotes an organization with multiple headquarters or chapters.

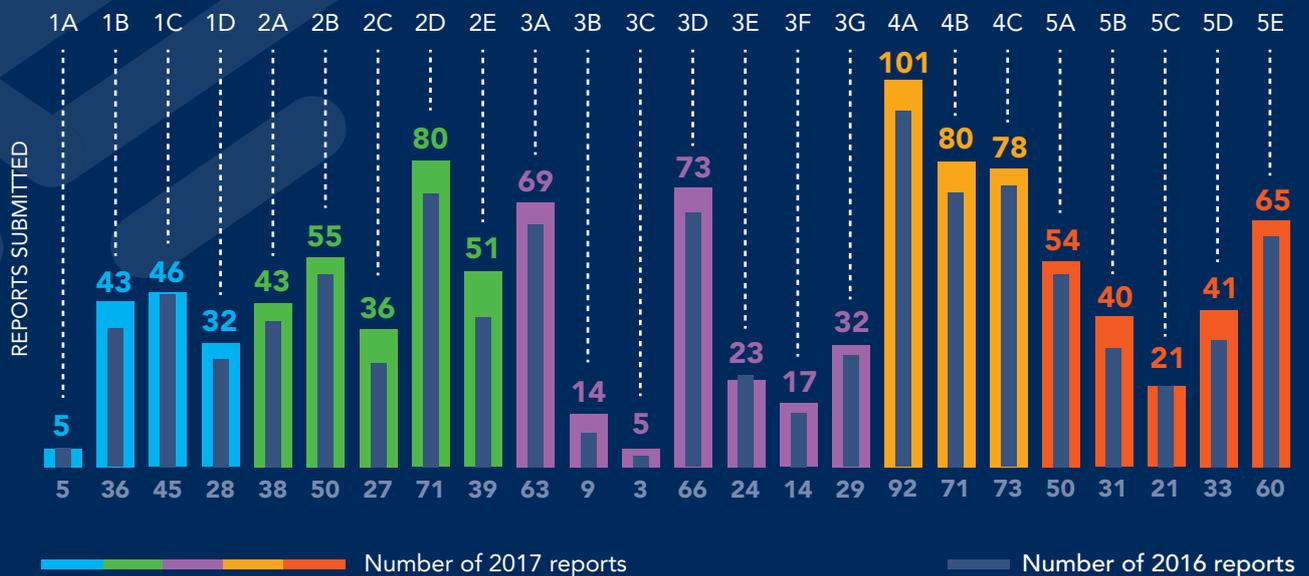
Stakeholders who reported through PACT, 2017



Tracking progress in reporting



Report levels by transformations in 2017 and 2016





STAYING THE COURSE

EXECUTIVE SUMMARY

“We cannot achieve the 2030 Agenda for Sustainable Development without redoubling our efforts to reach those left farthest behind: refugees, internally displaced people, women and girls, children and all people whose lives have been overturned by conflicts or disasters. [...] The call to action set out in the Agenda for Humanity remains as urgent as ever.”

UN Secretary-General António Guterres, Statement on the first anniversary of the World Humanitarian Summit, 23 May 2017

The World Humanitarian Summit was a landmark moment that launched a vital agenda for change. Participants made thousands of commitments to deliver the Agenda for Humanity, a five-part plan to alleviate suffering, reduce risk and lessen vulnerability on a global scale. As the implementation of commitments progresses, stakeholders must stay the course in their ambition to deliver results for the millions of people affected by crises.

In the second year since the World Humanitarian Summit, 152 stakeholders reported on their efforts to achieve the changes called for in the Agenda for Humanity, demonstrating wide support for the aspirations set out by its five Core Responsibilities. The achievements recorded by stakeholders on the online Platform for Action, Commitments and Transformation (PACT, available at agendaforhumanity.org) between January and December 2017 contribute to the broader work of the international community to bring people in crises closer to the promise of the Sustainable Development Goals (SDGs).

Although still in its early stages, the Agenda for Humanity is beginning to reshape global and local approaches to preventing, preparing for and responding to humanitarian crises, laying the foundations for greater changes to come. Humanitarian-development cooperation is being taken forward at the highest levels of the United Nations and reshaping Member States' aid strategies, while at country level, the New Way of Working is gaining operational momentum. Stakeholders are responding to early warning by funding and delivering early action to mitigate the impacts of crises. A group of committed Member States and international organizations have adopted legal and policy changes that are enabling new approaches, including direct funding of local actors and multi-year funding in support of collective outcomes. International humanitarian actors are directing resources towards strengthening local and national capacities to prepare for and respond to crises, while working to make international action more transparent, efficient and effective. The Grand Bargain and other multi-stakeholder



Serah, 7, is an IDP living in Rann, Borno State, Nigeria.

OCHA/Yasmina Guerda

initiatives launched at the Summit—such as the Charter for Change, the Charter for Inclusion of Persons with Disabilities in Humanitarian Action, Education Cannot Wait and the Connecting Business Initiative—have laid the groundwork for collective action in key areas.

In spite of these real achievements, progress remains uneven. Some of the Agenda for Humanity's 24 transformations have maintained momentum; some have seen progress slow as the impetus of the Summit fades, while others have yet to receive the attention they need. The lack of sustained and predictable financing for conflict prevention and peacebuilding remains a major impediment to more coherent programming across the humanitarian-development-peace nexus. The UN Secretary-General's new vision for sustaining peace and reinvigorating the UN's peacebuilding architecture should provide a much-needed catalyst and direction for guiding progress in the coming years. However, there is no such road map for curbing the devastating suffering of civilians in today's conflicts, as widespread violations of international humanitarian law (IHL) and international human rights law (IHRL) continue unabated, and concrete measures to increase accountability remain elusive. Progress in both of these areas will require a great leveraging of political will, leadership and advocacy that extend far beyond the humanitarian community.

Internal displacement remains relatively low on the global agenda, despite some positive developments in 2017. National and local humanitarian organizations remain under-represented in decision-making processes, in particular at the global level, and meaningful partnerships between international and local organizations need to be strengthened. Affected people still have little say in decisions that affect their lives, at both global and local levels, despite the efforts of a small group of committed stakeholders to



A Rohingya refugee helps build temporary shelters in preparation for the heavy monsoon rains. Cox's Bazaar, Bangladesh

OCHA/Vincent Tremeau

improve participation, transparency and accountability. Finally, little progress has been made to find new resources to meet growing humanitarian needs. Mobilizing the political will, partnerships and resources to address the shortfall remains perhaps the greatest challenge in the years to come.

For the first time, stakeholders reported on the specific challenges they face in implementing their commitments. The greatest obstacle overall was the scale and complexity of humanitarian need, which again reached record heights in 2017. In this context, stakeholders reported that funding and capacity gaps were the top two challenges they faced, reflecting their struggle to deliver assistance and protection with limited resources, often in very difficult conditions. The need for better data and analysis was the third most frequently cited challenge. The humanitarian sector's lack of capacity to gather, analyse and use data to inform decision-making was highlighted as a constraint across all transformations.

Stakeholders also faced challenges in implementing the change agenda itself. The work of operationalizing commitments, and of turning ambitious pledges and well-meaning policies into practical action on the ground, has brought to light the structural barriers, legal restrictions and capacity gaps that must be addressed. Solutions to these challenges are especially urgent in efforts to include diverse voices, provide multi-year and flexible financing, and fund national actors directly. The lack of time and resources invested in doing things differently, and the reluctance to adapt entrenched systems, processes and attitudes, mean that, for the most part, progress has been limited to what can be achieved within existing humanitarian structures. Changes that require rethinking the established way of doing things, including those that call for the inclusion of a more diverse set of actors in decision-making, have made less headway. Finally, in the absence of a clear framework for measuring progress and outcomes, stakeholders struggled to assess whether changes are having the desired impact for people affected by crises.

Achievements and challenges in 2017

The achievements reported by stakeholders in 2017 reflect a wide spectrum of individual and collective efforts to deliver on their commitments and bring about the changes called for in the Agenda for Humanity. The following section summarizes broad areas of collective progress against Core Responsibilities One, Two, Three and Four. Achievements under Core Responsibility Five are described under the core responsibilities they support. More detailed analysis of progress on the 24 transformations across all five core responsibilities can be found in the chapters that follow.

CORE RESPONSIBILITY ONE Prevent and End Conflict

Reporting against Core Responsibility One demonstrated the concerted efforts of a group of stakeholders to bolster the international community's capacity to prevent, respond to and build resilience to conflicts. In line with the UN Secretary-General's call to make prevention a priority, stakeholders reported on a number of political, strategic and practical actions to increase focus on conflict prevention, embed preventive approaches in humanitarian and development policy frameworks, and improve operational capacities to prevent conflicts, resolve crises and maintain peace. Reporting also demonstrated strong support for improving coherence and coordination across the humanitarian-development-peace nexus, and for developing approaches to respond to crises and promote stability that are consistent with efforts to implement the SDGs. Underpinning such approaches, stakeholders also took steps to improve conflict analyses and tools, and to engage women, youth and faith communities in building peaceful and resilient societies. However, stakeholders identified the lack of sustained and predictable financing for conflict prevention and resolution efforts as the primary obstacle to progress—despite the efforts of some Member States and other partners to direct funds towards these activities. Stakeholders also highlighted the critical need for improvements in data collection and analysis to support more coherent approaches and bolster national and international capacities to deliver conflict-sensitive programming.

Internally displaced women and girls gather around water taps as they fill containers at the Dalori camp in Maiduguri, Borno State, Nigeria,

UNICEF/Gilbertson VII Photo





CORE RESPONSIBILITY TWO Respect the Rules of War

In 2015 Abdul-Ghani Ali Ahmed Al-Awag witnessed the bombing of the building he is standing in front of. He has lost four family members since the beginning of the war. Aden, Yemen.

OCHA/Matteo Minasi

A committed group of Member States and civil society organizations reported on their efforts to enhance respect for the rules of war and improve the protection of civilians in armed conflicts. Stakeholders engaged primarily in advocacy to remind parties to conflict of their obligations under IHL and IHRL, including ensuring accountability for violations. A small number also reported practical measures to improve compliance, including collecting data on violations, researching best practices for minimizing civilian harm, strengthening national and organizational capacities to protect civilians, and training State armed forces and non-state armed groups on the applicable rules. Stakeholders continued to demonstrate a strong political commitment to protect women and girls from gender-based violence (GBV), putting their commitment into action by funding and implementing programmes to prevent or respond to GBV and raise awareness of women's rights. A number also reported stepping up efforts to prevent sexual exploitation and abuse.

However, stakeholders noted that widespread violations of IHL and IHRL, combined with a lack of accountability, remain major challenges. Insecurity and lack of access hinder efforts to protect, assist and provide medical care in armed conflicts. Difficult field conditions also pose a significant barrier to identifying and documenting violations of international law and ensuring accountability, as well as developing policy, designing programmes and evaluating progress on the protection of civilians. To make collective progress, there is a need for more practical action, such as adopting national policy frameworks on the protection of civilians, engaging with parties to enhance their respect for IHL and IHRL, and promoting compliance through advocacy and pursuing accountability for violations.

CORE RESPONSIBILITY THREE

Leave No One Behind

Important normative progress was made in 2017 to uphold the rights of and find solutions for the most vulnerable groups, including forcibly displaced people, migrants, stateless people, women and girls, children, youth, and persons with disabilities. Following the 2016 adoption of the New York Declaration for Refugees and Migrants, stakeholders contributed to the development of the global compacts for refugees and on migration supported the roll-out of the Comprehensive Refugee Response Framework. Reporting in 2017 showed increased political mobilization, advocacy and research around internal displacement, although this issue remained low on the global agenda. Stakeholders also continued to improve cooperation and financing for more joined up responses to meet both the short- and longer-term needs of displaced people.

Furthermore, 2017 reporting demonstrated that work begun in 2016 to entrench principles of gender equality and inclusion in humanitarian action has begun to deliver results. New policies, guidance and tools on gender equality were adopted at the policy level, and stakeholders funded and delivered programmes to empower women, provide essential services for women and girls, and increase women's participation in humanitarian decision-making. Stakeholders put into practice their commitments to make humanitarian action more inclusive, reporting actions to fund and deliver disability-sensitive programming and build their institutional capacities to address the needs of persons with disabilities.

Despite these achievements, reporting revealed **that** the most vulnerable are still being left behind. Political leadership to provide durable solutions and address root causes is desperately needed, as the high levels of displacement and humanitarian need generated by protracted crises outstrip the resources available to meet them. The need for better data and analysis to inform decision-making and measure impact, in particular **sex-** and age-disaggregated data, emerged as the foremost challenge across Core Responsibility Three. Human resource, funding and capacity constraints also held stakeholders back from implementing more vulnerability-informed programming.

Stakeholders also highlighted that the humanitarian sector's commitment and capacity to work towards gender equality and empower women and girls remains woefully inadequate. They further identified a persistent lack of leadership and expertise to ensure that humanitarian actors work in ways that empower, include and meet the needs of disabled people, young people and other marginalized groups. The international community must invest in closing these gaps if it is to help accelerate the 2030 Agenda by reaching the furthest behind first.

CORE RESPONSIBILITY FOUR AND FIVE

Work Differently to End Need and Invest in Humanity

Core Responsibilities Four and Five of the Agenda for Humanity called for profound changes in the way stakeholders work together to deliver programming and financing that not only meet immediate needs, but also reduce vulnerability, build resilience and, ultimately, diminish humanitarian needs in the longer term. Two years on, the aspirations set out by these two core responsibilities have become synonymous with the change agenda launched at the World Humanitarian Summit; efforts to operationalize these changes have resulted in substantial reflection, discussion and debate.

The call from the World Humanitarian Summit to strengthen national systems, build local capacities and empower local actors was a cross-cutting theme of reporting across all 24 transformations. International stakeholders remained firmly committed to this change, with important achievements in 2017. Several donor States amended legislation and policy that, for the first time, enabled them to directly fund local non-governmental organizations, and many increased their allocation to country-based and other pooled funding mechanisms. Stakeholders continued to direct resources towards strengthening local and national capacities, and also made efforts to support the participation and representation of local organizations in humanitarian coordination. Nonetheless, commitments to include a more diverse set of actors in humanitarian decision-making have not been realized in a systematic way. Major structural, legal and institutional barriers prevent local actors from directly accessing international humanitarian finance; and humanitarian funding channelled through country-based pooled funds, an important instrument for supporting local action, remains well below the target of 15 per cent.

Stakeholders also made important strategic and operational shifts to better anticipate crises, including by directing more financing towards preparedness, disaster risk reduction and building resilience. In 2017, stakeholders successfully used early warning to launch early action, playing a key part in mitigating the impacts of food insecurity and extreme weather conditions in a number of crises. Stakeholders reported boosting regional and national preparedness capacities, increasing urban resilience and improving data collection and analysis to support risk-informed decision-making. However, anticipatory action remains relatively under-prioritized and under-resourced; stakeholders highlighted that this impeded progress in critical areas, including in data collection and analysis. Significant political and practical efforts are needed to scale up existing initiatives and realize the vision for a more anticipatory approach to humanitarian crises; this will require the engagement of a broad cross-section of partners from Government, the private sector and civil society.

Answering the call of the Agenda for Humanity and following the lead of the UN Secretary-General, stakeholders made important progress in improving cooperation between humanitarian and development actors to reduce risk and vulnerability and build resilience in protracted crises. Institutional reforms to enhance humanitarian-development cooperation were taken forward by Member States and by the UN, including through the creation of the Joint Steering Committee to advance Humanitarian and Development Collaboration. Country-specific strategies to operationalize the New Way of Working and support the articulation of collective outcomes were developed in several countries. A core group of Member States are facilitating this operational progress by providing joined up, multi-year, flexible funding. Despite high-level political support and promising achievements in some countries, operationalizing humanitarian-development cooperation and providing the right mix of funding and financing to reduce humanitarian need is still in its early stages. Building on lessons learned and supporting the articulation of collective outcomes in different contexts will require joint analytical frameworks, multi-year stakeholder support and strong leadership.

Finally, stakeholders reported on a number of ongoing initiatives to create cost efficiencies, including piloting harmonized and simplified reporting templates, reducing management costs, and increasing cash-based assistance. Humanitarian actors have made considerable collective progress in publishing data to the International Aid Transparency Initiative (IATI) and a number of individual stakeholders have supported efforts to improve data and analysis of humanitarian funding flows. While these efforts are important, even the most radical efficiency gains cannot make up for the huge shortfall between humanitarian needs and the resources available. Mobilizing the political will, partnerships and funds to close the gap remains perhaps the greatest challenge in the years to come.

People navigate a flooded street in Havana, Cuba after Hurricane Irma.

EFE/Rolando Pujol



Achieving the transformation

The changes called for in the Agenda for Humanity are far-reaching, challenging and often confronting. A focus on short-term solutions or outputs will not yield the systemic change needed to decrease vulnerabilities. The fact that so many stakeholders remain engaged and committed to delivering these changes is a testament to how necessary and relevant they are for the millions of people caught up in crises around the world. With the implementation of commitments now in the third year since the World Humanitarian Summit, stakeholders must stay the course and sustain their ambition to reshape the way they work to prepare for, respond to and rebuild following humanitarian crises. The international community must not lose sight of the common ambition and shared responsibility to alleviate suffering, reduce risk and lessen vulnerability. Only sustained collective action can bring the millions of people trapped in humanitarian crises or at risk closer to the promise of the 2030 Agenda for Sustainable Development.

Each of the report's chapters recommend actions to consolidate gains and take forward the Agenda for Humanity and the outcomes of the World Humanitarian Summit. At a broader level, stakeholders must engage with one another to:

Every year is more difficult,' says Maurice Dom Dom. He tries to provide for his whole family from this small piece of land in Paoua, Central African Republic. Due to funding cuts, Maurice will no longer receive humanitarian support this year.

OCHA/Eve Sabbagh



Violence in and around Wau, South Sudan, has resulted in the repeated displacement of about 80,000 people since early 2016.

OCHA/Guiomar Pau Sole



- **Sustain the momentum for systemic change:** The Agenda for Humanity calls for a fundamental reshaping of how stakeholders work together before, during and after humanitarian crises. As the change process progresses, the humanitarian community must not lose sight of larger ambitions or shy away from confronting structural barriers that limit the ability to deliver better outcomes for people affected by crises. Stakeholders will need to remain involved and work together to overcome obstacles, maintain ambition and tackle difficult questions. Bold leadership, ongoing advocacy and engagement at all levels of humanitarian action will be required to push the implementation of commitments beyond the incremental level to realize real systemic change.
- **Develop solutions for different contexts:** Stakeholders must embrace the different realities of humanitarian action in various contexts. Recognizing that there is no 'one-size-fits-all' approach, the transformations called for in the Agenda for Humanity must be adapted to different contexts and operational realities, while remaining true to a broader vision for change. Stakeholders should also continue to share lessons learned and best practices from these experiences.
- **Engage a diverse range of stakeholders:** As the implementation of commitments progresses, stakeholders must be wary of losing the diverse voices that enriched the World Humanitarian Summit process. Efforts to define, implement and assess change must include the voices of national and local actors, civil society, women- and youth-led organizations, and other stakeholders. Greater collaboration with academics, research institutions and the private sector can help build evidence for what works, while bringing diverse skills and technologies to bear on humanitarian challenges.
- **Strengthen the measurability of change:** In addition to recording achievements and challenges on PACT, stakeholders must engage one another on key questions for the future, including how to strengthen the measurability of change, determine the impact of achievements, and assess collective progress against the transformations called for by the Agenda for Humanity.





ABOUT THIS REPORT

A young Rohingya refugee woman in Cox's Bazaar, Bangladesh.

OCHA/Vincent Tremeau

In May 2016, the World Humanitarian Summit took place in Istanbul, Turkey. More than 9,000 participants from 180 countries rallied behind the Agenda for Humanity, a five-part plan to alleviate suffering, reduce risk and lessen vulnerability on a global scale. At the Summit, stakeholders made more than 3,500 commitments to action and launched more than a dozen new partnerships and initiatives to bring about the changes called for in the Agenda for Humanity. The online Platform for Action, Commitments and Transformation (PACT – www.agendaforhumanity.org) hosts these commitments, serving as a hub to track progress and change.

This report is a synthesis of achievements and challenges that 152 stakeholders reported as they reflected on their progress towards these commitments in 2017. The United Nations Office for the Coordination of Humanitarian Affairs prepared this document on behalf of all stakeholders with an interest in humanitarian action, as instructed by the Secretary-General in his Report on the Outcomes of the World Humanitarian Summit (A/71/353).

The Agenda for Humanity

The Agenda for Humanity is the result of a three-year consultation process, engaging more than 23,000 people in over 150 countries. The Agenda sets out five Core Responsibilities, the broad changes needed to alleviate suffering, reduce risk and lessen vulnerability. Underpinning each are strategic transformations that outline the actions needed to make it a reality. Together, the five Core Responsibilities and 24 transformations create an agenda for change to place humanity—people's safety, dignity and the right to thrive—at the heart of global decision-making.

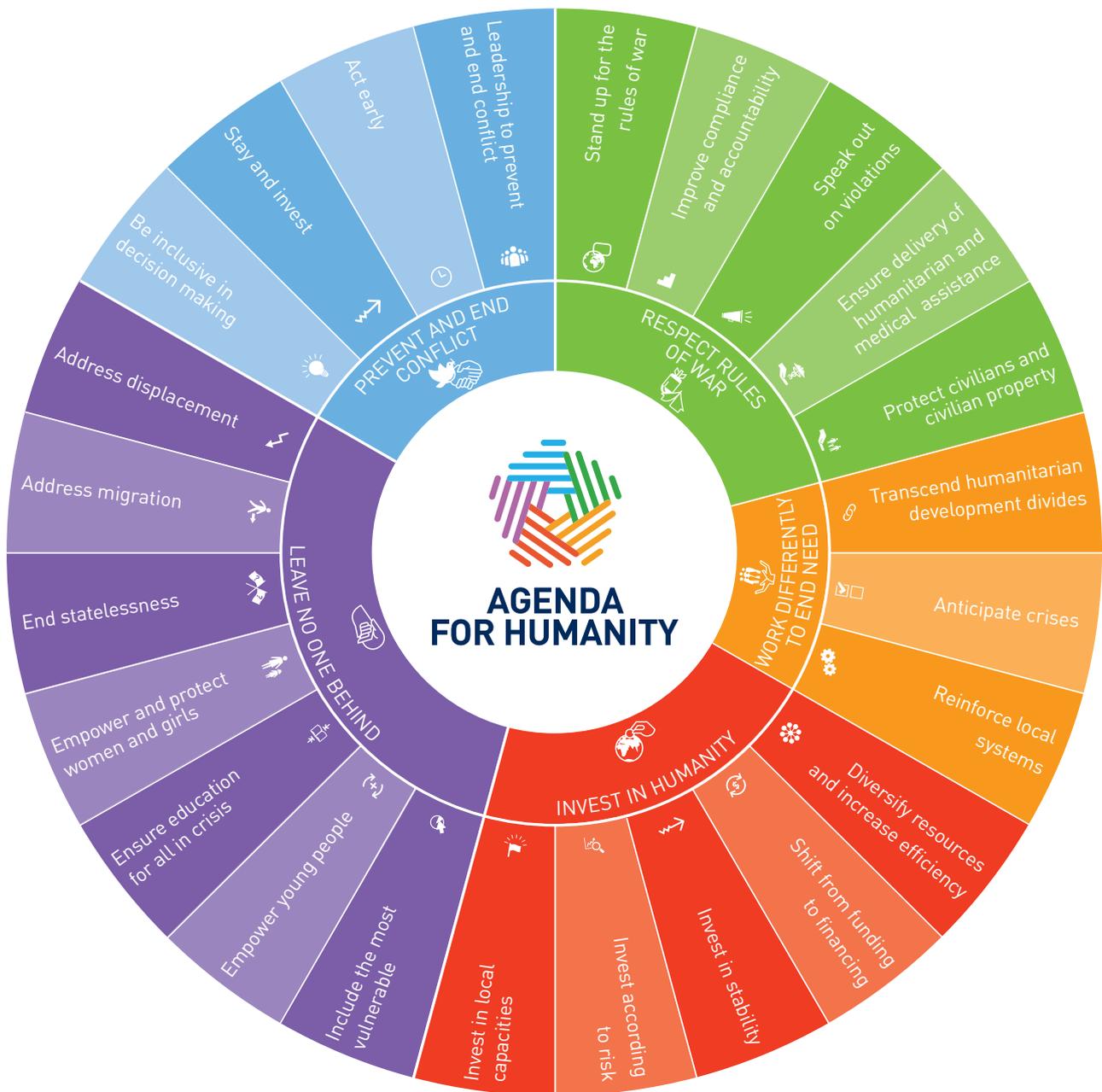
Core Responsibility 1: Prevent and End Conflict

Core Responsibility 2: Respect the Rules of War

Core Responsibility 3: Leave No One Behind

Core Responsibility 4: Work Differently to End Need

Core Responsibility 5: Invest in Humanity



AGENDA FOR HUMANITY WHEEL OF CORE RESPONSIBILITIES AND TRANSFORMATION

The report's four chapters correspond to the first four Core Responsibilities of the Agenda for Humanity. Because of the cross-cutting nature of Core Responsibility Five: Invest in Humanity, achievements are covered under the corresponding transformations of the Core Responsibilities they support.¹

The Annual Synthesis Report aims to identify trends in progress, while shedding light on common challenges and identifying gaps and opportunities to drive change forward. Diverse examples of actions and strategies allow stakeholders to learn from the experiences and practices of others in a spirit of collective progress.

¹ Invest in Stability (Transformation 5C) is covered under Core Responsibility One: Prevent and End Conflict, while Transformations 5A, 5B, 5D and 5E are covered under Core Responsibility Four: Work Differently to End Need.

This report is based exclusively on inputs to PACT through the 2017 self-reporting process. It does not represent an official position of the United Nations or any particular stakeholder, but presents a picture of collective progress, gaps and challenges. With a scope limited to the voluntary inputs of stakeholders, the report does not attempt to provide an exhaustive picture nor represent the viewpoints of those who did not participate. Furthermore, the report does not monitor or evaluate individual stakeholders' achievements against commitments, and in the absence of a broader results framework, it does not try to assess the extent to which achievements are delivering the expected results or having an impact on the ground.

Finally, as with any process of aggregation, many rich and diverse stakeholder achievements could not be included in the final document. Readers are strongly encouraged to visit agendaforhumanity.org and read the stakeholder reports, which can be searched by Core Responsibility and transformation, type and region of stakeholder, and thematic keywords. The self-reports demonstrate the commitment of stakeholders to deliver on the changes called for in the Agenda for Humanity, and serve as a tribute to the extraordinary efforts by humanitarian actors around the world as they strive to improve the lives of millions of people at risk of or affected by humanitarian crises.

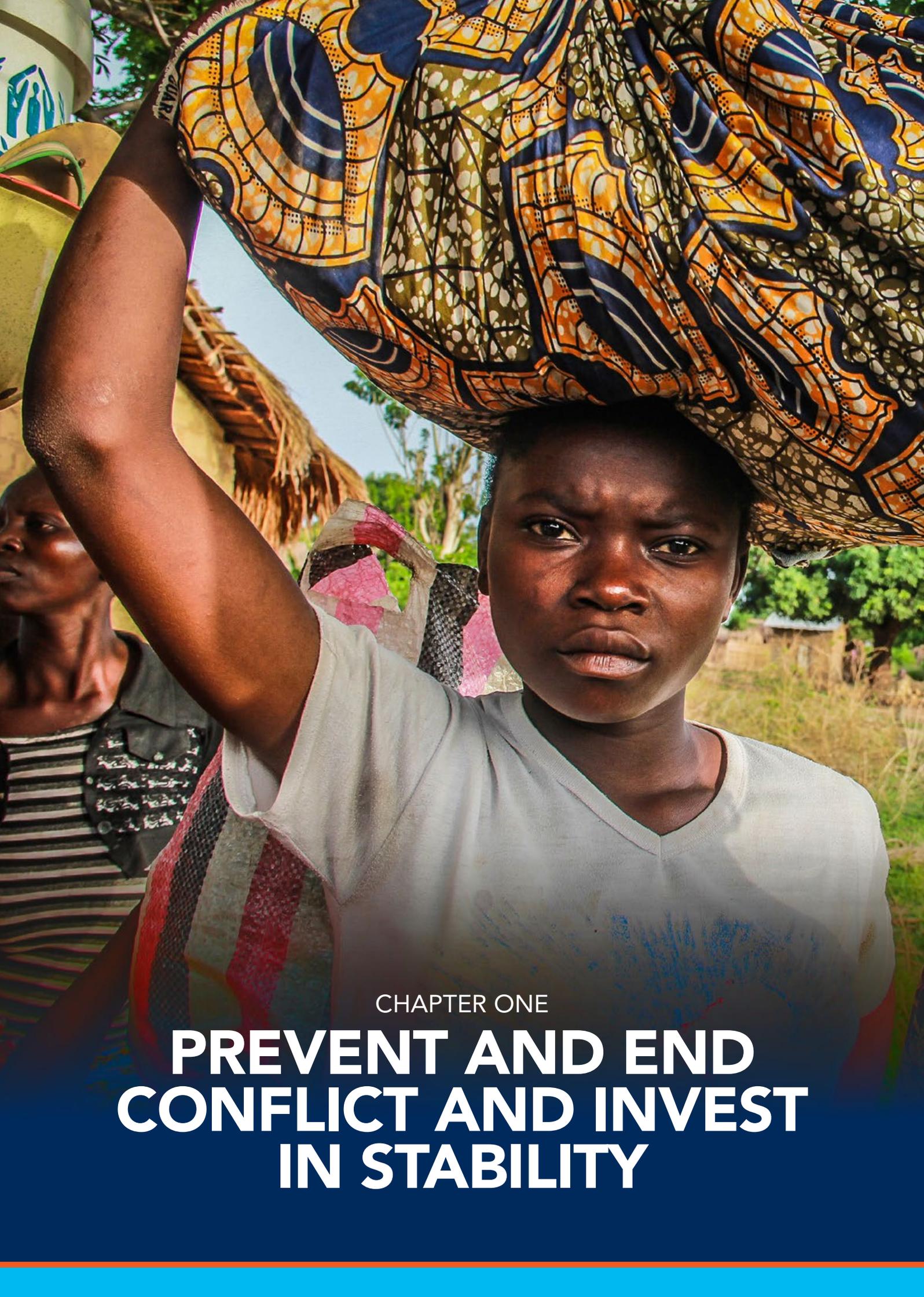
Methodology

Stakeholders were invited to submit reports according to the transformations in the Agenda for Humanity to which their individual, joint or core commitments correspond, and to report on initiatives. These inputs were analysed by Core Responsibility or transformation, although data that concerned multiple transformations

was analysed accordingly. A diverse range of partners carried out preliminary analysis of some Core Responsibilities, transformations or themes, producing analytical papers of their findings and recommendations.² These papers formed the basis for further qualitative and quantitative analysis to draw out common areas of achievements, challenges and recommendations. In some cases, analysis was supplemented by consultations with partners and technical experts. Occasionally, this led to the inclusion of relevant achievements not covered in the original stakeholder reports. The report also draws on findings from other reporting processes, including those of the Grand Bargain and the Charter for Change.

Constraints to the methodology included word limits on stakeholder inputs, limited human resources for analysis, insufficient capacity to include inputs from attachments and the possibility of inadvertent bias by those classifying or analysing the data. The under-representation of Member States and other stakeholders from the Global South in PACT reporting also made it difficult to provide complete analysis on some issues, and analysis may overly reflect the views of stakeholders who chose to report. It should also be noted that no independent verification of reporting was possible, and that this document assumes that stakeholders have accurately reported actions.

² The partner papers are available at: <https://www.agendaforhumanity.org/resources/major-reports#analysis-on-progress-2017-transformations>.



CHAPTER ONE

PREVENT AND END CONFLICT AND INVEST IN STABILITY



CHAPTER ONE

PREVENT AND END CONFLICT AND INVEST IN STABILITY

Photo on previous page:

A group of women flee from violence in Bambara, Central African Republic.

OCHA/Eve Sabbagh

As conflicts around the world create massive human suffering, displacement and protracted humanitarian need, the need for stronger global leadership on prevention and conflict resolution, and for investment in peaceful, resilient societies, is more urgent than ever. The World Humanitarian Summit reaffirmed this call for political leadership in Core Responsibility One, in line with the global effort to achieve the Sustainable Development Goals (SDGs) and the recommendations of the Secretary-General's report on peacebuilding and sustaining peace (A/72/707–S/2018/43).

The Agenda for Humanity called for five transformations to prevent and end conflict and invest in stability:

1A: Human suffering is reduced because world leaders act quickly and decisively on behalf of humanity to prevent and end violent conflict.

1B: Looming crises are detected and averted because governments and their partners act upon improved early warning and risk analysis.

1C: Resilience is strengthened because the international community sustains engagement before, during and after a crisis, and is able to strengthen institutions and capacities while working on more than one crisis at a time.

1D: Political solutions are sustainable, because all of civil society, in particular women, young people, faith-based groups and the private sector, participate in developing them.

5C: More fragile situations are stabilized by 2030 through greater and sustained investment in national and local inclusive institutions, and in conflict prevention, mediation and peacebuilding.



#1 PREVENT AND END CONFLICTS



#5 INVEST IN HUMANITY

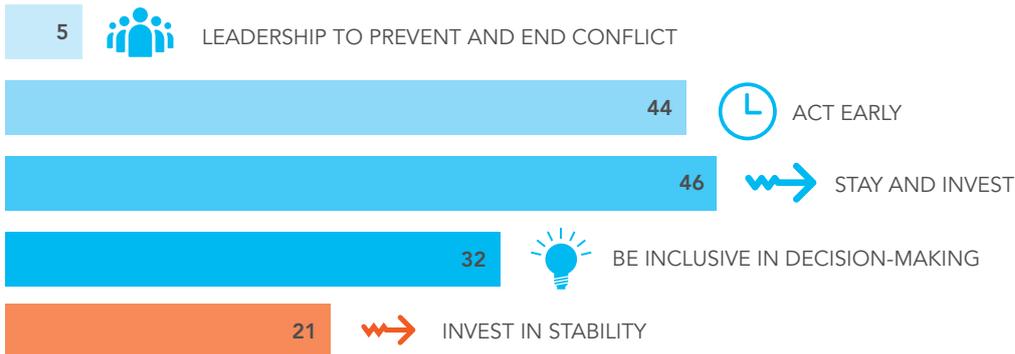


FIGURE 1.1 - BREAKDOWN OF REPORTING COVERED IN CHAPTER 1

Stakeholders

In 2017, 66 stakeholders reported on one or more of the transformations under Core Responsibility One, while 21 reported on the corresponding transformation under Core Responsibility Five: Invest in Stability—as shown in Figure 1.1. Reflecting the lower level of initial commitments, Core Responsibility One again received the fewest reports.

Progress in 2017

In the second year of implementing commitments, progress across all the transformations of Core Responsibility One and Transformation 5C can be categorized into seven areas. First, stakeholders made individual and collective

efforts towards the Secretary-General’s call to make conflict prevention a priority. Member States and civil society organizations also worked to improve coherence and coordination across the humanitarian-development-peace nexus, consistent with the SDGs. They took steps to improve conflict analysis and tools, while boosting their capacities to prevent and respond to crises. And while governments have primary responsibility for building and sustaining peace, stakeholders engaged civil society, women, youth and faith communities, in recognition of the crucial role they play in building peaceful, resilient societies. Stakeholders made particular efforts to recognize and enhance the role of women in peace and security. Finally, 19 Member States reported on progress in funding and financing conflict prevention and resolution.

A grandfather gazes at his granddaughter in Sinjar, Iraq. Since being displaced by conflict, they live with some 70 other families in an abandoned school building. OCHA/Giles Clarke



Challenges and next steps

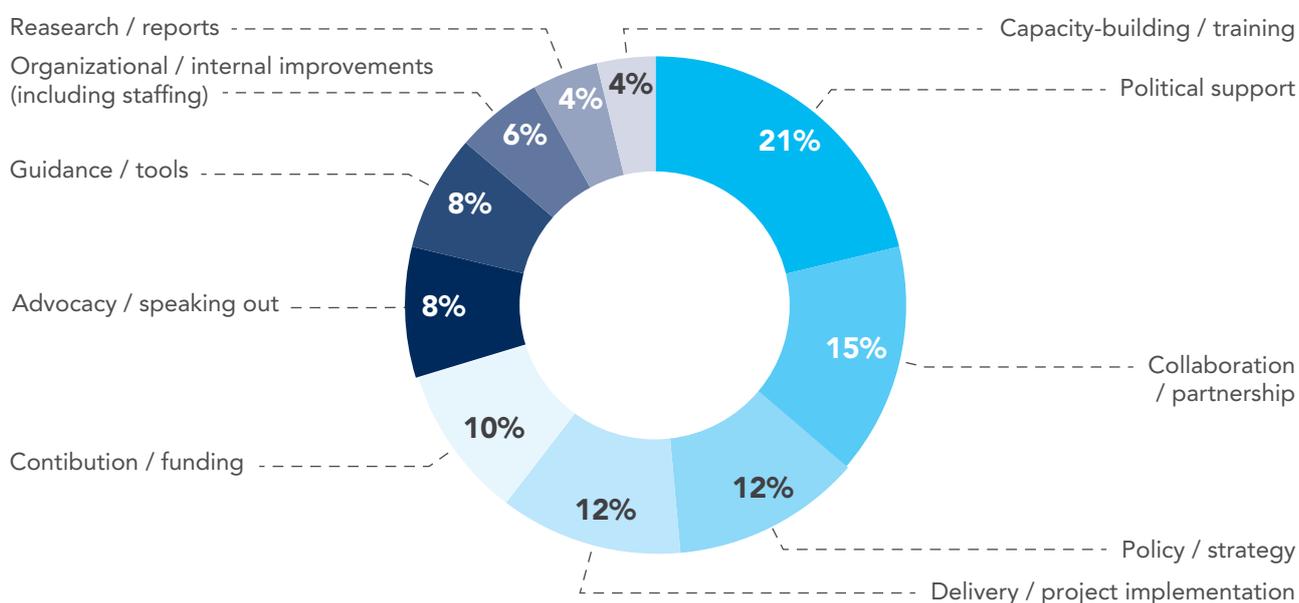
The Secretary-General, in his report on peacebuilding and sustaining peace (A/72/707–S/2018/43), stressed the need to sustain peace at all stages of conflict and in all its dimensions, as well as the need to prevent the outbreak, escalation, continuation and recurrence of conflict. Echoing his call for greater coherence and complementarity across the humanitarian-development-peace nexus, many stakeholders noted the challenge that fragmented analysis, planning and programming, siloed funding, and lack of buy-in for preventive actions pose to operational and policy coherence in conflict environments. Stakeholders identified the lack of sustained, predictable financing for conflict prevention and related initiatives as their primary challenge to operationalizing this vision, and echoed the United Nations (UN) Secretary-General’s call to direct more financing to prevention and peacebuilding efforts. In particular, humanitarian actors called for greater investments in tools and capacities for conflict analysis, data collection, early warning and capacity-building, to contend with the growing operational challenges as conflicts grow more prolonged and complex. Such tools can lay the groundwork for a shift from relying on humanitarian responses to providing flexible and sustained financing and programming across the



A baby is assessed for malnutrition at a mobile clinic for internally displaced people in Aden, Yemen. OCHA/Matteo Minasi

humanitarian-development-peace continuum. Stakeholders also highlighted the need for such investments in stability to be accompanied by political will and leadership to drive peace initiatives forward.

FIGURE 1.2 TYPES OF ACTIONS REPORTED UNDER CORE RESPONSIBILITY 1



Prevent and end conflict and invest in stability

Progress in 2017

Prioritizing conflict prevention

Stakeholders recognized the importance of prioritizing conflict prevention and incorporating it into broader policies and approaches. For example, the European Union (EU) adopted both a Joint Communication and Council Conclusions on the Strategic Approach to Resilience in the EU's External Action, acknowledging the need to move from crisis response to a longer-term, non-linear approach to vulnerabilities, with an emphasis on anticipation, prevention and preparedness. Noting the importance of preventive diplomacy, Member States engaged in political advocacy through the UN Security Council and multilateral mechanisms such as the International Network on Conflict and Fragility. Member States and civil society organizations also organized or participated in conferences and workshops to strengthen conflict prevention. Sweden hosted the Stockholm Forum in May 2017 on 'Sustaining Peace – What Works?', and Spain hosted an International Conference on Victims of Ethnic and Religious Violence in the Middle East in May 2017. The Netherlands joined the Pathfinders for Peaceful, Just and Inclusive Societies, which identifies prevention as a key pillar for achieving SDG 16. Finally, a number of stakeholders supported the UN–World Bank report, *Pathways for Peace*, which advocates for the international community to urgently focus on prevention.

Bridging the nexus to promote peace

Stakeholders emphasized the need to respond to crises and promote stability in ways that are coherent with the SDGs. Member States supported joint initiatives to span the humanitarian-development-peace nexus, including the UN–World Bank Humanitarian-Development-Peace Initiative and the United Nations Development Programme–Department of Political Affairs Joint Programme on Conflict Prevention. Stakeholders also continued efforts to improve internal coordination and coherence. World Vision International launched a global strategy that bridges peace, humanitarian and development work, focusing on resilience-based outcomes, and committed to increasing funding to fragile contexts from 16 per cent

to 21 per cent by 2020. At a national level, Canada and Denmark strengthened whole-of-government approaches to conflicts and crises, while Germany and Sweden adopted national guidelines and strategies on coherence. Bulgaria, Japan and Lithuania integrated efforts to identify and address root causes of conflict into development assistance. At a regional level, the EU, in January 2018, adopted conclusions on an integrated approach to external conflicts and

The Peace Promise

A number of stakeholders cited the Peace Promise as a tool to strengthen their capacities to address the root causes of violent conflict, enhance peacebuilding and resilience, and advocate for prevention.

The Peace Promise is a set of five commitments to develop more effective synergies among peace, humanitarian and development actions in complex humanitarian situations in order to end human suffering by addressing the drivers of conflict. The five commitments call on actors to:

1. focus on the alignment and coherence of collective short-, medium- and long-term objectives simultaneously
2. conduct context, risk or conflict analysis regularly
3. develop capacities, tools and partnerships, ensure institutional learning and innovation, and share information
4. do no harm and ensure conflict-sensitive programming
5. provide adequate, sustained and risk-tolerant financing

Stakeholders have responded to this call by working differently. Human Appeal, for example, is trying to align its humanitarian programming with the aims of the Agenda 2030, providing a combination of humanitarian, resilience, recovery and development programming, working with and through local communities.



Waves of fighting have displaced millions of families in South Sudan, including these women. UNICEF/Phil Moore

crises, committing Member States to address conflict prevention at a ministerial level.

Stakeholders have responded to this call by working differently. Human Appeal, for example, is trying to align its humanitarian programming with the aims of the Agenda 2030, providing a combination of humanitarian, resilience, recovery and development programming, working with and through local communities.

Improving conflict analysis tools and early warning

Stakeholders made important efforts to strengthen conflict prevention capacity. The United Nations Children's Fund (UNICEF) piloted its multi-hazard Guidance on Risk-Informed Programming in Bosnia and Herzegovina, India, Malawi and Vietnam. INTERSOS consolidated its Emergency Unit, improving its capacity to analyse and monitor emerging crises, while Plan International created a conflict sensitivity analysis package to train field staff. Mercy Corps began using a new analytical tool for field teams to identify root causes of conflict, enabling development programming that proactively addresses risks and vulnerabilities, while Germany continued to work on designing a qualitative data analysis system (PreView) to improve early

warning and risk assessment. The Food and Agriculture Organization of the United Nations (FAO) launched a partnership with Interpeace's International Peacebuilding Advisory Team to develop conflict-sensitive programming tools to pilot in FAO country offices. Several stakeholders, including CDA Collaborative Learning Projects, the Danish Refugee Council and Mercy Corps, worked on guidelines to ensure programme design includes conflict analysis, based on best practices. Many stakeholders also strengthened monitoring and early warning systems, and improved their linkages with early funding and action, including Denmark, France, Germany, FAO, the International Organization for Migration (IOM), the World Food Programme (WFP) and Act for Human Rights. In 2017, the EU's Early Warning System identified eight countries that require priority attention, resulting in specific conflict prevention actions.

Bolstering conflict prevention and crisis resolution capacities

Stakeholders reinforced conflict prevention and crisis resolution capacity in a variety of ways. Bulgaria, Canada, Italy, Norway and Spain supported mediation capacities, through the United Nations as well as national or regional networks of mediators, while the United Nations

Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) developed a guide on peer mediation and peaceful conflict resolution for schools. Many Member States also demonstrated their ongoing support for United Nations peacekeeping operations. Canada hosted the United Nations Peacekeeping Defence Ministerial Conference in November 2017 and a number of States, including Estonia, France, Latvia, Spain and Turkey, reported on their contributions to funding and personnel for peacekeeping operations.

Inclusiveness and community-building in preventing conflict

Emphasizing the centrality of civil society in conflict resolution and peacebuilding efforts, stakeholders engaged with and built the capacities of faith communities, youth and women to address the root causes of conflict. Health Works rolled out a community strengthening methodology for post-conflict areas in Burundi and Colombia. World Vision International co-convened a forum on Localizing Response to Humanitarian Need with faith-based and non-governmental organizations, including ACT Alliance, Islamic Relief Worldwide, Muslim Aid, Partnership for Faith and Development, World Council of Churches, World Evangelical Alliance, and Soka Gakkai International. Stakeholders also emphasized the role of youth in peace and security efforts. The United Nations Population Fund (UNFPA) and the United Nations Peacebuilding Support Office supported an independent study to define a strategy for implementing Security Council resolution 2250 (2015)—which urges Member States to increase representation of youth in decision-making at all levels. Finally, to promote peace, tolerance, inclusion, understanding and solidarity, the United Nations celebrated the first International Day for Living Together in Peace on 16 May, as reported by AISA ONG Internationale.

Women, Peace and Security

Acknowledging the critical role played by women in conflict prevention and resolution, Chile, Finland, Germany, Ireland, Italy, Japan and New Zealand were among the Member States who reported updating and implementing their national action plans on the UN Security Council resolutions on Women, Peace and Security. Canada launched the Elsie Initiative for Women

in Peace Operations, which aims to double the number of women participating in military and police peacekeeping deployments by 2020. Italy launched the Mediterranean Women Mediators Network, while Germany, the African Union and United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) partnered to launch the African Women Leaders Network to enhance women's leadership in the region, with a focus on governance, peace and stability. Stakeholders also reported strengthening their internal capacities to empower women and girls in peace work. Romania created a gender equality expert position in its civil service, with the aim that by 2020, 70 per cent of public institutions will have similar expertise. The UN Peacebuilding Fund (PBF) developed a methodology to track gender-specific financial allocations, reporting in 2017 that 36 per cent of funding supported gender equality and women's empowerment. For the first time, the PBF's new strategic plan also establishes gender equality and women's empowerment as one of four priority funding windows.

Investing in peace and stability

Nineteen of the 21 stakeholders reporting under Transformation 5C: Invest in Stability were Member States, and most reported funding United Nations instruments for conflict prevention, resolution and stability, as well as those of other multilateral organizations (such as the World Bank's International Development Association). As a result, in 2017, the PBF received USD 97 million, reversing recent trends and placing it on course to meet its USD 500 million approval target for the current three-year strategic plan. The PBF approved around USD 157 million—a record amount—for 31 countries in 2017. Member States also reported increasing investments in overseas development assistance budgets or bilateral funds. Ireland increased allocations to its Stability Fund from EUR 4.4 million in 2016 to EUR 5.2 million, and the UK committed to increase funding for its Conflict Stability and Security Fund from GBP 1.033 billion in 2015/16 to over GBP 1.3 billion by 2019/20.

Nonetheless, lack of funding was identified as the greatest challenge to progress, hindering efforts on crisis response as well as longer-term prevention.

Achieving the transformation

Sustainable, predictable financing remains a major challenge to incentivizing and implementing preventive action. Pointing out that peacebuilding accounts for a small fraction of overseas development assistance, stakeholders called for a more holistic approach that includes longer-term investments with transformative potential. Many advocated for improved coordination and coherence of funding across the humanitarian-development-peace nexus, with greater flexibility to adapt to evolving and volatile contexts, and more support to simultaneously address immediate drivers of conflict and root causes. Some Member States observed the limited impact of unilateral investments and emphasized the need for greater consensus, political will and leadership to drive forward progress.

At the operational level, stakeholders identified volatile and insecure field conditions as the main challenges. They highlighted lack of access, breaches of international humanitarian and human rights law, and the complexities of remote implementation as further difficulties. Because these conditions make it harder to gather reliable data, impeding political analysis and timely decision-making, stakeholders emphasized the importance of joint assessments, open-source data and mechanisms to coordinate and share analysis.

Although the reporting reflects efforts by a core group of stakeholders to advance conflict prevention on the global agenda, resources and incentives remain inadequate. To shift from a culture of reacting to conflict to one of conflict prevention and sustaining peace will require stakeholders to:

- **Ensure continued, sustainable, multi-year funding:** Following the recommendations of the Secretary-General in his report on peacebuilding and sustaining peace (A/72/707–S/2018/43), and in line with the analysis laid out in *Pathways for Peace*, there is a need for scaled-up support to multilateral instruments that focus on prevention and sustaining peace. Such instruments should foster incentives for early preventive action.

“Crises are becoming increasingly complex. Increased investments in stability need to be accompanied by political will and leadership to drive peace initiatives forward.”

– Canada, self-report 1C

- **Implement a people-centred approach to prevention:** Prevention often requires new coalitions that reflect the importance of young people, women and representatives from the private sector, civil society and community-based organizations. The focus of preventive action should go beyond elites and concentrate instead on understanding people and their communities and providing incentives for civic engagement. Non-state actors should also have opportunities to engage in peacebuilding platforms.

- **Promote integrated programmatic collaborations:** Recognition of the multi-faceted dimensions of humanitarian or conflict-related issues is critical to effective and sustainable solutions. Humanitarian, development and peacebuilding actors should focus more on joint programming that addresses issues common to all three areas.

- **Monitor and address multidimensional risks by aligning political, security, development and humanitarian efforts:** Preventive action should take place earlier, based on key risks across the UN’s development, humanitarian, human rights, and peace and security activities. This will help ensure coherent action based on joined up analysis and planning.

- **Sustain prevention across levels of risks:** Actions should move beyond crisis management to address various levels of risk. Prevention must stretch beyond time horizons of humanitarian needs, political attention and investment cycles. Development planning and budgeting exercises should include adequate fiscal space¹ to mitigate shocks. Enhanced national capacities to finance preventive measures should ensure actions are sustainable, and nationally led and owned.

¹ Fiscal space refers to flexibility within budgets that allows governments to provide resources for public purposes without undermining fiscal sustainability (http://www.who.int/health_financing/topics/fiscal-space/why-it-matter/en/).



CHAPTER TWO

RESPECT THE RULES OF WAR



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RESPECT THE RULES OF WAR

Photo on previous page:

Young students stand in the ruins of a former classroom of the Aal Okab school in Saada City, Yemen. It was destroyed during the conflict in June 2015. Students now attend lessons in UNICEF tents nearby.

OCHA/Giles Clarke

When conflict prevention and resolution efforts do not succeed, parties to armed conflict must minimize human suffering and protect civilians. Yet great numbers of civilians are injured, killed, and forced to flee their homes, and the laws of war are widely flouted. Parties to conflict target humanitarian workers, deny humanitarian access and routinely attack medical facilities. The Agenda for Humanity builds on decades of internationally agreed rules to limit human suffering in conflict. Core Responsibility Two calls on parties to conflict to respect international humanitarian and human rights law, and for all States and the wider international community to do more to ensure respect for the rules of war.

The Agenda for Humanity called for six transformations:

2A: In armed conflict, civilians and civilian objects, such as homes, schools and hospitals, are protected because all parties respect international humanitarian law.

2B: In war, human suffering is minimized because parties to conflict uphold their obligations to meet essential needs, care for the wounded and sick, facilitate access for impartial humanitarian relief operations, and respect and protect humanitarian and medical missions.

2C: Facts are established, violations are known, and trends are understood so corrective measures can be taken.

2D: Member States, the UN Security Council, and other leaders exert their influence to compel parties to armed conflict to comply with international humanitarian and human rights law. International crimes are systematically investigated and prosecuted because strong and capable national and international justice systems are in place.

2D: Women and girls are protected from gender-based violence because all States and the international community prioritize its eradication.

2E: The rules of war are widely known and respected thanks to a global awareness-raising and advocacy effort.



#2
RESPECT
RULES OF WAR



FIGURE 2.1 - BREAKDOWN OF REPORTING UNDER CORE RESPONSIBILITY TWO

Stakeholders

In 2017, 95 stakeholders reported on one or more of the five transformations under Core Responsibility Two: Uphold the Norms that Safeguard Humanity—as shown in Figure 2.1. below. Of these, 37 were Member States, 26 were international non-governmental organizations, and 13 were United Nations (UN) entities, with the remaining reports coming from academia, civil society and private sector organizations. Transformation 2D: Improve Compliance and Accountability (along with Transformation 4B) received reports from the second-highest number of stakeholders. This included 57 stakeholders who reported on commitments to prevent and respond to gender-based violence.

Progress in 2017

Reporting demonstrated the efforts of a committed group of stakeholders to uphold the norms that safeguard humanity and improve the protection of civilians in armed conflicts. The majority of reports from Member States and civil society organizations provided accounts of advocacy efforts to remind parties to conflict of their obligations, and to call for accountability for violations. Stakeholders also highlighted efforts to better protect the most vulnerable, in particular children, to eliminate the threat of landmines and other explosive weapons, and to safeguard medical personnel and facilities. Practical measures to improve compliance included improving data collection, conducting research, sharing best practices, capacity-building and training.



Challenges and next steps

Widespread violations of international humanitarian law (IHL) and international human rights law (IHRL), characterized by the lack of both accountability and political will to ensure compliance, remain major challenges for the international community. Insecurity and impediments to access hinder efforts to protect and assist civilians and provide medical care. Difficult field conditions obstruct data collection and analysis, posing a significant barrier to identifying and documenting violations and ensuring accountability, as well as to developing policy, designing programmes and evaluating progress. Developing national policy frameworks to protect civilians, taking practical steps to enhance respect for IHL and IHRL, and promoting compliance through advocacy and accountability are all required in order to improve the plight of civilians.

Progress in 2017

The five transformations in Core Responsibility Two are closely linked, allowing a cross-cutting analysis of reporting. This chapter is divided into two parts, the first covering political, policy and advocacy efforts to enhance respect for the rules of war—accounting for the bulk of reporting. The second focuses on practical means to improve compliance with the rules of war.

Political, policy and advocacy efforts to enhance respect for the rules of war

Recalling the importance of upholding the rules and mobilizing global support

Most reporting focused on advocacy to promote respect for IHL and IHRL. Many Member States used multilateral settings, such as the UN Security Council (UNSC) open debate on the protection of civilians in armed conflict, to reiterate the importance of upholding the rules of war. A number of Member States, including Austria, Belgium, Canada and Mexico, advocated for implementation of treaties, including the Anti-Personnel Mine Ban Convention, the Arms Trade Treaty and the 2017 Treaty on the Prohibition of Nuclear Weapons. Stakeholders took other individual and collective actions to remind parties to conflict of their obligations. Greece and the

“Ensuring the effective implementation of international humanitarian and human rights law is of paramount importance. The targeting of or failure to protect civilians cannot go unchallenged.”

– UN Secretary-General’s report on the protection of civilians in armed conflict (S/2018/462).

International Committee of the Red Cross (ICRC) co-organized a conference on ‘The reaffirmation and development of international humanitarian law, 40 years later’. Finally, some stakeholders reiterated the rules by disseminating information on IHL and IHRL. For example, the European Union (EU) funded IHL dissemination and engagement in contexts where violations of IHL occur, targeting a wide range of stakeholders including armed non-state actors.

Stakeholders also continued efforts to mobilize global public support for IHL and IHRL. The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) conducted a digital campaign under the theme ‘Not A Target’ to advocate for protection of civilians, and Oxfam International led the ‘Stand As One’ regional campaign in Europe, calling on world leaders to uphold IHL and support refugees. The Office of the United Nations High Commissioner for Human Rights (OHCHR) ran a global campaign on IHRL entitled ‘Stand up for someone’s rights today’.

Speaking out on violations

Stakeholders used multilateral diplomacy and public advocacy to speak out about violations and to call on parties to specific conflicts to respect the rules of war. Many Member States delivered statements or co-sponsored resolutions at the UN to condemn violations and express support for fact-finding missions and other efforts to document violations of IHL. Stakeholders also spoke out through public statements, reports and the media. For example, OHCHR issued 26 public reports and 153 press releases on critical human rights issues and the United Nations Relief and Works Agency for Palestine Refugees in the

Near East (UNRWA) issued press statements on the rights of Palestinian refugees. Save the Children published four reports highlighting the devastating psychological and social impact that conflict and war has on children.

Improving compliance and accountability

Stakeholders also used their influence to advocate for improved compliance and accountability. Many made statements at the UN Human Rights Council, and Italy and Sweden used their positions as non-permanent members of the UNSC to call for compliance with IHL. Member States supported and engaged in the ongoing Intergovernmental Process on Strengthening Respect for International Humanitarian Law, co-facilitated by Switzerland and the ICRC. Efforts to promote political accountability through the UN included advocacy by Germany, Lithuania, Luxembourg and Spain for the 'Code of Conduct regarding UN Security Council action against genocide, crimes against humanity or war crimes'. Finally, many stakeholders expressed support for international justice mechanisms. Australia, Japan and the United Kingdom were among those reporting on technical and financial support to the International Criminal Court (ICC), and Ireland and Estonia were among those who contributed to the court's Trust Fund for Victims. France and Senegal co-hosted a conference to strengthen cooperation between the ICC and its States Parties on the recovery of assets, leading to the adoption of a declaration to that effect in December 2017.¹

Enhancing the protection of children in armed conflict

Nearly a quarter of reports under Core Responsibility Two included efforts to enhance protection of children in conflict. Several focused on child soldiers, including Canada's report on launching the Vancouver Principles on Peacekeeping and the Prevention of the Recruitment and Use of Child Soldiers—which was endorsed by over 60 Member States. The 'Children, Not Soldiers' campaign run by the UN Special Representative of the Secretary-General for Children and Armed Conflict (SRSG CAAC) and the United Nations Children's Fund (UNICEF) concluded in 2017, resulting in eight countries² signing action plans to end and prevent the recruitment and use of children in conflicts. Geneva Call reported efforts to aid the release of



Conflict takes a high toll on children, like this boy from South Sudan. UNICEF/Everett

approximately 290 children by non-state armed groups in Colombia and the Democratic Republic of the Congo between September 2016 and December 2017.

Measures to safeguard the civilian character of schools in armed conflicts included the Second International Conference on Safe Schools held

Mine action and advocacy on explosive weapons in populated areas (EWIPA)

Thirteen Member States reported on their support for mine action. Austria, Belgium and Canada emphasized the importance of political advocacy for making the Anti-Personnel Mine Ban Convention universal. Many Member States, including Australia, Denmark, France, Italy, Germany, Norway and Switzerland, provided funding or technical assistance for demining, as well as supporting education, awareness-raising and victim support. Thailand's Mine Action Center demined approximately 2,200 km² of contaminated land—which leaves around 400 km² still to be cleared.

Meanwhile, Austria, Ireland and Humanity and Inclusion (HI) drew attention to civilian harm caused by EWIPA. HI organized a regional meeting in Maputo, Mozambique where representatives from 19 African States issued an action-oriented communiqué supporting the diplomatic process towards a political declaration on the topic.

¹ Resolution ICC-ASP/16/Res.2, annex I

² Afghanistan, Chad, Democratic Republic of the Congo, Myanmar, Somalia, South Sudan, Sudan and Yemen.



A man checks for mines and unexploded ordnance outside Aden, Yemen. OCHA/Matteo Minasi

in Argentina in March 2017. Belgium, Canada and Slovenia were among 15 Member States that endorsed the Safe Schools Declaration in 2017. Save the Children reported providing advice to NATO on integrating the Safe Schools Declaration and the Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict into NATO policy. Geneva Call conducted two training sessions with seven non-state armed groups on the protection of schools from military use and attacks.

Advocacy for protecting the medical mission

Stakeholders continued efforts to enhance the protection of medical staff and facilities. Member States reported efforts to further the implementation of Security Council resolution 2286 (2016) condemning attacks on medical facilities and personnel in conflict situations—for example, through multilateral forums and bilateral political dialogues. In October 2017, France organized a ministerial event in New York

resulting in 13 UN Member States endorsing a political declaration committing to stronger national laws and practices to protect health care in armed conflict. Australia and Norway also supported the ICRC's Health Care In Danger initiative.

Practical measures to improve compliance with the rules of war

Translating the advocacy and commitments covered in the first half of this chapter into concrete outcomes for civilians requires practical measures. A limited number of stakeholders reported on practical means to improve compliance with the rules of war, including better data collection, research and guidance, capacity-strengthening and training.³

Improving data collection and tracking violations

Stakeholders took practical steps to improve the quality of data collected on protection of civilians, gather data to assess compliance with

³ For a more thorough overview of these measures, please refer to the Analytical Paper produced by OCHA, which is available at: https://www.agendaforhumanity.org/sites/default/files/resources/2018/Aug/Analytical%20Paper_Core%20Responsibility%202_Final_17%20August.pdf

the rules of war, and improve data management. Most of these stakeholders reported collecting data on violations, such as OHCHR's engagement in commissions of inquiry, fact-finding missions and other investigative bodies, in Burundi, the Democratic Republic of the Congo, Myanmar, South Sudan, Syria and Yemen. OHCHR also finalized a report documenting violations of human rights and humanitarian law in the Central African Republic between 2003 and 2015.⁴ Austria reported that during its Chairmanship of the Organization for Security and Co-operation in Europe, it mandated (for the first time) the International Humanitarian Fact-Finding Commission,⁵ with support from Switzerland. France supported projects to document crimes by ISIL against ethnic minorities in Iraq.

Stakeholders also gathered data to monitor compliance with the rules of war. The UN SRSG CAAC conducted visits to assess child protection measures included in the Colombian Peace Agreements, and Geneva Call conducted field monitoring visits to assess Deed of Commitment adherence by non-state armed groups. The NGO Act for Human Rights assessed observed practices in Lebanon against international human rights commitments. Finally, several stakeholders made efforts to strengthen data and information management capacities. Norway supported the development of the World Health Organization's (WHO) Surveillance System of Attacks on Health Care, and OHCHR adapted its Human Rights Case Database to include reporting on migrants, persons with disabilities in humanitarian contexts, health-care workers and facilities, and the use of explosive weapons with wide-area effects in populated areas.

Research, guidance and best practices

In addition to data collection, stakeholders conducted research on specific topics and produced best practice guidelines and recommendations to inform policy on the protection of civilians. The Norwegian Refugee Council (NRC) studied the operational challenges and dilemmas of the Protection of Civilians Site model in South Sudan, while the Overseas

Development Institute (ODI) researched the implications of counter-terrorism measures on the humanitarian crisis in Yemen. OCHA, NRC and the Jindal School of International Affairs carried out a joint study, *Presence and Proximity*, that provided recommendations on humanitarian action in insecure contexts. The Active Learning Network for Accountability and Performance (ALNAP) developed and piloted the first-ever guide to evaluating humanitarian protection.⁶ To promote best practices, Save the Children produced guidance on community and national actions to mitigate the impact of attacks on education, and InterAction published recommendations on measures to mitigate harm to civilians in military operations and security partnerships. OCHA included best practices in the Secretary-General's report on the protection of civilians in armed conflict and compiled good practices to reduce civilian harm from explosive weapons in populated areas.

Strengthening national or organizational capacities

Stakeholders also made practical efforts to build national or organizational capacities to enhance the protection of civilians. A number of States focused on building internal legal and institutional capacities. For example, Belgium amended the Flemish Arms Trade Act to increase attention to IHL and human rights criteria for arms exports. Two Member States created new mechanisms to improve compliance with the rules of war: Portugal's National Commission for IHL, and Ukraine's Intergovernmental Commission on the Application and Implementation of IHL. Mexico organized the 8th Annual Specialized Course on International Humanitarian Law for more than 200 participants from the public administration and civil society. NGOs also engaged in internal capacity-strengthening, focusing predominantly on humanitarian principles. For example, Caritas Internationalis, Concern, Cordaid, Medair and Norwegian Church Aid integrated humanitarian principles into their codes of conduct and staff inductions.

⁴ In collaboration with the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA).

⁵ In the first use of the International Humanitarian Fact-Finding Team mechanism under Article 90 of Additional Protocol I to the Geneva Convention, an ad hoc team was deployed for the External Independent Forensic Investigation of the death of a member of the Special Monitoring Mission in Ukraine.

⁶ The Evaluation of Protection in Humanitarian Action guide will be published in 2018.

Technical assistance

Member States and international organizations provided advice and technical assistance to strengthen national capacities to meet obligations under international law. The EU offered political and technical support to countries developing national legislation on IHL obligations. OHCHR trained over 350 state officials from 135 countries on treaty reporting and provided assistance to help establish or strengthen some 70 national human rights institutions. Other technical assistance aimed to improve compliance with international treaties. New Zealand developed a Model Law to help Pacific States implement the Arms Trade Treaty, while Belgium provided expertise for legal workshops and training as part of EU outreach on the treaty.

Training

Many Member States, including Belgium, Chile, Malta, Ireland, New Zealand and Spain, developed guidance and trained their security forces on IHL, IHRL and protection of civilians. Member States also trained foreign military forces, with France conducting training

courses on IHL to the armed forces of States contributing to United Nations Peacekeeping Operations, the G5 Sahel task force, and as part of EU Training Missions. Austria conducted the 9th Vienna Course on International Law for Military Legal Advisors, which has trained more than 200 legal advisers in the Armed Forces or the Ministries of Defence from 30 European States. A small number of stakeholders also trained non-state armed groups, such as Geneva Call, which trained non-state armed groups on humanitarian norms in six countries. A number of NGOs developed training and guidance for their staff on IHL and protection. For example, CARE International developed a toolkit for responding to attacks on humanitarians and civilian targets and rolled it out to their country teams. NRC developed and rolled out a Humanitarian Mediation Course to staff deployed to the Central African Republic, the Democratic Republic of the Congo and Mali, aimed at improving protection of civilians.

A soldier walks through the ruins of Sinjar, Iraq. Fierce fighting left much of the city destroyed. Getty Images/Giles Clarke



Achieving the transformation

There is an urgent need for practical action to increase compliance with IHL and IHRL, and to translate these norms into improved protection for civilians. Unfortunately, most reporting reflected political and advocacy efforts, with fewer reports on practical action or initiatives. In addition, more reporting from stakeholders affected by conflict would provide valuable experiences and learning opportunities and should be promoted.

Stakeholders reported that the greatest obstacle to collective progress on the protection of civilians is a lack of compliance with international humanitarian and human rights law. They attributed this failure to a number of factors, most notably a lack of accountability for violations of IHL and IHRL. Several mentioned pervasive impunity for violations of IHL and UNSC resolutions, as well as the need for a monitoring mechanism on compliance. Stakeholders highlighted the need to strengthen existing accountability mechanisms, including by ensuring adequate resources for the ICC and other international tribunals, and by strengthening national judicial systems. Stakeholders also noted the lack of political will by parties to conflict to comply with the rules of war.

Stakeholders described the challenges to improving the protection of civilians in specific contexts. After lack of compliance with IHL, the most commonly reported challenges were difficult field conditions, impediments to access, and threats to humanitarian and medical workers. Lack of human resources, non-application of standards and principles, and inadequate funding for humanitarian organizations were also among the top challenges reported. The lack of quality data was another significant barrier to identifying and documenting violations of IHL and IHRL, improving accountability, developing policies and programmes, and assessing progress.

As reflected in the focus of reporting in the first part of this chapter, there is a vital need for a global effort to raise public awareness of the human cost of armed conflict, and to demand that parties to conflict respect international law and that world leaders ensure that they do so.

However, to effectively uphold the norms that safeguard humanity, a focus on practical action is needed, including through the following steps:

- **Develop national policy frameworks on the protection of civilians:** Member States should develop national policy frameworks that build upon good practice, establishing clear institutional authorities and responsibilities for the protection of civilians and civilian objects in the conduct of hostilities.

- **Enhance compliance by non-state armed groups:** Efforts to improve the behaviour of non-state armed groups should include training and developing codes of conduct, unilateral declarations and special agreements through which groups commit to comply with their obligations and even go beyond what is required by the law. These undertakings could include specific civilian harm mitigation measures.

- **Promote compliance through improved accountability:** More attention is urgently required to ensure accountability for serious violations of international humanitarian and human rights law. Member States should undertake credible and effective investigations into allegations of serious violations and hold perpetrators to account, with the support of the United Nations as necessary. Where national action is lacking, international mechanisms and resources should be made available.

“Impunity for violations, ongoing disregard for humanitarian law and normative standards continue to impede humanitarian action and a rights-based approach to humanitarian aid.”

– World Vision International, self-report 2D

- **Strengthen data collection:** There is a clear need for better data collection, disaggregated by sex and age, to enable a better understanding of the human cost of armed conflict, to help develop more effective measures for enhancing the protection of civilians, and to ensure more systematic accountability for violations.

Addressing gender-based violence in emergencies and preventing sexual exploitation and abuse

Two years on from the World Humanitarian Summit, stakeholders continued to demonstrate a strong commitment to addressing gender-based violence (GBV) in emergencies. In 2017, 72 stakeholders reported on efforts—across different transformations of the Agenda for Humanity—to combat GBV, and 20 stakeholders reported measures to strengthen their capacities for the prevention of sexual exploitation and abuse (PSEA).

Progress in 2017⁷

Policy and advocacy work to prevent gender-based violence

Stakeholders demonstrated strong political commitment to end GBV, especially violence against women and girls, and to provide safe, comprehensive services to those affected. The multi-stakeholder Call to Action on Protection from Gender-Based Violence in Emergencies provided the impetus for transforming the way GBV is addressed in humanitarian crises, particularly in improving coordination and accountability. Many stakeholders reported engaging in global advocacy efforts to end GBV, with some also campaigning on related issues, including ending child marriage and human trafficking. While most reporting focused on women and girls, some stakeholders, such as Austria, ActionAid, Concern and the World Food Programme (WFP), also emphasized efforts to engage men and boys.

On a national level, Member States, including Cyprus, Malta, Romania and Ukraine, adopted new laws or policies, or ratified international conventions, to strengthen prevention of and response to GBV and domestic violence. Turkey amended legislation to strengthen refugee women's access to national services, including women's shelters. On an organizational level, stakeholders adopted or refined internal policies on GBV in humanitarian crises, developing new guidance and tools, and training staff in line with the Inter-Agency Standing Committee (IASC) GBV Guidelines and the new IASC Policy (and

Accountability Framework) on Gender Equality and the Empowerment of Women and Girls in Humanitarian Action, endorsed in December 2017.

Finally, a number of stakeholders reported on efforts to influence policy through research or events to share best practices. For example, the Global Alliance for Clean Cookstoves partnered with Plan International Spain and John Hopkins University to research the impact of cooking interventions on mitigating the risk of GBV in refugee camps, and Interaction held an event for US and international policymakers on the prevalence of GBV among elderly populations.

Programming and capacity-building to strengthen prevention and response

Many stakeholders reported funding or implementing programmes to prevent or respond to GBV, provide services to survivors and those at risk, and raise awareness of and advocate for the rights of affected people, particularly women and girls. Stakeholders also worked to strengthen local, national and international capacities to address GBV in emergencies. Tearfund trained faith leaders in the Central African Republic and the Democratic Republic of the Congo, on speaking out and responding to GBV, and Save the Children's advocacy contributed to changing the legal age of marriage in Malawi, El Salvador and Guatemala. New Zealand supported police capacity to respond to domestic violence in the Pacific, Japan supported an initiative to strengthen Somalia's response to conflict-related sexual violence (CRSV), and the Office of the High Commissioner for Human Rights (OHCHR) assisted Sri Lanka in initiating consultations on reparations for victims of CRSV. Ireland supported the creation of an International Summer School on Addressing Gender-Based Violence in Emergencies through the University College Dublin. Several stakeholders focused on improving data collection capacity, including the International Organization for Migration

⁷ For a more detailed analysis of reporting on GBV, see UNPFA, Analytical Paper on WHS self-reporting on Gender-Based Violence in Emergencies available at: https://www.agendaforhumanity.org/sites/default/files/resources/2018/Jul/Analytical%20Paper_2D_GB_V_Final_26%20July.pdf



A woman in North Kivu province, DRC. The ongoing conflict there is characterized by gross human rights violations, including targeted attacks against civilians and a high prevalence of sexual and gender-based violence. OCHA/Eve Sabbagh

(IOM), which strengthened integration of GBV indicators in data collection on displacement, and UNICEF, which gathered data on ending violence against girls as part of its U-Report platform.⁸

Preventing sexual exploitation and abuse

In 2017, the UN Secretary-General adopted a strategy to improve the UN's system-wide approach to preventing and responding to sexual exploitation and abuse (A/71/818). The strategy focuses on four areas: prioritizing victims' rights; ending impunity through increased transparency, reporting and investigations; engaging Member States, civil society and other relevant actors; and reorienting strategic communications to address stigma and discrimination. The UN appointed a Victim's Rights advocate and extended the mandate of the Special Coordinator on Improving the United Nations Response to Sexual Exploitation and Abuse. To help humanitarian organizations implement the IASC Minimum Operating Standards on PSEA, in 2017 the IASC Task Team on Accountability to Affected Populations and PSEA finalized and disseminated a best practice guide for setting up and maintaining Community Based Complaints Mechanisms, with global standard operating procedures.

Reflecting this political momentum, 20 stakeholders—predominantly INGOs and international organizations—reported strengthening internal policies, tools and reporting mechanisms for PSEA. GOAL, for example, revised its PSEA Policy and Code of Conduct in line with best practices in the sector, ensured that all country programmes have a dedicated protection focal point, and appointed a PSEA focal point on the Board of Directors. Care International introduced a hotline for PSEA reporting. UNICEF noted efforts to develop a UN-wide system to vet all incoming personnel for records of past sexual exploitation and abuse allegations, and OHCHR contributed to the Secretary-General's strategy for PSEA and supported the development of the Voluntary Compact on Preventing and Addressing Sexual Exploitation and Abuse. Many stakeholders reported training staff; UNDP, for example, launched a mandatory e-course on PSEA with other UN entities.

⁸ U-Report is a free community feedback tool that uses mobile technology to gather the opinions and ideas of young people. The U-Report poll on Ending Violence Against Girls (EVAG) was created in partnership with Plan International, CARE, UN Women and the Girl Guides.

Achieving the transformation

Stakeholders reported the challenges in turning political commitments into tangible change on the ground. Most reported lack of funding as their biggest constraint, impacting not only programme delivery, but also the training and capacity-building needed to mainstream GBV prevention and response. Stakeholders pointed out discrepancies between top-level commitments, such as to the Call to Action, and managerial accountability for GBV and PSEA in humanitarian programming. Stakeholders also highlighted the challenges of protecting vulnerable people, especially women and girls, in conflicts and insecure contexts, where humanitarian access is limited and where sexual and gender-based violence are used as weapons of war. Finally, a number of stakeholders pointed out that GBV is not caused by disasters or conflicts, but by unequal gender relations and, as such, requires coordinated action across the humanitarian, development and peacebuilding sectors.

In light of these challenges, stakeholders made the following recommendations for achieving collective progress:

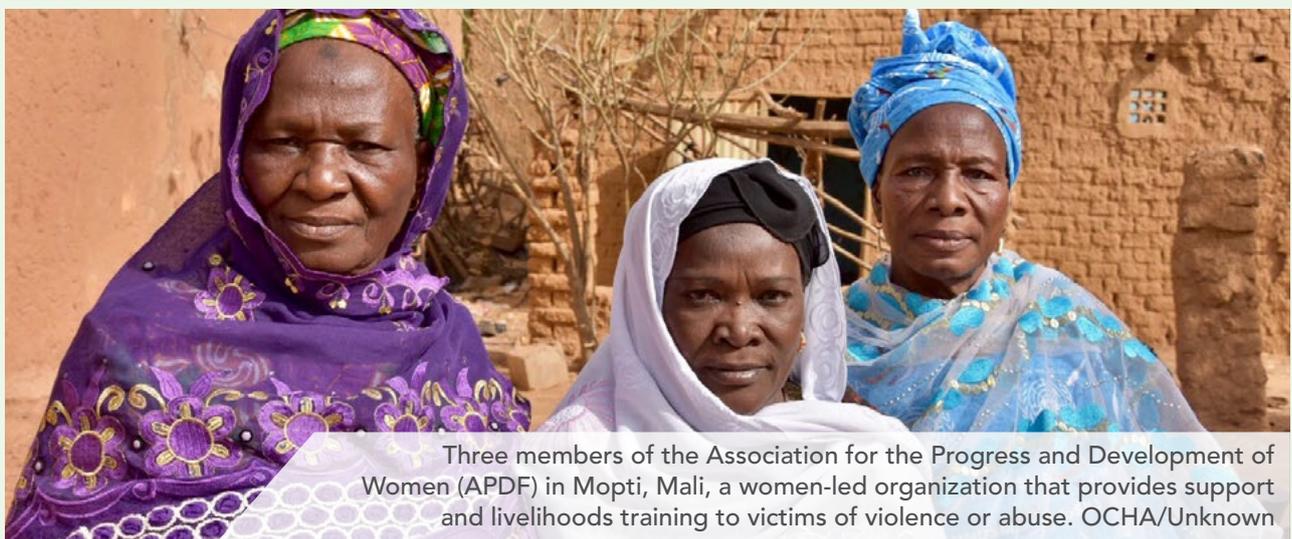
- **Strengthen leadership and accountability:** Dedicated leadership is required to prioritize prevention of GBV and PSEA from the outset of emergencies and to ensure efforts are adequately resourced. Many called for heads of organizations and other leaders, including the Humanitarian and Resident Coordinators, to be held accountable for ensuring that GBV and PSEA policies are translated into practice. Stakeholders

stressed the need for leaders to implement a whole-of-organization approach to protection, ensuring that all staff across all sectors take responsibility for preventing GBV and SEA.

- **Provide adequate, longer-term funding:** Stakeholders called on donors, UN entities and NGOs to ensure dedicated funding for GBV programmes over longer periods of time. This shift requires policy change, committed leadership, multi-year funding and programming that crosses the humanitarian-development divide, in combination with other efforts to empower women and girls and increase their participation.

- **Build local capacity to deliver programmes and services:** Given the long-term nature of combating gender inequality, stakeholders emphasized the need for local and national leadership, and called on humanitarian actors to build the capacity of local actors to deliver high-quality programmes and services. Some stakeholders also emphasized the importance of strengthening justice systems to hold perpetrators to account.

- **Focus on practical steps to prevent sexual exploitation and abuse:** Stakeholders emphasized the need to focus on practical steps for PSEA, such as coordination, inter-agency collaboration, raising awareness and developing easy-to-use reporting mechanisms that safeguard reporters and victims.



Three members of the Association for the Progress and Development of Women (APDF) in Mopti, Mali, a women-led organization that provides support and livelihoods training to victims of violence or abuse. OCHA/Unknown



CHAPTER THREE

LEAVE NO ONE BEHIND



CHAPTER THREE

LEAVE NO ONE BEHIND

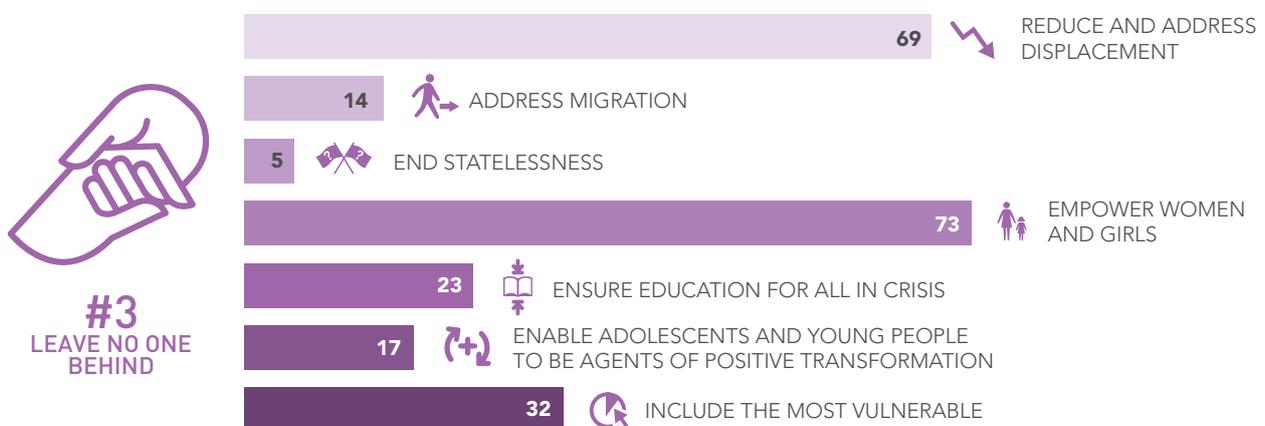
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Women wait for food distribution in Borno, Nigeria.

OCHA/Yasmina Guerda

The central aspiration of Core Responsibility Three is to deliver on the promise of the Sustainable Development Agenda to “leave no one behind”. The World Humanitarian Summit produced over 1,000 commitments to take action to uphold the rights of and find solutions for the most vulnerable groups, including forcibly displaced people, migrants, stateless people, women and girls, children, youth and persons with disabilities. In response to the growing numbers of people forced to flee their homes as a result of conflict, violence and persecution, the Agenda for Humanity called for durable solutions and sustainable approaches to build resilience and self-reliance among displaced people and their host communities, in addition to meeting short-term needs. Core Responsibility Three also called for humanitarian action to empower women and girls as leaders and focus attention on their assistance and protection needs, to end the exclusion and ‘invisibility’ of persons with disabilities and other marginalized groups, and to prioritize the specific needs of children and youth in crises.

FIGURE 3.1 - BREAKDOWN OF REPORTING UNDER CORE RESPONSIBILITY THREE



Stakeholders

In 2017, 104 stakeholders reported against one or more of the seven transformations within Core Responsibility Three; the breakdown is shown in figure 3.1 below. This chapter analyses the progress, challenges and next steps for the transformations that received the most reports: Empower Women and Girls, Address and Reduce Displacement, and Include the Most Vulnerable (Transformations 3D, 3A and 3G); with briefer summaries of the other four.

Progress in 2017

Buoyed by global leadership and greater awareness, 2017 saw important progress towards the promise to “leave no one behind”. Following the adoption of the New York Declaration for Refugees and Migrants in 2016, Member States and other stakeholders mobilized to implement the Comprehensive Refugee Response Framework and contribute to the development of global compacts on refugees and for migration. Stakeholders delivered joined up efforts to

address the immediate and longer-term needs of displaced people, and formed partnerships, improved cooperation and provided financing to support resilience in protracted displacement crises. Reporting increased on political mobilization, advocacy, and research and data collection on internal displacement, addressing a gap identified in the previous year.

Stakeholders also demonstrated that work that had begun in 2016 to entrench gender equality principles in humanitarian action was starting to deliver results. New policies, guidance and tools were created by organizations or across the sector, supported on the ground by stronger reporting on gender equality programming. Political support, funding and advocacy for sexual and reproductive health rights remained strong, notably among European Member States. The Charter on the Inclusion of Persons with Disabilities in Humanitarian Action¹ prompted new efforts and results on the ground, with stakeholders reporting funding and delivering more inclusive programming domestically and through international cooperation.



Internally displaced persons in the Lac region, Chad, receive cash transfers to support their needs. OCHA/Eve Sabbagh

¹ <http://humanitarianandisabilitycharter.org/>

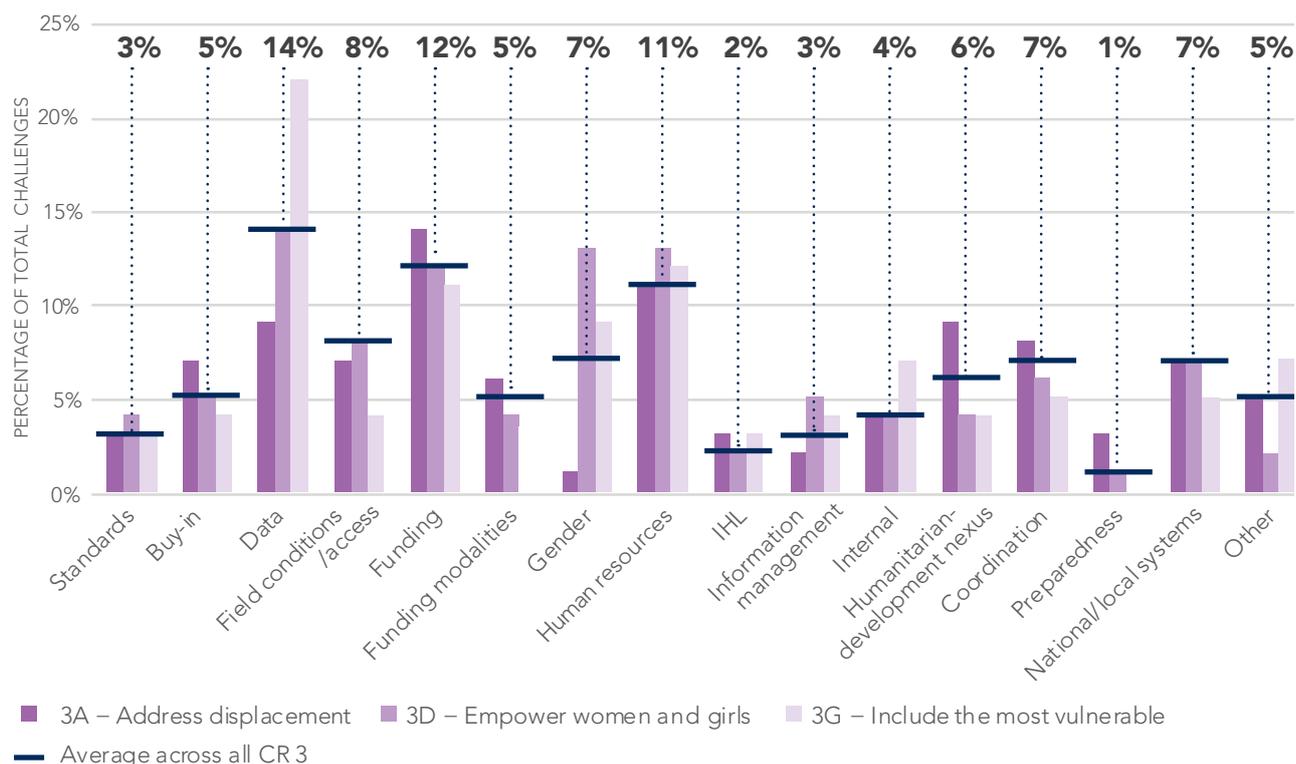
Challenges and next steps

Despite these achievements, a combination of global challenges and the limitations of humanitarian actors mean the most vulnerable are still being left behind. Protracted crises generate high levels of humanitarian need that outstrip the financial and human resources to meet them; political leadership to provide durable solutions and address root causes of displacement is desperately needed. On a practical level, the need for better data and analysis to inform decision-making and measure impact, in particular sex- and age-disaggregated data, emerged as the top challenge across Core Responsibility Three. Another important constraint is the persistent lack of leadership and capacity in the humanitarian sector to empower, include and meet the specific needs of women and girls, people with disabilities and other vulnerable groups, compounded by a lack of funding to address these shortfalls.

To close these gaps, the international community must increase focus and investment to ensure humanitarian and development actors meet the needs of the most vulnerable, harness

their capacities, empower them and build their resilience—and hold leaders accountable to this aim. Sufficient, flexible and reliable financing must meet immediate needs, and support programming and capacity-building in the longer term. In addition, a sector-wide improvement in the way humanitarian actors gather, share and use data on vulnerability is needed. Explicit commitments and strong leadership are needed to achieve equal representation of women in humanitarian organizations, including in senior roles, and to include people with disabilities, youth and other marginalized groups at all levels of decision-making. The availability of funding will determine whether progress occurs incrementally or brings about real change. Finally, ensuring sustainable impacts for those most in need will require greater synergies between humanitarian and development action, better sharing of knowledge, data and tools, and more joined up analysis, funding and programming.

FIGURE 3.2: CHALLENGES REPORTED BY STAKEHOLDERS ACROSS CORE RESPONSIBILITY 3



3A: Address and reduce displacement

The Agenda for Humanity called for action to ensure that:

- By 2030, internal displacement has been halved due to national, regional and international efforts to address the root causes of displacement and find durable solutions, with the full participation of people in decisions affecting them.
- People displaced across borders in the context of disasters and the adverse effects of climate change receive both the short- and long-term support they need because Member States and regional institutions are better prepared to receive and protect them, and find lasting solutions.
- Refugees and asylum seekers are granted access to safety and provided international protection because all countries live up to their responsibility to protect those who are forced to flee, support the countries that shelter them, and more equitably and predictably share responsibility for doing so.

As wars, violence and persecution continue to uproot tens of millions of men, women and children, stakeholders have taken important steps to find new ways to address displaced people's needs, while building resilience and supporting their dignity. In 2017, 71 stakeholders submitted reports under Transformation 3A: Address and Reduce Displacement. Analysis is limited to these reports; although, in fact, displacement was a cross-cutting theme across all the transformations of Core Responsibility 3.

Progress in 2017

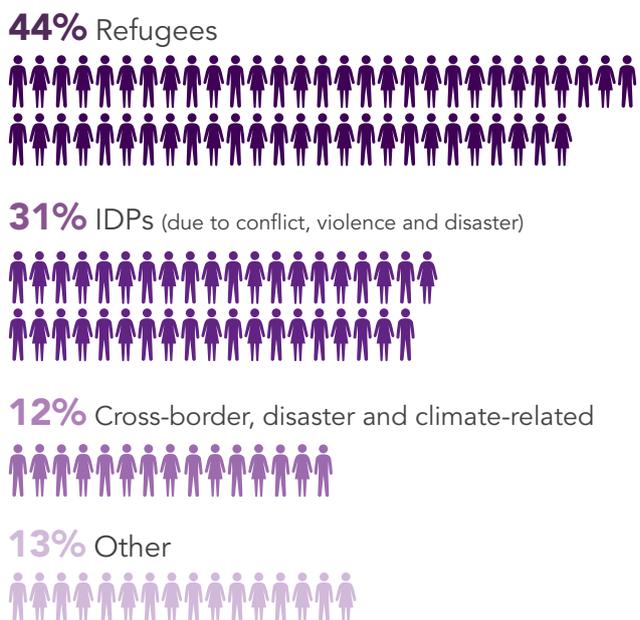
Support for the Global Compact for Refugees and Comprehensive Refugee Response Framework

Most Member States, and a number of other stakeholders, reporting under Transformation 3A described their participation in the development of the Global Compact for Refugees. Reports also reflected the growing momentum of the Comprehensive Refugee Response Framework (CRRF), which was being applied in 13 refugee-hosting countries by the end of 2017. Member States such as Belgium, Denmark, Estonia, Germany, Sweden and the United Kingdom, as well as international non-governmental organizations such as CARE and the Norwegian Refugee Council (NRC), reported funding, political engagement and technical or policy support for the roll-out of the CRRF.

Investing in solutions for displaced people and host communities

Most Member States reported funding to assist refugees, internally displaced people (IDPs) and host communities through the Office of the United Nations High Commissioner for Refugees (UNHCR) and other partners. The Netherlands committed EUR 80 million of new funding in

FIGURE 3.3: BREAKDOWN OF REPORTING UNDER TRANSFORMATION 3A BY TYPE OF DISPLACEMENT





Children attend a makeshift school in a camp for internally displaced persons in Borno, Nigeria. OCHA/Yasmina Guerda

2017 to improve prospects for refugees and host communities. The UPS Foundation contributed more than USD 2 million in cash and in-kind support for refugees, facilitating more than 54 vital relief shipments on behalf of humanitarian partners. In its first year reporting to PACT, Cyprus noted committing a minimum of 10 per cent of its international assistance and financing to support national and local systems that address the needs of IDPs, refugees and host communities. European Member States also contributed to the European Union (EU) Facility for Refugees in Turkey.

Member States also directed financing towards building resilience and preventing new displacements. Germany committed EUR 3.5 billion in 2017 to strengthen development-oriented approaches to supporting refugees, IDPs and host communities, and to mitigate the root causes of forced displacement. Austria, Denmark, Norway and the United Kingdom scaled up contributions to global financing instruments, including the Global Concessional Financing Facility, which supports middle-income countries impacted by the influx of refugees, and the International Development Association's sub-window for refugees. Ireland, Italy, Portugal and Spain funded the EU Emergency Trust Fund for

Stability and Addressing Root Causes of Irregular Migration and Displaced Persons in Africa.

Support for longer-term approaches to protracted displacement

Stakeholders emphasized efforts to build resilience and support the dignity of displaced people and host communities, including through education, health care, livelihoods and protection. Turkey launched a conditional cash transfer programme to encourage refugee children, particularly girls, to continue their education, and Ukraine adopted an action plan to ensure access to education for displaced children and those in non-government controlled areas. Poland initiated eight two-year projects to boost refugees' access to education, shelter, health and social protection. The Global Fund signed an agreement with UNHCR to expand health services to refugees and provide treatment for HIV, tuberculosis and malaria, while Sumitomo Chemical provided bed nets to refugees and IDPs at risk of malaria. Italy, Good Neighbors International, the International Labour Organization (ILO) and the United Nations Industrial Development Organization (UNIDO) supported livelihoods, vocational training and employment for displaced people and host

communities. Germany, Latvia, the UK, Christian Aid, Medair, and other stakeholders highlighted the importance of cash-based assistance to allow refugees and IDPs to decide how best to meet their urgent and longer-term needs.

Many Member States, including Canada, Denmark, the EU and Sweden, also reported improving complementarity between their humanitarian and development responses to displacement. They were supported by measures such as the OECD Development Assistance Committee Temporary Working Group on Refugees and Migration's new guidance on Addressing Forced Displacement through Development Planning and Co-operation.

Advocacy, research and data on internal displacement

Reporting increased on political mobilization, advocacy and research around internal displacement. The Special Rapporteur on the Human Rights of Internally Displaced People, UNHCR and the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) led broad consultations with States, the UN, NGOs and academic institutions to develop a three-year action plan to address and reduce internal displacement, in line with the Guiding Principles

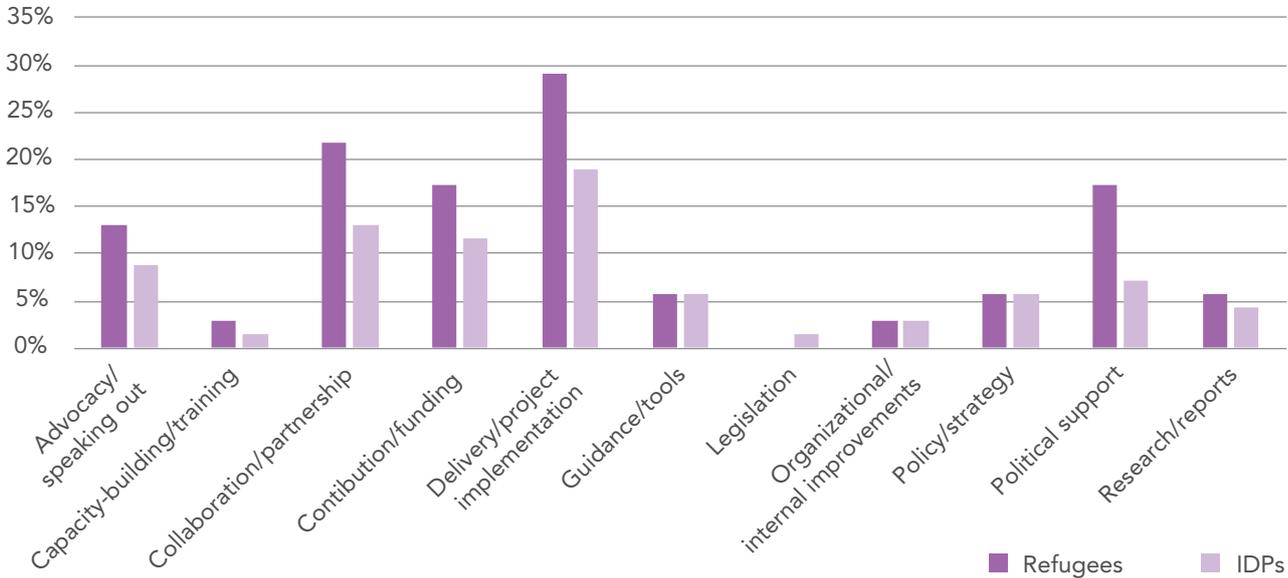
on Internal Displacement. Norway reported on its role as penholder for the General Assembly resolution on protection of and assistance to IDPs (A/RES/72/182), adopted by consensus in December 2017. OCHA, with funding from Switzerland and the United States, published *Breaking the Impasse*, a study on the long-term impacts of internal displacement, and supported use of its recommendations on humanitarian-development collaboration in pilot countries.

Internal displacement also featured in reporting on initiatives to improve data. The Special Rapporteur on the Human Rights of IDPs collaborated with the Joint IDP Profiling Service to develop tools and methodologies to generate better evidence. The NRC's Internal Displacement Monitoring Centre completed an analysis on the structural drivers of internal and cross-border displacement. The International Organization for Migration (IOM) rolled out its Displacement Tracking Matrix in 15 new countries to collect, analyse and disseminate data on displacement and population mobility. IMPACT reported that its joint initiative, REACH, has been generating field evidence across all major refugee and IDP crises.



Syrian refugee Abdel-Karim pauses as he digs a trench around his family's shelter following a winter storm which brought rain and snow. Bekaa Valley, Lebanon. UNICEF

FIGURE 3.4: REFUGEE- AND IDP-RELATED ACTIONS REPORTED UNDER TRANSFORMATION 3A



Resettlement and integration of refugees

Reporting on durable solutions increased slightly compared to 2016. The EU reported that 26,000 people received permanent refuge under EU resettlement schemes, and Canada exceeded its annual target of resettling 25,000 refugees, including over 16,000 that were privately sponsored. New Zealand piloted a new policy allowing community organizations to sponsor refugees, while Greece, Latvia and Romania reported concrete measures to improve the social integration of refugees and provide access to national education systems and labour markets. Malta launched the Migrant Integration Strategy and Action Plan to integrate displaced people and migrants into Maltese society. In Germany, 5,000 volunteers from the Order of Malta provided social integration support to refugees in 100 facilities. Norway funded campaigns and projects in EU countries to fight xenophobia and racism, and promote refugees’ integration into society.

Displacement in the context of disasters and climate change

Just under a fifth of those reporting on this Transformation touched on displacement caused by disasters, including cross-border displacement in the context of climate change. France, Germany, the EU, Switzerland and

UNHCR supported the Platform on Disaster Displacement—the follow up to the Nansen initiative, launched at the World Humanitarian Summit—which addresses the protection needs of people displaced in the context of disasters and climate change. Canada provided over CAD 2.2 million for those affected and displaced by natural disasters, through the Canadian Humanitarian Assistance Fund, and Hungary provided financial and in-kind assistance to disaster-displaced people in Sierra Leone and Cuba.

Several stakeholders also contributed to the global knowledge base on displacement and migration in the context of climate change. As a core member of the United Nations Framework Convention on Climate Change Task Force on Displacement, UNHCR helped develop recommendations on integrated approaches to address displacement related to climate change. The EU supported the Migration, Environment and Climate Change: Evidence for Policy project, which supported the IOM to formulate policy options on how migration, including displacement and planned relocation, can benefit adaptation strategies to environmental and climate change.

Achieving the transformation

As displacement continues to rise, humanitarian actors have struggled to cope with the massive scale of the problem. Stakeholders reported on the challenges of addressing needs with limited funds, human resources and capacity. They highlighted lack of data and insufficient capacity for analysis as obstacles to providing responses adapted to the specific needs of displaced people. Additionally, despite wide support for longer-term solutions, joined up humanitarian-development analysis, planning, funding and responses to displacement remain more a matter of theory than of practice.

Stakeholders highlighted the importance of providing resources to ensure that the promising global compacts on refugees and for migration achieve results. They pointed to the need to involve diverse partners in delivering solutions, including host governments, regional entities, international financial institutions, private sector organizations, and refugees and migrants themselves. Stakeholders also highlighted other areas where continued efforts, appropriately funded and coordinated, are needed to make collective progress:

- **Keep internal displacement on the international agenda:** IDPs represent 58 per cent of all people displaced by conflict and violence, with millions more displaced each year by disasters, including in the context of climate change. However, IDPs remain under-represented in progress reporting. More attention must be given to reporting achievements and sharing effective practices on internal displacement, particularly in less-documented situations such as displacement caused by disasters or in urban centres.

- **Strengthen national leadership:** Strong leadership by national governments, including host countries, is essential for building the self-reliance and resilience of displaced people. Stakeholders advocated for displacement issues to be included in national legal frameworks, development plans and reporting. This is a particular priority for countries affected by or prone to internal displacement, since IDPs are often citizens.

“A development approach to forced displacement requires a paradigm shift in behavior and work methods for both international and national partners.”

- Netherlands, self-report 3A

- **Ensure a more integrated response:**

Humanitarian and development actors should collaborate early to address the needs of refugees, IDPs and host communities, carrying out joint analysis and setting common goals to diminish vulnerability, with flexible, longer-term funding to address protracted displacement. Efforts to join up humanitarian and development analysis, planning, funding and response should be fully operationalized at country level, and aligned with government plans and priorities.

- **Support durable solutions:** Stakeholders also called for greater emphasis on durable solutions, including increasing refugee resettlement and better integrating displaced people within local communities and economies. More robust evidence is also needed on the social and economic benefits of resettlement and migration.

- **Address root causes:** Many stakeholders highlighted the importance of political will to address the root causes of displacement and provide political solutions to crises. They also emphasized the need to strengthen compliance and accountability with international humanitarian and human rights law, and invest in prevention, disaster preparedness and risk reduction before crises escalate.

- **Improve data and analysis:** Stakeholders stressed the need to improve the quality, accessibility and interoperability of data on displacement. Standardized data collection and analysis will be essential for measuring trends and progress.

3D: Empower and protect women and girls

The Agenda for Humanity called for action to ensure that:

Women and girls in crisis contexts can achieve the 2030 Agenda’s goal for gender equality and empowerment.

In the two years since the World Humanitarian Summit, stakeholders have taken important steps to entrench gender equality principles in humanitarian action, empower women to lead and participate in decision-making, and ensure the fulfilment of women’s and girls’ human rights. In 2017, 73 stakeholders submitted reports under Transformation 3D: Empower Women and Girls. As gender equality is a cross-cutting theme, analysis includes actions reported under other transformations.² Because few local organizations reported under Transformation 3D, this analysis under-represents their significant contributions to women’s and girls’ empowerment.

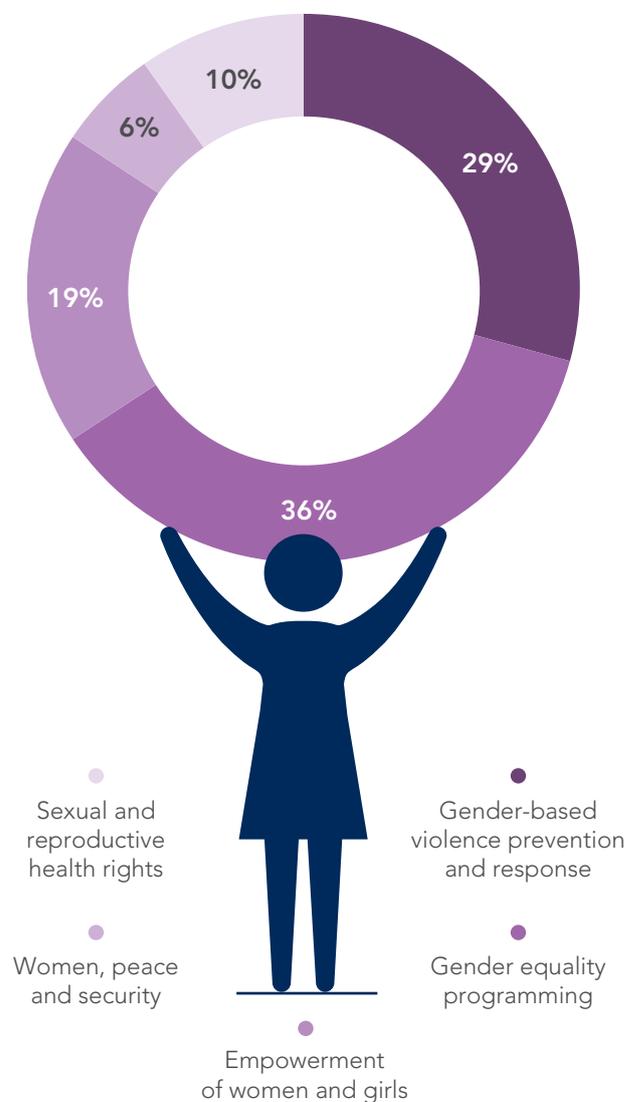
Progress in 2017

Entrenching gender equality principles

In December 2017, the Inter-Agency Standing Committee (IASC) endorsed its new Policy and Accountability Framework on Gender Equality and the Empowerment of Women and Girls in Humanitarian Action.³ The document sets out the principles, standards and actions for integrating gender equality and the empowerment of women and girls into all aspects of the IASC’s work, including preparedness, response and recovery efforts. Member States have also adopted gender policies that will influence humanitarian action. Canada adopted a Feminist International Assistance Policy to guide work on advancing the human rights and empowerment of women and girls in humanitarian settings. Switzerland launched the first Federal Department of Foreign Affairs strategy on gender equality and women’s rights. Stakeholders also noted efforts

to operationalize gender policies, improve the disaggregation of data and measure progress, mainly through the use of gender markers and other indicators. In line with these efforts, CHS Alliance developed a public dashboard to report members’ performance against the Gender and Diversity Index.

FIGURE 3.5: BREAKDOWN OF ALL REPORTING RELATED TO WOMEN AND GIRLS



² This section should be read alongside the section on Women, Peace and Security in Chapter 1, the section on gender-based violence in Chapter 2, and the section on displacement earlier in this chapter.

³ Available at <https://interagencystandingcommittee.org/gender-and-humanitarian-action/documents-public/iasc-policy-gender-equality-and-empowerment-women>.

Gender equality programming

Stakeholders reported funding and delivering programmes that aim to empower women, provide education and training, meet the specific needs of and provide essential services for women and girls. Reporting in 2017 highlighted funding and programming to increase women's direct participation in humanitarian decision-making. The six-year, AUD 50 million Australian Humanitarian Partnership launched the Disaster READY initiative, which recognizes the need to increase women's participation in disaster planning and safeguard the basic rights of women and girls in the Pacific and Timor-Leste. Japan supported the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) in carrying out projects on Women's Leadership, Empowerment, Access and Protection in Crisis Response in Egypt, Iraq and Jordan. The Women, Peace and Humanitarian Fund led by UN Women also provided USD 4 million towards women's leadership and participation in Jordan, Colombia and the Pacific. UNHCR improved women's participation in leadership and management structures in 29 refugee and 3 IDP situations, while CARE Jordan set up four Women Leadership Councils to enable Syrian refugee women to speak directly to humanitarian actors. IOM and the Women's Refugee Commission developed the Women's Participation Toolkit and used it in five countries to strengthen the participation of IDP women in camp governance. ActionAid established the Shifting the Power Coalition in the Pacific to support local women's organizations to engage in humanitarian response, and in Ethiopia, Kenya and Nepal more than two thirds of their local partners were women-led organizations.

With regard to funding, some Member States made gender an explicit priority. Iceland, for example, reported that more than 80 per cent of its aid funding targets gender equality. OCHA reported that 79.5 per cent of country-

based pooled funds (CBPFs) were designed to significantly contribute to gender equality, while the principal purpose of 6.2 per cent of CBPF-funded projects was to advance gender equality. However, while CBPFs provide the largest source of direct funding for local NGOs, there is no available breakdown of funds channelled to organizations led by women and working on gender equality. Some NGOs have begun to make this information available; Oxfam International, for example, reported transferring approximately EUR 1.7 million to women's rights organizations in 2017.

Funding and delivering on sexual and reproductive health and rights

Funding for sexual and reproductive health and rights was an important theme in 2017, and a number of Member States, including Denmark, Germany, Ireland, Italy, France, the Netherlands and the United Kingdom, reported increasing funding in this area. In January 2017, the Netherlands launched the She Decides initiative to raise financial and political support for sexual and reproductive health in developing countries. With support from Member States and other stakeholders worldwide, the initiative raised EUR 390 million in 2017. The UK co-hosted the Family Planning Summit in July, raising USD 400 million and generating over 60 commitments by countries, agencies and civil society. Stakeholders also reported on programme delivery; notably, the United Nations Population Fund (UNFPA), which provided services to 10.8 million people in 53 countries.

Achieving the transformation

Despite progress, reports noted that the humanitarian sector's commitment and capacity to meaningfully include women and girls in analysis, planning, programming and coordination remains woefully inadequate. Stakeholders identified important barriers to progress, including the lack of expertise and buy-in (often at leadership level); the absence of dedicated systems, spaces and human resources to drive gender equality forward; and the limited availability of sex- and age-disaggregated data. These challenges hinder efforts to better design, implement and evaluate programmes that meet the needs of and empower women and girls, and slow progress towards making the humanitarian system more inclusive, representative and gender-responsive.

To make collective progress, stakeholders highlighted five areas where work is needed. Spanning these areas is the need for dedicated leadership to bring about change, ensure women achieve equal representation in humanitarian organizations and discussions—particularly at senior level—and to eliminate the threat of sexual harassment, exploitation and abuse. Stakeholders also called for accountability measures to ensure gender is addressed in a systematic and meaningful way.

“Serious conversations [are needed] between all stakeholders around how we transfer power to women and girls. This requires flexibility in program design, funding modalities and funding parameters to support women-led organisations, enable feedback from women to considerably change planned program outcomes, and place affected women in positions of power.”

– CARE International, self-report 3D

- **Increase women's roles in decision-making and ensure responsive programming:**

Empowering women and girls and truly meeting their needs requires the meaningful inclusion of women and girls in decision-making in humanitarian organizations, Governments and communities. This shift goes hand in hand with increasing the ability of the humanitarian sector to respond to women's needs; for example, through more flexible funding and programming that can adapt to their feedback.



South Sudanese refugee children walk home together after school in Nyumanzi refugee settlement, Uganda. UNICEF/Ose

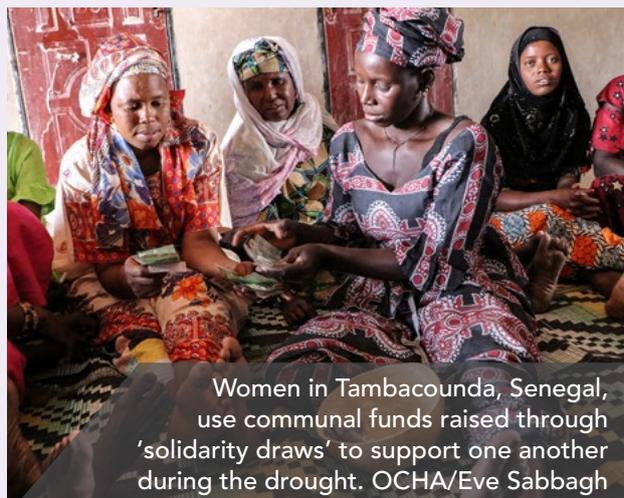
“Empowerment of women and girls in humanitarian settings, a cross cutting goal, can only be achieved through comprehensive efforts and strategic partnerships.”

– UN Women, self-report 3D

- **Support women’s organizations:** Closely related is the need for increased funding and support to women’s organizations, networks and movements, over longer periods of time. Stakeholders advocated for relevant workstreams within initiatives such as the Grand Bargain and Charter for Change to drive progress. Others highlighted the need to ensure an enabling environment by strengthening local and national systems for gender equality and working to end discriminatory legislation.

- **Build capacity for gender equality:** Major investment is needed to strengthen the humanitarian sector’s capacity for gender equality programming. Stakeholders also called for investing in measures to make organizations and the sector as a whole safer and more inclusive for women, including training for female and male staff.

- **Improve coordination among humanitarian actors and with development partners:** Stakeholders emphasized the need to improve coordination for gender equality across the humanitarian system. They also stressed the importance of working with development actors to ensure sustainability and assess progress over longer periods.



Women in Tambacounda, Senegal, use communal funds raised through ‘solidarity draws’ to support one another during the drought. OCHA/Eve Sabbagh

- **Improve data and intersectional analysis:** Stakeholders highlighted the need for consistent sex, age and diversity disaggregation in data collection and analysis, as well as for common standards and indicators, joint analysis, data compatibility and coordinated assessments of both needs and progress. Data and analysis must include multiple vulnerabilities to better inform intersectional planning and programming.

3G: Include the most vulnerable

The Agenda for Humanity called for action to ensure that:

- By 2030, no one is left behind by humanitarian action because policies and practices have been put in place to ensure that the needs of the most disadvantaged in crisis situations are met.

The World Humanitarian Summit catalysed a groundswell of action to ensure that the rights of the most vulnerable people in crisis are respected and protected, including persons with disabilities, ethnic minorities and other marginalized groups. In 2017, 32 stakeholders submitted reports under Transformation 3G: Include the Most Vulnerable, and other transformations related to disability or diversity.

Progress in 2017

Including persons with disabilities

Disability inclusion dominated reporting under Transformation 3G, and was a cross-

cutting theme across other transformations. In comparison to 2016, there was a noticeable shift from policy development towards putting commitments into practice, with many stakeholders recognizing the rallying effect of the Charter for the Inclusion of Persons with Disabilities in Humanitarian Action. Stakeholders reported progress in four main areas:

Strengthening global and institutional capacity for disability inclusion

Stakeholders continued to develop global resources to support disability-inclusive humanitarian responses. The United Nations Children’s Fund (UNICEF) published new Guidance on Inclusion of Children with Disabilities in Humanitarian Action. As part of the Age and Disability Capacities Programme (ADCAP), CBM, Christian Aid, HelpAge, and Humanity and Inclusion (HI) reviewed the Humanitarian Inclusion Standards for older people and people with disabilities.⁴ Many stakeholders participated in the IASC Task Team on Inclusion of Persons with Disabilities in Humanitarian Action, which made progress towards global guidelines to assist humanitarian actors achieve the full participation and inclusion of persons with disabilities.⁵

FIGURE 3.6: TRANSFORMATION 3G - BREAKDOWN OF TOPICS MENTIONED UNDER STAKEHOLDER ACHIEVEMENTS*



*While a few reports considered in this section deal specifically with women as a marginalized group, most of those relating to gender-based violence (see Chapter 2 – Addressing GBV in emergencies and PSEA) and gender equality (see earlier section in this chapter – 3D: Empower and protect women and girls) are not considered here.

Stakeholders also reported strengthening their internal capacities. Ukraine amended its Law on Humanitarian Aid to address the needs of persons with disabilities, and Italy prepared new Guidelines for Disability and Inclusion in Development Interventions, including a framework for humanitarian aid. UN Women developed a Strategy for the Empowerment of Women and Girls with Disabilities 2018-2021, and the United Nations Relief and Works Agency (UNRWA) established Technical Standards and Guidelines for Physically Accessible Environments for all its facilities, which will be integrated into the design of new schools. Many stakeholders invested in staff training on inclusion, while the EU, the United Kingdom and UNHCR pursued partnerships with disabled persons organizations to increase their own understanding and inform policy decisions.



Boy uses a pole as a crutch. Cox's Bazaar, Bangladesh. OCHA/Vincent Tremeau

Funding and programme delivery

Many Member States reported funding assistance for people with disabilities, enabling organizations like HI to deliver programming to meet their needs in diverse humanitarian contexts around the world. Stakeholders also highlighted initiatives to increase access to services for persons with disabilities in crises. Austria launched a disaster warning system via mobile app to provide an alternative to sirens for persons with special needs. Johanniter-Unfall-Hilfe constructed inclusive boreholes in Zimbabwe, UNICEF launched a project to create accessible latrine slabs, and Finland supported World Vision to develop low-cost water and sanitation solutions to improve the lives of people with disabilities in refugee camps in Kenya, Uganda and Iraq. In the Democratic Republic of the Congo, the Fund for Congolese Women helped 24 women living with disabilities and parents of children living with disabilities obtain credit for income-generating activities.

Building on last year's recommendations, stakeholders emphasized the importance of including people with disabilities in decision-making. Australia, Luxembourg and the Women's Refugee Commission funded people with disabilities to attend global meetings. The Thai Red Cross Community-based Disaster Risk Reduction Programme included persons with disabilities in the development of community action plans. UN Women's Strategic Plan 2018-2021 recognizes the need to enable women with disabilities to take up decision-making positions.

⁴This document replaced the pilot Minimum Standards for Age and Disability Inclusion in Humanitarian Action.

⁵The IASC Task Team is co-chaired by UNICEF, the International Disability Alliance, and Humanity and Inclusion (formerly Handicap International). Australia, the EU, Finland and Luxembourg financed the guidelines, which are expected to be finalized in 2018 and disseminated in 2019. See: <https://interagencystandingcommittee.org/iasc-task-team-inclusion-persons-disabilities-humanitarian-action>.



Syrian refugee Emine El Ilevi, 9, is helped by her sister Zeynep, 7, as she and her other siblings head to school in Adana, Turkey. UNICEF/Ergen

Availability of disaggregated data

Efforts to improve the disaggregation of data by sex, age and disability included HI's work with the International Disability Alliance and the Washington Group on Disability Statistics to enhance the availability and use of high-quality data by humanitarian actors. Christian Aid and the Office of the United Nations High Commissioner for Human Rights (OHCHR) used the Washington Group questions⁶ in field trials in Burundi, Sierra Leone and Nepal. Nonetheless, the lack of data and analysis remained the top challenge identified by stakeholders reporting under Transformation 3G.

Addressing the needs of other vulnerable groups

Stakeholders also reported actions to address the needs, rights and capacities of people with other vulnerabilities. Australia and Spain supported research on the inclusion and protection of sexual and gender minorities. Health Works targeted excluded women such as widows and sex workers, and Johanniter-Unfall-Hilfe targeted people living with HIV in food and cash assistance programmes in Zimbabwe and Kenya. Reporting on actions to address the vulnerabilities of ethnic minority groups increased slightly, but remained minimal. Canada exceeded its target of resettling 1,200 survivors of ISIL, of whom more than 80 per cent are from the Yazidi ethnic minority. DOZ e. V, an international NGO in the Middle East, delivered vital aid to marginalized Bedouin communities in eastern Syria.

⁶ The Washington Group (WG) Short Set is a set of questions designed to identify (in a census or survey format) people with a disability.

Achieving the transformation

Despite progress, stakeholders highlighted major gaps in the capacity of the humanitarian sector to include people with disabilities and other vulnerable and marginalized groups. The lack of data and capacity for analysis was cited by nearly half of stakeholders reporting under Transformation 3G. Stakeholders also pointed to the need for skilled staff, training and technical expertise to enable more inclusive programming.

To address these gaps and to translate commitments into policy, stakeholders emphasized the need for a more systematic approach, highlighting three main areas of work:

- **Concerted leadership to operationalize**

inclusion: Strong leadership is needed to mainstream inclusive approaches and operationalize guidelines and tools at country and field level. Stakeholders stressed the importance of national leadership to ensure that marginalized people and groups are considered in data collection, disaster risk reduction, and emergency planning and response frameworks, consistent with the UN Convention on the Rights of Persons with Disabilities and the Sustainable Development Goals. Advocacy should raise awareness of the importance of inclusive approaches and increase the visibility of marginalized people and groups in all decision-making.

- **Efforts to close the data gap:** With lack of data and analysis emerging as the top challenge in Transformation 3G, stakeholders emphasized the need for all humanitarian actors to integrate vulnerability indicators into data collection and ensure disaggregated data is available for analysis

“Lack of quality data prevents identification of the scale of the challenge, as well as providing appropriate, tailored responses.”

– UK, self-report 3G

“Organisations working with vulnerable people receive insufficient investment in their core organisational capabilities in areas like financial management, compliance, program management and people development. This affects their effectiveness and their longer-term financial sustainability [and] viability and therefore the preparedness and resilience of the communities they work with.”

– Humentum UK, self-report 3G

at all levels. To ensure the compatibility and comparability of data, and strengthen sector-wide capacity to assess progress, stakeholders called for common standards, references and indicators, along with guidelines, training and tools to support them.

- **Resources for capacity-building:** Many organizations, particularly local partners and disabled persons’ organizations, need sustained funding and technical support to implement inclusive approaches, collect disaggregated data, and promote the effective participation and leadership of marginalized people in all stages of the humanitarian programme cycle. Some advocated for human resources and expertise to be pooled at country level, to help contextualize and operationalize global guidance. Stakeholders also need practical tools and guidance to help them address complex issues like intersectionality.

Other transformations under Core Responsibility 3

Address migration 3B

Fourteen stakeholders submitted reports under Transformation 3B: Address Migration, spanning activities that included advocacy, policy, research and programming. In 2017, stakeholders sought to address root causes of irregular migration and prevent it. Stakeholders also sought to provide protection and assistance to vulnerable migrants, particularly children. Several reported activities to support the needs of migrants in the event of an emergency in their host countries. Finally, stakeholders engaged in the negotiation process for the Global Compact for Safe, Orderly and Regular Migration and undertook related advocacy. Migration was also a key component of reporting on support to refugees under Transformation 3A: Address and Reduce Displacement.



Examples of achievements reported under Transformation 3B

The United Nations Industrial Development Organization (UNIDO) supported the ability of vulnerable migrants to engage in income-generating activities through the provision of technical and vocational training, technology transfers, value chain enhancement and revitalizing productive infrastructure according to local market needs. UNIDO undertook this work in Ethiopia, Iraq, Jordan, Lebanon and Turkey.

Thailand released a new Economic and Social Development Plan that emphasizes improved health-care services for foreign migrant workers.

Greece established 10 Migrant Integration Centres: one-stop shops providing migrants access to practical and legal information. Two Greek cities designed a holistic integration programme to provide a wide range of services, such as language courses, vocational training and labour market integration activities.

In December 2017, the International Organization for Migration launched MigApp. This mobile application gives migrants easy access to information and services. MigApp provides information on visas, health and travel regulations, alerts on conflict or natural disasters, and details of counter-trafficking hotlines around the world. Through the app, migrants can find low-cost options for transferring remittances back home, book health appointments and communicate their stories through a secure social network.

End statelessness (3C)

Four Member States and UNHCR reported on progress to end statelessness; up slightly from three stakeholders last year. Australia, Canada, Spain and the United Kingdom engaged in advocacy to prevent and end statelessness, provided funding and other support to UNHCR's #IBelong Campaign, and updated

legislation and policy to protect stateless people. UNHCR published a major report on the plight of stateless people, *This Is Our Home: Stateless Minorities and their Search for Citizenship*.⁷ For a more comprehensive overview on progress to end statelessness, see UNHCR's Global Report 2017.⁸

⁷ <https://www.unhcr.org/protection/statelessness/59f747404/home-stateless-minorities-search-citizenship.html>

⁸ <https://www.unhcr.org/the-global-report.html>

Ensure education for all in crisis (3E)

Most of the 23 reports under Transformation 3E covered efforts to improve access to education in emergencies, including funding or operational support to the Education Cannot Wait initiative. Stakeholders reported funding and delivering programming to provide education to displaced children and young people, as well as supporting host communities to access formal education. Stakeholders also engaged in research, supported learning and innovation, undertook advocacy, and provided quality improvement, such as teacher training.



Examples of achievements reported under Transformation 3E

Funding or delivering education programming in emergencies:

- The EU increased its Education in Emergencies funding from its humanitarian aid budget to 6 per cent, well above both the global rate of 3.6 per cent and the EU's World Humanitarian Summit commitment of 4 per cent.

Higher education:

- Portugal supported ongoing efforts led by the Global Platform for Syrian Students to galvanize support for higher education in emergencies, and to enlarge the scholarship programme for Syrian Students in particular. Portugal also co-sponsored preparations for a Rapid Response Mechanism and for an international conference on higher education in emergencies, to be held in 2018.

Providing education for refugees, IDPs and host communities:

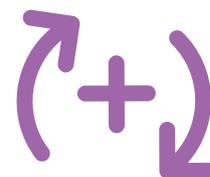
- Canada, Luxembourg and World Vision supported the No Lost Generation initiative, which provides education and protection services for children and youth affected by crises in Syria and Iraq. In 2017, the initiative supported national systems to reach over 773,000 children with psychosocial support and helped over 3.2 million children enroll in formal education in both Syria and refugee host countries.
- Targeted strategies by UNHCR increased refugee enrolment in primary school from 50 per cent in 2016 to 61 per cent in 2017, including 500,000 additional children in 12 countries in Africa, Asia and the Middle East.

Engaging in research, innovation and learning:

- Australia ran a AUD 2 million innovation challenge that focused on increasing access to education in emergencies, particularly for girls.

Empower young people (3F)

Seventeen stakeholders reported achievements against Transformation 3F: Empower Young People, highlighting actions to help young people acquire skills and knowledge, to improve their participation in decisions that affect their lives, and to support youth-focused or youth-led initiatives, including the Compact for Young People in Humanitarian Action. Most took steps to increase the participation of young people in preparedness, response and disaster risk reduction activities at all levels. Stakeholders also supported youth to lead their own projects to build awareness and resilience.



Examples of achievements reported under Transformation 3F

The ASEAN Humanitarian Assistance Centre, a regional coordinating body for national disaster agencies, and the Committee for ASEAN Youth Cooperation, partnered to create a new platform: the ASEAN Youth Network for DRR. The aim is to involve youth in the regional discourse on disaster management, on topics ranging from public information to capacity-building and deployment.

Reach Out to Asia launched a three-year initiative to build the capacity of youth and youth-led groups throughout the Middle East and North Africa. Under this initiative, young people will receive support to develop action projects in their home countries.

The Humanitarian OpenStreetMap Team reported that participation in its YouthMappers programme doubled to more than 5,000 young people. The programme works with universities to engage local students and young people in collecting vital spatial data that supports aid organizations.

A Lebanese NGO, Act for Human Rights (ALEF), and Save the Children worked with youth to create recommendations to improve the situation of adolescents in Lebanon. It also supported participants to present the recommendations at conferences in Jordan, Lebanon and Belgium.

In December 2017, with assistance from the Women's Refugee Commission, UNHCR established a Global Youth Advisory Council, made up of 15 young refugees, to advise the agency on high-level policy and programme decisions.

The youth peer education network of Tajikistan, Y-PEER, conducted a training of trainers session on using theatre to raise awareness of civil registration and the importance of obtaining a birth certificate.



CHAPTER FOUR

WORK DIFFERENTLY TO END NEED



CHAPTER FOUR

WORK DIFFERENTLY TO END NEED

Photo on previous page:

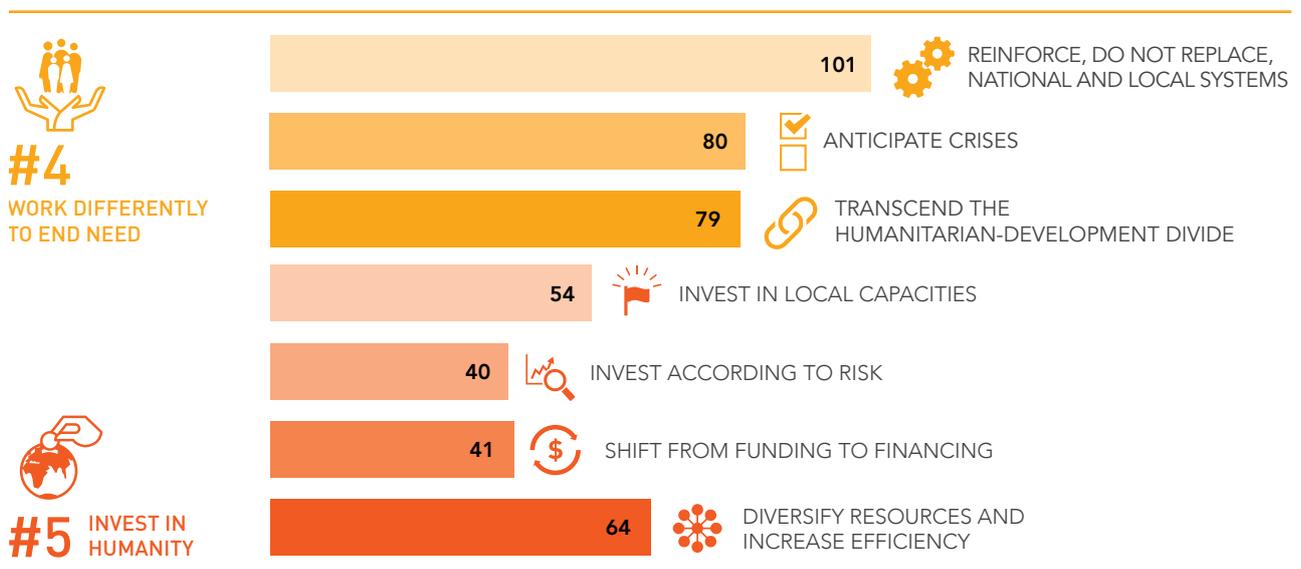
Two Rohingya refugee men build shelters in preparation for the rainy season. The resilience, capacities and skills of Rohingya refugees have been essential in improving the humanitarian situation in Cox's Bazaar, Bangladesh.

OCHA/Vincent Tremeau

Recognizing that protracted crises generate the majority of humanitarian need, stakeholders at the World Humanitarian Summit made substantive commitments to reduce vulnerability, build resilience and diminish humanitarian need. Core Responsibility Four of the Agenda for Humanity called for renewed focus on reinforcing national systems and empowering local actors, while putting affected people at the centre of humanitarian action. It prompted stakeholders to prepare for and anticipate crises and act more swiftly to prevent them. It set the foundations for joining up humanitarian and development work around collective outcomes to reduce need, risk and vulnerability.

Recognizing that these shifts require new ways of financing humanitarian action, Core Responsibility Five called on stakeholders to increase investment in local and national response capacities; direct more financing flows to preparedness, risk reduction and anticipatory action; and move from funding short-term interventions to financing collective outcomes.

FIGURE 4.1: BREAKDOWN OF REPORTING BY TRANSFORMATION



Stakeholders

This chapter covers reporting against Transformations 4A, 4B and 4C of Core Responsibility Four and the corresponding Transformations 5A, 5B and 5D of Core Responsibility Five. In 2017, 123 stakeholders reported under Core Responsibility Four, the highest number of any Core Responsibility. In addition, 67 stakeholders reported against Transformations 5A, 5B and 5D.

Progress in 2017

Two years after the World Humanitarian Summit, the call to make humanitarian action “as local as possible, as international as necessary”, has sparked initiatives to support local and national capacity to lead crisis response and spurred self-reflection, discussion and debate in the humanitarian sector. In 2017, stakeholders made progress to redirect international financing to local actors and remove barriers to direct funding; make capacity development an integral part of international humanitarian action; and build relationships that promote the participation, visibility and voice of national and local actors.

Stakeholders have also made important strategic and operational shifts, enabling them to better anticipate crises and direct more investment to reducing disaster risk. In 2017, the international community effectively used early warning and forecast-based financing (FbF) to launch early action, helping to mitigate the impacts of extreme weather events and food insecurity, including averting four potential famines in north-east Nigeria, Somalia, South Sudan and Yemen. Member States financed preparedness, disaster risk reduction and climate resilience, and a range of stakeholders reported on steps to boost regional and national preparedness capacity, increase urban resilience, and improve data collection and analysis to support risk-informed decision-making.

Finally, progress has been made to operationalize the New Way of Working (NWOW) and identify collective outcomes to reduce risk and vulnerability and build resilience, translating the concepts of the Agenda for Humanity into concrete action

at field level. Country-specific strategies to implement the NWOW were articulated in several countries, generating good practice and lessons learned that were shared globally. A core group of committed Member States are enabling this progress by providing joined up, multi-year and flexible funding. At the global level, Member States and other stakeholders made progress in breaking down institutional barriers that preserve organizational silos. At the end of 2017, the United Nations Secretary-General established a Joint Steering Committee to advance Humanitarian and Development Collaboration as part of his reform agenda to provide high-level support to country-level efforts.

Challenges and next steps

Despite the attention generated around the concept of localizing humanitarian response, progress remains incremental. Major structural, legal and institutional barriers prevent local actors from directly accessing international humanitarian finance. In 2017, only 0.4 per cent of all assistance reported to OCHA's Financial Tracking Service went directly to local and national NGOs, a rise of just 0.1 per cent from the previous year.¹

Stakeholders noted that many commitments to localization made by initiatives such as the Grand Bargain are not yet ready for field-level implementation. Across the humanitarian sector more broadly, commitments to include a more diverse set of actors in change processes have not been systematically realized. Indeed, in 2017, only 27 per cent of stakeholders who reported to PACT identified themselves as being from the Global South. Major changes are needed if humanitarian action is to truly enable affected people, communities and countries to become the primary drivers of response, with international support arriving to reinforce, not replace, local systems of resilience and recovery.

Similarly, despite promising successes in using early action to mitigate the impacts of crises, more financing is necessary to increase preparedness, reduce disaster risk and build resilience. Initiatives such as the Global Preparedness Partnership,

¹ Development Initiatives, *Global Humanitarian Assistance Report 2018*.

Community volunteers go door-to-door to explain the importance of handwashing. UNICEF/Unknown



which received applications from 25 Member States for support, have been hampered by a lack of resources, particularly in the context of immense humanitarian needs and competing urgent priorities. Vulnerable countries face barriers in accessing large international funds intended to support disaster risk reduction, climate change adaptation and resilience. Stakeholders also called for greater attention to building shared capacity for data collection and analysis and overcoming risk aversion, particularly in terms of scaling up promising methodologies such as forecast-based financing. Significant political advocacy, investment and financial prioritization for anticipatory action will be important determinants of change.

Despite high-level political support and promising achievements in some countries, the operationalization of collective outcomes is still in its early stages. Limited availability of multi-year, flexible funding and a lack of incentives for

working in a more joined up manner impede the effective operationalization of the NWOW in some contexts, as does the additional burden it entails on management and coordination. A major shift towards shared analysis is still required: programming towards concrete collective outcomes instead of individual outputs, and donors financing collective efforts over individual agency projects. Strong leadership and closer cooperation between humanitarian and development organizations at country level are critical to ensure a common understanding among all stakeholders and to drive a coherent approach going forward.

4A + 5A: Reinforce local systems and invest in local capacities

The Agenda for Humanity called for action to ensure that:

- Affected people are the central drivers in building their resilience and responding to risks and crises, with their safety and dignity upheld. (Transformation 4A)
- Whenever possible, humanitarian responses are led by national and local actors with tailored international support based on complementarity, and international cooperation leveraged to strengthen the response capacity of affected States and communities. (Transformation 4A)
- A greater percentage of international investment is directed to national and local actors to increase their capacity to prevent, respond and recover from disasters. (Transformation 5A)

The World Humanitarian Summit catalysed an unprecedented drive for humanitarian action to recognize the contributions and capacities of local actors, enhance their leadership, and give greater voice, choice and agency to affected people. In 2017, Transformation 4A: Reinforce, Do Not Replace National and Local Systems, received the highest number of reports, with 101 stakeholders reporting on their achievements. Fifty-four stakeholders reported on Transformation 5A: Invest in Local Capacities. This section presents a joint analysis of reporting under these closely interconnected transformations.

Progress in 2017

Strengthening local and national leadership, systems and capacities

More than half (58 stakeholders) of those who reported under 4A highlighted their progress on strengthening national and local leadership and systems. A similar number (54 stakeholders²) reported on investing in local capacities under Transformation 5A. Taken together, some common progress areas emerged.

FIGURE 4.2: BREAKDOWN OF REPORTING UNDER TRANSFORMATION 4A



²Note that there is overlap between stakeholders reporting on the two transformations.

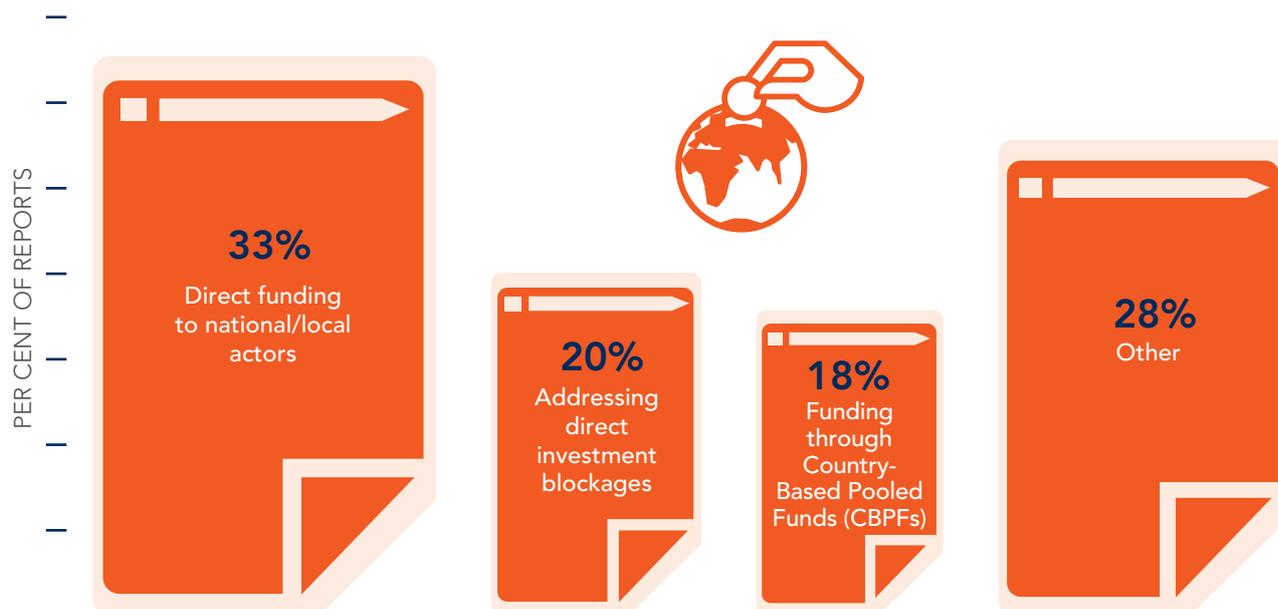


FIGURE 4.3: BREAKDOWN OF REPORTING UNDER TRANSFORMATION 5A

Funding to national and local actors

A number of Member States made progress in directing funding to local actors. Spain increased support for local actors from 4.5 per cent of humanitarian funding in 2016 to over 10 per cent in 2017, while Sweden and France reported that 10 and 12 per cent of humanitarian funds went directly to local actors, respectively. Australia and Canada directly funded a national NGO for the first time, and Italy funded three local NGOs in Lebanon and Palestine. Many increased allocations to pooled funds, including the UN-managed Country-Based Pooled Funds (CBPFs), which provide a coordinated and context-specific mechanism through which local actors can access funds. In 2017, CBPFs received a record USD 833 million from 26 Member States and allocated USD 698 million, of which 24 per cent went directly to national NGOs—a net and percentage increase from the previous two years.³

Stakeholders also took steps to reduce barriers to direct funding. New Zealand became a Grand Bargain signatory in October 2017 and committed to investigate barriers and

opportunities related to the direct funding of national and local responders in the Pacific region. Through its Less Paper More Aid initiative, the International Council of Voluntary Agencies (ICVA) helped make partner capacity assessments more interoperable at the country level, which will make funding local partners faster and easier. The Office of the UN High Commissioner for Refugees (UNHCR) expanded its pool of registered NGO partners to 1,500—almost doubling in size from 2015—and is working with the United Nations Children’s Fund (UNICEF) and the World Food Programme (WFP) to create a common UN partner portal to reduce administrative burden.

Improving transparency on funding

Most stakeholders were able to report the amount of humanitarian funding channelled to local actors, reflecting improved data and transparency. Progress was not limited to Member States; NGOs such as CARE, Catholic Relief Services, Christian Aid, Concern Worldwide, the Danish Refugee Council, Diakonie Katastrophenhilfe, Norwegian Church Aid, and Oxfam demonstrated transparency by

³ CBPF allocations to national NGOs totalled USD 74.06 million in 2015 and USD 133.6 million in 2016.

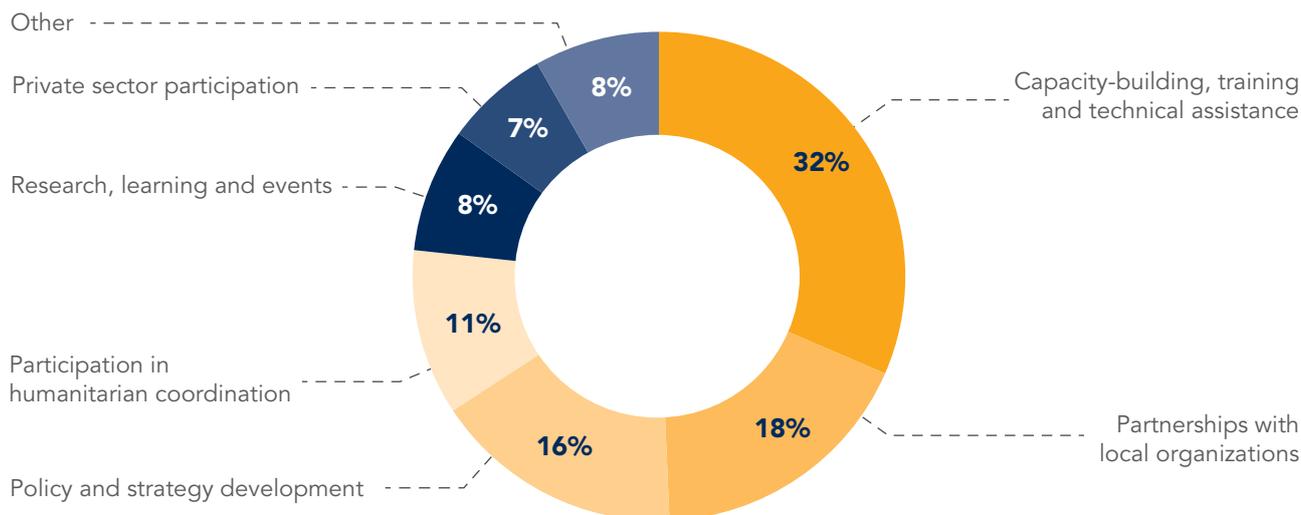


FIGURE 4.4: BREAKDOWN OF NON-FUNDING ACTIONS TO STRENGTHEN LOCAL SYSTEMS

reporting these figures through PACT,⁴ as did several UN entities. Stakeholders also noted that global averages mask country-level differences, and that meeting commitments to fund local actors depends significantly on the context, the complexity and challenge of responses, and on overall funding. For example, ActionAid reported that 93 per cent of its funding went through local actors after flooding in Nepal, compared to 52 per cent in its Ethiopia drought response.

Strengthening local and national capacity

As in 2016, capacity-building, training and technical assistance dominated reporting under Transformation 4A. Many stakeholders developed training courses and e-learning modules; for example, Concern Worldwide reached over 35,000 humanitarian workers through initiatives to boost national NGO leadership. Member States reported a number of measures to directly or indirectly incentivize capacity-building. The United Kingdom devoted GBP 13 million over two years to 14 NGO projects investing in local partner capacities, while the European Union (EU), Italy and WFP supported capacity development of National Red Cross and Red Crescent Societies. The Netherlands included explicit objectives to strengthen the capacity of local actors in a three-year agreement signed with a coalition of Dutch NGOs.

Reporting in 2017 also highlighted stakeholders' efforts to strengthen their national capacities. Chile undertook efforts to strengthen its institutions and trained local coordinators in line with its National Strategic Plan for Disaster Risk Management, and Panama launched a National Cooperation Plan to streamline its approaches to international cooperation. Australia pre-positioned specialists in disaster management agencies in Vanuatu, Samoa, Fiji and Tonga, and the Food and Agriculture Organization (FAO)

Enhancing the role of diasporas

Several stakeholders worked to engage diaspora communities in the humanitarian sector. Denmark provided DKK 5 million to Somali and Afghan diaspora groups in Denmark involved in humanitarian projects in their countries of origin. The African Foundation for Development, DOZ e. V and the International Relief Foundation reported on efforts to strengthen the role of diasporas in crises, notably through the Diaspora Emergency Action and Coordination initiative, supporting 43 diaspora organizations to engage in humanitarian response through advocacy, capacity-building and partnerships.

⁴ According to the *Charter for Change Progress Report 2017-2018*, increasing transparency around resource transfers showed the most progress of all commitments (Charter for Change, *From Commitments to Action: Progress Report 2017-2018*, p. 26).

supported Governments in countries prone to recurrent disasters to develop risk-informed and shock-responsive social protection programmes.

Supporting local leadership through partnerships and participation

International stakeholders reported efforts to strengthen engagement and develop partnerships with national and local organizations, with a spate of transformative initiatives that aim to elevate their capacity and participation in decision-making. New donor policies requiring INGOs to work in partnerships, such as those put in place by Denmark, France and Slovenia, have encouraged this shift, as has WFP's operational requirement that country offices include local partners in developing multi-year country strategic plans. Monitoring measures are also playing a role, such as the Danish Refugee Council's qualitative marker to distinguish between 'instrumental' or 'transformational' partnerships.

A few stakeholders also reported on efforts to increase the participation, representation and visibility of national and local actors, such as hosting workshops to bring actors together or

Engaging local private sector actors

A handful of stakeholders worked to facilitate the ability of local private sector partners to contribute to resilience, response and recovery. The EU launched the Sustainable Business for Africa platform and created new projects integrating the role of the private sector in fragile and crisis situations. World Vision International supported the first public-private sector disaster response simulation in Kenya, while HealthWorks aimed to strengthen the role of private health service providers in insecure areas. In Madagascar, the Telma Foundation reported the institutionalization of the Private Sector Humanitarian Platform, an outcome of the World Humanitarian Summit regional consultation. At least one member of the platform represents the private sector in each national humanitarian cluster, ensuring the coordinated involvement of the private sector throughout the disaster risk management cycle.



A Community Emergency Response Team in Gbao, Tajikistan. In July 2015 this team saved the entire Barsem village by recognizing early signs of an earthquake and evacuating people to safer places. OCHA/M. Sadvakassova

sponsoring national actors to attend high-level events in the Global North. The EU and CAFOD supported the Global South-led Network for Empowered Aid Response, while Christian Aid and Oxfam adopted policies to increase the visibility of local partners in their communications materials. Meanwhile, Humanitarian Aid International, an Indian NGO, initiated discussions to establish a Southern Charter to strengthen the role of southern organizations in global processes.

Empowering people affected by crises

Under Transformation 4A, stakeholders also reported on efforts to make affected people the central drivers of humanitarian response and recovery, by adopting more people-centred approaches, using cash-based assistance, and adhering to quality and accountability standards.

Community engagement and feedback mechanisms

Most of the stakeholders reporting on using people-centred approaches—including Caritas Internationalis, GOAL Worldwide and INTERSOS—emphasized improving their capacity to gather and respond to participatory feedback, using community-based protection and accountability mechanisms, and strengthening their complaints and reporting mechanisms. Stakeholders such as the Rural Rehabilitation Association for Afghanistan and the South Sudan Women with Disability Network highlighted activities to include the perspectives of women and vulnerable or marginalized groups. Good Neighbors International, Kesh Malek, World Vision International and others took action to include the perspectives of children in humanitarian response. UNICEF, the UN Office for the Coordination of Humanitarian Affairs (OCHA), the International Federation of Red Cross and Red Crescent Societies (IFRC) and others launched a multi-agency Communication and Community Engagement Initiative.

Cash-based programming

Reporting reflected efforts by the humanitarian sector to improve capacity, coordination and inclusion in cash-based programming. Many stakeholders reinforced their capacity to implement cash-based assistance, and Norway financed the Cash and Markets Capacity Development Roster (CashCap) of experts for use in multi-agency humanitarian response. A number took steps to improve the links between cash, gender and protection. For example, the Women's Refugee Commission developed a package on the use of cash interventions to support survivors of gender-based violence, and UN Women conducted a literature review of the effect of cash-based programming on gender outcomes. Stakeholders also reported on their support to and participation in inter-agency forums, learning platforms and other initiatives to improve coordination to deliver cash-based assistance at scale, such as the Cash Learning Partnership, the Collaborative Cash Delivery Platform, and various regional and country-level consortia and working groups.

Quality and accountability standards

Twenty-three stakeholders reported on using quality and accountability standards to improve accountability to affected people. Although the Core Humanitarian Standard continued to dominate reporting, some stakeholders also reported developing internal quality and accountability frameworks and mechanisms, and participating in revising the SPHERE standards.

Achieving the transformation

The call to reinforce, not replace local and national systems is broad and far-reaching. Progress is still in its early stages as stakeholders work to adapt commitments to the specific realities of each context. While political, financial and operational advancements have enabled more support to local action, stakeholders highlighted significant structural barriers that impede the transfer of power and responsibility. These include cumbersome funding and coordination architectures and a risk averse system under increasing pressure to demonstrate results. The requirement for national and local organizations to demonstrate their professionalism in technical sectors of humanitarian operations in order to secure grants was also cited as a challenge. Compounding the substantial obstacles local actors face, international organizations reported that the

short-term nature of humanitarian funding constrains investment in capacity-building and institutional change. They cited lack of skilled staff, high staff turnover, and limited time and resources as common challenges. Stakeholders also highlighted the complex challenge that localization represents for humanitarian coordination in varying contexts, and the difficulty of balancing the demand for an urgent, impartial response with the need to strengthen local capacity over the longer term.

Sustainable progress will require strong, coordinated leadership to address overarching barriers and to work towards the recommendations in the 2016 *No Time to Retreat* report.⁵ Stakeholder reports emphasized several themes that may help prioritize next steps:

⁵ UNOCHA, *No Time to Retreat: First Annual Synthesis Report on Progress since the World Humanitarian Summit, 2017*; pp. 6-7, pp. 63-64 and p. 77 provide recommendations relevant to this section.

A community health worker fills out a child's immunization card. Kasai Orientale province, DRC. UNICEF/Gwenn Dubourthoumieu



- **Improve coordination, transparency and local participation:** Greater coordination and transparency around the localization agenda will be vital in ensuring that commitments are translated into concrete actions on the ground; and local actors must play a key role in shaping these discussions. Stakeholders called for more information-sharing around how commitments are implemented and progress assessed. Some pointed to the need for greater cohesion among the global initiatives that aim to support local action. A number of stakeholders noted that fragmented efforts to strengthen capacity increases the burden on local partners and advocated for greater harmonization and pooling of efforts at country level, for instance through joint capacity and partnership assessments.

- **Reduce barriers to funding:** More efforts are still needed to bring down barriers faced by local actors in accessing international funding and support. Progress is still required in policy reform and reducing the burden of financial compliance and risk management, among others. Some stakeholders felt that donors were becoming more risk averse and called for easing of earmarking and other restrictions on implementing partners, such as those imposed by counter-terrorism regulations.

- **Support meaningful partnerships:** Stakeholders emphasized the importance of a genuine partnership approach between local and international stakeholders, characterized by multi-year commitments, investment in institutional strengthening, participation in coordination, visibility of roles and results, and influence in national and global policy. Such partnerships require support, in the shape of longer-term commitments and funding, and the recognition that real change is about a balance of power, not simply increasing the number of local implementing partners.

- **Engage the field:** There is still a gap between global commitments to localization and operationalization at country or field level. Emphasizing that the capacities, risks and barriers faced by local actors vary widely, stakeholders called for more context-specific policies and plans at country level to increase partnerships and



A volunteer in East Aleppo, Syria, educates children on the risk of unexploded ordnance. UNICEF/Khudr Al-Issa

participation, reinforce capacity and complement local preparedness and response systems. This must be accompanied by efforts to improve buy-in and overcome attitudes and beliefs about working with local actors.

- **Scale up and coordinate cash transfer programming:** Stakeholders emphasized the transformative potential of cash-based approaches, particularly multi-sector cash. They called for measures to improve the humanitarian system’s ability to deliver cash quickly and at scale; these include improving the global infrastructure for cash distribution; clarifying coordination; more multi-agency collaboration and interoperable programming; pre-positioning funds, partners and delivery systems; and setting up scalable safety nets.

“The lack of clarity and consensus surrounding cash coordination throughout the programme cycle has been identified as a key impediment to scaling up and making effective use of cash assistance in emergencies.”

– Norway, self-report 4A

⁵ UNOCHA, *No Time to Retreat: First Annual Synthesis Report on Progress since the World Humanitarian Summit, 2017*; pp. 6-7, pp. 63-64 and p. 77 provide recommendations relevant to this section.

4B + 5B: Anticipate crises and invest according to risk

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The Agenda for Humanity called for action to ensure that:

- Crises are averted because national actors, with support from the international community, have anticipated and acted swiftly to mitigate risks before a crisis occurs, based on increased investment and sharing of data and risk analysis. (Transformation 4B)
- Fewer countries and communities are vulnerable to crises and the negative consequences of climate change because national actors, with the support of the international community, have made risk-informed investments. (Transformation 5B)

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Since the Summit, stakeholders have made important strategic and operational shifts to better anticipate and plan for crises, and to provide direct financing to reduce disaster risks. In 2017, 80 stakeholders reported on their achievements under Transformation 4B: Anticipate Crises, and 40 stakeholders reported on Transformation 5B: Invest According to Risk. This section presents a joint analysis of reporting under these two transformations, while also considering relevant reporting under other transformations.

Progress in 2017

Advancing global political action to reduce disaster risk

Member States reported on their efforts to accelerate progress towards globally-agreed targets to reduce disaster risk and build resilience. Mexico reported hosting the Global Platform for Disaster Risk Reduction in May 2017 and Canada hosted the Fifth Regional Platform on Disaster Risk Reduction (DRR) in the Americas in March. Chile, Romania, Estonia, France, Slovenia, Spain and Turkey endorsed or rolled out national plans

to implement the Sendai Framework for Disaster Risk Reduction, emphasizing the link between DRR and anticipating and mitigating the risks of crises. El Salvador and Thailand highlighted the need for greater coherence between measures to achieve the Sustainable Development Goals, action on DRR and efforts to combat the adverse effects of climate change.⁶ The United Nations Office for Disaster Risk Reduction (UNISDR) piloted a prototype of the Sendai Framework Monitor in 2017. This data collection system, which was launched in early 2018, will enable a better understanding of disaster in all its dimensions, allowing more joined up analysis and monitoring.

“In the context of competing priorities and limited resources, maintaining global focus on preparedness, disaster risk reduction and resilience remains a challenge.”

– Australia, self-report 4B

Improving preparedness capacity and resilience

Stakeholders reported on a range of achievements to build preparedness and resilience at local, national, regional and international levels. A number of stakeholders, including Cordaid, Catholic Relief Services (CRS), CBM International, Diakonie Katastrophenhilfe, the Emmanuel Hospital Association and the Humanitarian Leadership Academy, implemented projects to strengthen community resilience. At national level, many stakeholders supported Member States’ strengthening of national and local systems. The World Health Organization (WHO) piloted a new country business model in 11 countries to improve national preparedness and response to health emergencies, and the World Customs Organization undertook support missions to four countries in West Africa to support emergency readiness. At regional level, Japan supported improved information communication technology at the ASEAN Coordinating Centre for Humanitarian Assistance. Panama advanced work on the Regional

⁶ Of the Member States mentioned here, Chile, El Salvador, Mexico, Romania and Thailand all reported to PACT for the first time in 2017.



A woman walks in the street of Roseau, Dominica, after Hurricane Maria. UNICEF/Moreno Gonzalez

Logistics Centre for Humanitarian Assistance in Latin America and the Caribbean,⁷ which officially opened in 2018. Achievements that will improve the preparedness of the international humanitarian system through the Inter-Agency Standing Committee (IASC) included development of Standard Operating Procedures for El Niño-La Niña events and the roll-out of the Emergency Response Preparedness approach, in use in 73 priority countries by the end of 2017.⁸

Urban resilience and preparedness also emerged as a priority in 2017. Turkey held an Urbanism Forum in January 2017, setting a goal to renew 7.5 million buildings over 15 years to reduce the risk of earthquakes. Slovenia certified two more cities as role model cities under UNISDR's 'Making Cities Resilient' campaign, and Thailand reported that the Working Group on Prevention and Mitigation of the ASEAN Committee on Disaster Management prioritized a project on disaster resilient cities. InterAction, IMPACT Initiatives, the Overseas Development Institute, the United Nations Development Programme (UNDP), HelpAge, the World Evangelical Alliance and many other stakeholders reported work on policy or practice to improve urban preparedness and response.

Strengthening early warning, forecast-based financing and early action

Stakeholders continued to improve capacities to anticipate natural hazards and respond early to mitigate their impacts. Azerbaijan, Chile and Panama strengthened national early warning mechanisms and systems. The EU improved multi-hazard monitoring and early warning of ECHO's Emergency Response Coordination Centre, and the Norwegian Meteorological Institute supported climate services in South-East Asia with forecasting software to improve weather and climate predictions.

Early warning and early action were successfully triggered in a number of crises in 2017, supported by FbF. FAO released USD 1.2 million to support early drought response in Kenya, Somalia and Ethiopia through a new internal fund linked to their Early Warning Early Action system. WFP tested the forecast-based finance window of their Food Security Climate Resilience Facility, which was fast-tracked to respond early to the impacts of drought in Guatemala and Zimbabwe. The Start Fund's Anticipation Window raised seven anticipatory alerts, three of which were activated

⁷ Centro Logístico Regional de Asistencia Humanitaria para América Latina y el Caribe (CLRAH).

⁸ This represents 96 per cent of targeted countries, a 26 per cent increase from 2016.

(in Tajikistan, Kenya and Timor-Leste). Germany provided approximately EUR 3 million to support two new FbF pilot projects in Madagascar and the Philippines, as well as a new FbF window within the IFRC Disaster Emergency Relief Fund.⁹

The Central Emergency Response Fund (CERF) commissioned an independent review of its contribution to the humanitarian response to the 2015/2016 El Niño. Preliminary findings and forward-looking questions on CERF's potential role in early action were presented to the CERF Advisory Group in October 2017.

Working together to prevent famine

In February 2017, the Secretary-General called on the world to avert four possible famines in north-east Nigeria, Somalia, South Sudan and Yemen. The international community quickly mobilized funding, and in less than a month, USD 1 billion was disbursed. Two months later, that amount had tripled to nearly USD 3 billion, and by early 2018 it had topped USD 5 billion. CERF was one of the earliest funding sources and early in the year allocated USD 118 million to Nigeria, Somalia, South Sudan and Yemen to ensure that humanitarian organizations could address the looming crisis. The spread of famine in South Sudan was halted, and famine-like conditions in the other countries were curtailed as 13 million people per month were reached with emergency assistance.

In 2017, the World Bank, the United Nations and other partners began work to develop the Famine Action Mechanism (FAM). Formally launched in 2018, it is the first global mechanism dedicated to supporting upstream interventions in famine prevention, preparedness and early action. FAM uses new data technologies to build on existing early warning systems and enhance the capacity to identify when food crises threaten to turn into famines. For the first time, this mechanism links early warnings with pre-arranged financing to ensure funds are released before a famine emerges.

Building resilience through private sector partnerships

Engaging the private sector led to positive results for preparedness in 2017. The Humanitarian Leadership Academy and the Philippine Disaster Resilience Foundation, in partnership with Unilever and Save the Children UK, worked with over 1,000 Filipino micro-, small- and medium-sized enterprises to build their resilience to disasters. Deutsche Post DHL Group reported that its Get Airports Ready for Disaster programme assessed six airports. The UPS Foundation supported multi-sector preparedness partnerships, including the Supply Chain Pandemic Preparedness initiative and the Rwanda Drone Delivery Network, an innovative effort to bring vital supplies to remote health facilities.

Investing in data and improving the evidence base for risk-informed decision-making

Building on efforts in 2016, stakeholders further improved data collection and analysis to bolster disaster preparedness and inform decision-making. The EU supported the Index for Risk Management (INFORM) to develop subnational indices, and the EU and Norway supported greater use of geospatial imagery in disaster management. The United Nations Population Fund (UNFPA) developed a mobile-ready, geo-referenced, web-based application to provide sociodemographic data in 10 countries in Latin America. UNDP commissioned a feasibility study for the Global Resource Information Database¹⁰ and decided to proceed. Efforts to improve the evidence base included an FAO study on the effectiveness of early action in Kenya, which demonstrated that for every USD 1 spent, beneficiary households saw a return equivalent to USD 3.50; and the EU's Disaster Risk Management Knowledge Centre's first flagship science report, *Science for Disaster Risk Management 2017 – Knowing better and losing less*.

⁹ The Forecast-based Action Fund was officially launched in May 2018.

¹⁰ The original name for this initiative was the Risk and Vulnerability Data Platform. See <https://www.agendaforhumanity.org/initiatives/3847> for more details.

Investing in disaster risk reduction and resilience to climate change

Member States continued to direct finance to DRR in vulnerable countries and communities. Many provided funds through instruments such as the World Bank-managed Global Facility for Disaster Risk Reduction. Germany provided EUR 47.2 million to strengthen local capacities for DRR, resilience and preparedness, and Canada allocated CAD 50 million over five years to support food needs and build resilience in three African countries. Stakeholders also worked to expand disaster risk insurance initiatives. For example, Thailand reported that ASEAN has established a regional programme on Disaster Risk Financing and Insurance, and Switzerland helped middle-income countries improve their financial resilience through the Sovereign Disaster Risk Financing and Insurance Programme.

Stakeholders also directed financing to build resilience to the impacts of climate change. The UK launched the Centre for Global Disaster Protection to enhance financial resilience to climate change and disasters in developing countries. At COP23, Germany expanded the InsuResilience Initiative on climate risk insurance to an InsuResilience Global Partnership on

Climate and Disaster Risk Finance and Insurance Solutions, with 44 members. Humanitarian partners, including the Start Network and WFP, are partnering with African Risk Capacity (ARC) to expand climate risk insurance coverage to vulnerable countries through the ARC Replica programme.

Climate action

Stakeholders also reported tackling climate change through a number of other means. Romania consolidated its National Climate Change Strategy and Action Plan, and elaborated a low-carbon green growth strategy. Many Member States, including Australia, Canada, Denmark, Iceland, Ireland and Luxembourg, supported climate action internationally and/or through multi-donor funds and programmes, including the Least Developed Countries Fund and the Green Climate Fund. Emphasizing the need for gender equality in climate action, UN Women launched the Gender Inequality of Risk programme,¹¹ and Ireland supported female negotiators at the United Nations Framework Convention on Climate Change and funded the Mary Robinson Foundation to ensure the participation of grassroots women in international climate discussions and decision-making.



“The drought has destroyed everything,” yells 55-year old Khair Mohammad, a farmer and father of seven in Daykundi Province, Afghanistan. UNICEF/Omid Adrak

¹¹ A partnership with UNISDR and IFRC, the goal of the programme is reduce the loss of lives and livelihoods and to enhance the resilience of communities to natural hazards in a changing climate.

Achieving the transformation

Despite years of global discourse, stakeholders noted that low investment in preparedness, DRR and resilience remains the biggest obstacle to effectively anticipating disasters and mitigating their impacts. Resource constraints are also among the factors that limit data collection and analysis and prevent stakeholders from scaling up early warning, forecast-based financing and risk insurance schemes.

Stakeholders emphasized the need for a global shift towards an anticipatory and risk-informed approach to both humanitarian and development action. They called for more coherence in follow-up between commitments to anticipate and prepare for humanitarian risk and international processes, including the Sendai Framework, the Paris Agreement and the Sustainable Development Goals. Building on the recommendations proposed in *No Time to Retreat*,¹² stakeholders highlighted the need for action in the following areas:

- **Scale up early warning and early action:** A system-wide shift towards early warning and early action requires the integration of early warning into policies and strategies, and mainstreaming multi-hazard approaches like forecast-based financing on a more systemic level. Some stakeholders suggested establishing a global facility and funding mechanism to support this.

- **Invest in data and evidence:** To enable such a shift, stakeholders also identified a pressing need to improve global and national capacity for data collection and analysis and to create the systems and tools to act on data in a timely way. They underlined the persistent lack of buy-in for investing in preparedness and risk management and called for more robust evidence to make the case for it.

- **Improve coordination and share expertise:** Reports stressed the need to improve coordination and pooling of expertise among States, national actors and international organizations. Stakeholders also emphasized that to improve early warning and early action, common donor approaches and multi-stakeholder collaboration are needed, as is more sharing of best practices, tools, data and analysis.

- **Enhance the role of the private sector:** The transformative role of public-private partnerships to contribute expertise, resources and technology still requires encouragement and support to reach its potential. Stakeholders called for more donor support for private sector engagement in humanitarian response, greater coordination and streamlining of engagement with private sector partners, and involvement of the private sector at local and national level in preparedness activities to ensure a coordinated, rapid response if a crisis occurs.

- **Enable local leadership and promote community-based resilience:** To enable national and local leadership, build capacity and develop risk-informed investment strategies, stakeholders recommended measures such as policy dialogue, coordination and partnerships between international and national institutions. Stakeholders also emphasized the importance of strengthening community-based leadership and empowering communities, including women and youth, to participate in and lead DRR and resilience-building.

- **Change the financing paradigm:** Since none of the above is possible without substantive changes to humanitarian financing, reporting in 2017 highlighted the need for three shifts:

- Increase dedicated funding for risk-informed preparedness, prevention and resilience-building activities, including data collection and analysis, capacity-building and private sector engagement.
- Expand longer-term financing options to bridge the humanitarian-development nexus, particularly for DRR and climate change adaptation, and facilitate access for countries most at risk.
- Promote a more anticipatory humanitarian system by funding early warning and early action activities, including the use of forecasting data to trigger the allocation of humanitarian funds.

¹² OCHA, *No Time to Retreat*, p. 67 and p. 79.

4C + 5D: Transcending humanitarian-development divides and shifting from funding to financing

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The Agenda for Humanity calls for humanitarian and development action to ensure that:

- Fewer people need long-term or recurrent humanitarian assistance because humanitarian and development actors have aligned their work towards collective outcomes that reduce risk and vulnerability over multiple years and that are based on the comparative advantage of a diverse range of partners. (Transformation 4C).
 - A more diversified and innovative range of financing tools is available for actors to achieve collective outcomes, through a response that comprehensively targets prevention, life-saving and recovery activities. (Transformation 5D).
-

In the face of increasingly protracted and recurrent crises, humanitarian and development actors committed to the NWOW to meet immediate needs while reducing need, risk and vulnerability over time. In the short time since the World Humanitarian Summit, stakeholders have made impressive headway, working to strengthen humanitarian-development alignment, articulate collective outcomes and provide longer-term and more flexible financing. In 2017, 78 stakeholders reported making political, operational

“There remain few examples of where there is a joint outcome-setting, analysis and/or planning between humanitarian and development actors, with governments and other key stakeholders.”

– IRC, self-report 4C

and financial changes to shift their focus towards achieving collective outcomes under Transformation 4C: Transcend Humanitarian-Development Divides, and 41 reported on Transformation 5D: Shift from Funding to Financing. In addition, 19 stakeholders reported on efforts to deliver the NWOW.

Progress in 2017

Operationalizing the New Way of Working and bridging the humanitarian-development divide at country level

High-level political support for the NWOW continued to grow in 2017, with the UN, NGOs and Member States revising their normative frameworks, and stakeholders at the country level starting to analyse, plan and programme in a more joined up manner. At country level, stakeholders demonstrated strong support and concerted efforts to advance the NWOW. OCHA and UNDP, together with other partners, supported the articulation of collective outcomes and country-specific strategies to implement the NWOW in Burkina Faso, Chad, Mauritania, Nigeria, Sudan, Somalia and other countries.¹³ Other measures to improve humanitarian-development collaboration included efforts by Denmark, Italy, Luxembourg, Norway and the United Kingdom to join up humanitarian and development analysis in their bilateral partnerships and programmes. The EU identified six pilot countries (Sudan, Chad, Nigeria, Uganda, Iraq and Myanmar) where it will use a full range of political, diplomatic, development and humanitarian tools to help countries build resilience. Many other stakeholders, including CARE International, CBM International, Christian Aid and Cordaid, supported this transformation through initiatives that combine humanitarian efforts with support to building resilience.

Advancing research, learning and guidance

Important efforts were made in 2017 to advance learning on the NWOW. Denmark and Turkey, together with UNDP and OCHA, organized high-level events, while regional workshops were organized in Dakar and Entebbe to share learning. The World Bank, the Organization for Economic

¹³ For more details and country progress updates, see: <https://www.agendaforhumanity.org/initiatives/5358>



In Somalia, these young men are receiving support to venture into the fishing industry, in order to help diversify livelihoods. FAO

Cooperation and Development (OECD), OCHA and UNDP also hosted a workshop for donors in Washington, D.C. ICVA produced guidance and online briefings for NGOs on the NWOW, the OECD published a series of eight guidelines to help donors transcend humanitarian-development divides, and NGOs such as CARE International and Christian Aid committed to producing lessons learned from the field. Stakeholders also reported funding or undertaking research to strengthen coherence between humanitarian and development action. Turkey established a research institute in Gaziantep, and FAO, the EU and 10 other humanitarian and development partners provided a common analysis of food insecurity from around the globe in the *2018 Global Report on Food Crises*, which aims to inform sustainable solutions to food insecurity crises.

Institutional reform to support humanitarian-development collaboration

Institutional reforms were taken forward by the UN, particularly through the creation of the Joint Steering Committee to advance Humanitarian and Development Collaboration, chaired by the UN Deputy Secretary-General and co-chaired by the Emergency Relief Coordinator and the

Administrator of the United Nations Development Programme, as part of the UN Secretary-General's reform efforts. The Office of the United Nations High Commissioner for Human Rights (OHCHR) noted the emphasis on integrated analysis under the updated United Nations Development Assistance Framework (UNDAF), while UNHCR reported integrating the NWOW into the roll-out of the Comprehensive Refugee Response Framework. Many Member States also launched new strategies, policies or internal measures to improve humanitarian-development cooperation, as did a number of NGOs. Denmark launched a new joint strategy bringing humanitarian and development cooperation under one vision, while France and Spain finalized national strategies that make resilience an overarching objective of international engagement. The EU adopted the European Consensus on Development to promote closer cooperation and complementary action between development and humanitarian actors, as well as shared analysis of risks and vulnerabilities. Many stakeholders also reported measures to improve coherence with peacebuilding efforts to achieve long-term solutions (these are described in Chapter 1).

Multi-year, flexible financing and programming

Reporting under Transformations 4C and 5D showed momentum towards multi-year funding and reducing earmarking, which are crucial to create an enabling environment to pursue collective outcomes. Most Member States reporting under Transformation 5D provided multi-year or flexible (unearmarked or softly earmarked) funding through multi-year agreements with partners, support to pooled funds, core funding to UN and Red Cross/Red Crescent organizations, and bilateral development cooperation agreements. Belgium, Denmark, Finland, Norway and Switzerland exceeded their Grand Bargain targets of making 30 per cent of contributions unearmarked or softly earmarked. Australia, Belgium, Canada and Norway provided joined up, multi-year funding to crises, and France delivered on its 2016 commitment to create a vulnerability fund by operationalizing its Peace and Resilience facility, funding multi-year programmes in the Sahel, the Lake Chad region, the Middle East and the Central African Republic. Thailand and Turkey innovated domestic financing to reduce vulnerabilities and enhance resilience through soft-loan schemes, social safety net programmes and conditional cash transfers.



Ninigeté Sanmatenga proudly displays her crops in Sanmatenga, Burkina Faso. OCHA/Eve Sabbagh

Innovating across the humanitarian-development divide

Stakeholders reporting under Transformation 4C emphasized the importance of innovation to break down silos. Eight stakeholders, including Denmark, the Netherlands, the United Kingdom, UNHCR and World Vision International, reported contributing to or participating in the Global Alliance for Humanitarian Innovation. Germany contributed to the WFP Innovation Accelerator, and Mercy Corps collaborated with Cisco's Tech for Impact initiative to launch an innovation lab to identify new or innovative uses of technology in the field.

Adapting policy to finance collective outcomes

To complement these efforts, stakeholders reported measures to adapt humanitarian finance to enable joined up planning and programming. FAO, OCHA and the Norwegian Refugee Council (NRC) produced the study, *Living up to the Promise of Multi-year Financing*, which advocates for investments across the humanitarian-development nexus. Others took steps to eliminate internal barriers to multi-year funding: Belgium reported that three of its four budget lines for humanitarian aid are multi-year, while Denmark laid the groundwork for more coherent financing through its new Strategy for Development Cooperation and Humanitarian Action. Many other stakeholders including CARE International, Concern Worldwide, Development Initiatives, ICVA and OCHA engaged in advocacy with donors on the need to finance collective outcomes.

Achieving the transformation

Despite political commitment and operational achievements in some countries, there is still a need to more systematically adopt new approaches and remove substantial institutional and systemic barriers to humanitarian-development collaboration. More than a third of stakeholders reporting under 4C and 5D highlighted joined up humanitarian-development analysis and planning as one of their top three challenges. Major shifts are still required in terms of shared analysis, programming towards concrete collective outcomes rather than individual outputs, and financing joint efforts over separate projects. Despite increases in multi-year humanitarian funding by some key donor States, many others continue to report legal and institutional barriers that prevent them from providing multi-year humanitarian financing. The lack of flexible funding remains a further barrier to responding in ways that transcend the humanitarian-development divide, as earmarking and categorization of funding hamper the ability of organizations to adapt to changing needs.

The following are recommendations for taking forward the NWOW and operationalizing collective outcomes:

- **Adapt and combine existing country-level analytical tools and processes:** A context-specific joint presentation of needs, vulnerabilities and risks can serve as the basis for a common approach. Best practices have shown that both Common Country Assessments and the World Bank's Systematic Country Diagnosis benefit from the coordinated assessments of the Humanitarian Needs Overviews. This household-level analysis, carried out in partnership with all humanitarian actors, provides a comprehensive understanding and identifies trends to better address areas of greatest vulnerability.

- **Articulate collective outcomes at country level:** The articulation of collective outcomes at the country level provides a joined up objective to measurably reduce need, risk and vulnerability. These collective outcomes, informed by a truly joint analysis, should determine programme design, funding and implementation over a three to five-year period. Articulation should take place at the earliest stage, driving any subsequent

planning process, and must also be supported by donors, who also play an integral part. Government leadership and ownership are also essential to this process.

- **Provide strong leadership:** Country-level leadership, through the Government, the UN Resident Coordinators/Humanitarian Coordinators (RC/HC), heads of agencies and international financing institutions, is critical to operationalize collective outcomes. Close cooperation and regular joint meetings between UN Country Teams and Humanitarian Country Teams are also essential, as well as dedicated capacity in the RC/HC's office, with headquarters' support to implement the NWOW.

- **Strengthen efforts to finance collective outcomes:** Donors should strongly support efforts in countries to operationalize collective outcomes. They should support country teams to develop a finance strategy aligned with these collective outcomes and their implementation plans, and that sequences new and existing resources accordingly. Donors should also expand multi-year funding for collective outcomes that includes activities over a three to five-year period to reduce need, risk and vulnerability.

- **Overcome institutional barriers:** Stakeholders are encouraged to strengthen structures within their respective organizations to enable joined up humanitarian-development analysis, planning and programming, as well as operationalizing and financing collective outcomes.

"A key element emerging is the need for flexible multi-year funding that can be switched between humanitarian and development programming. This has been a particular challenge during ... 2017 ... where donor categorization has substantially reduced our capacity to respond."

– CARE International, self-report 4C

5E: Diversify resources and increase efficiency

The Agenda for Humanity called for action to ensure that:

- New actors are mobilized to contribute resources to humanitarian action, and resources are spent as efficiently as possible. (Transformation 5E).

Progress in 2017

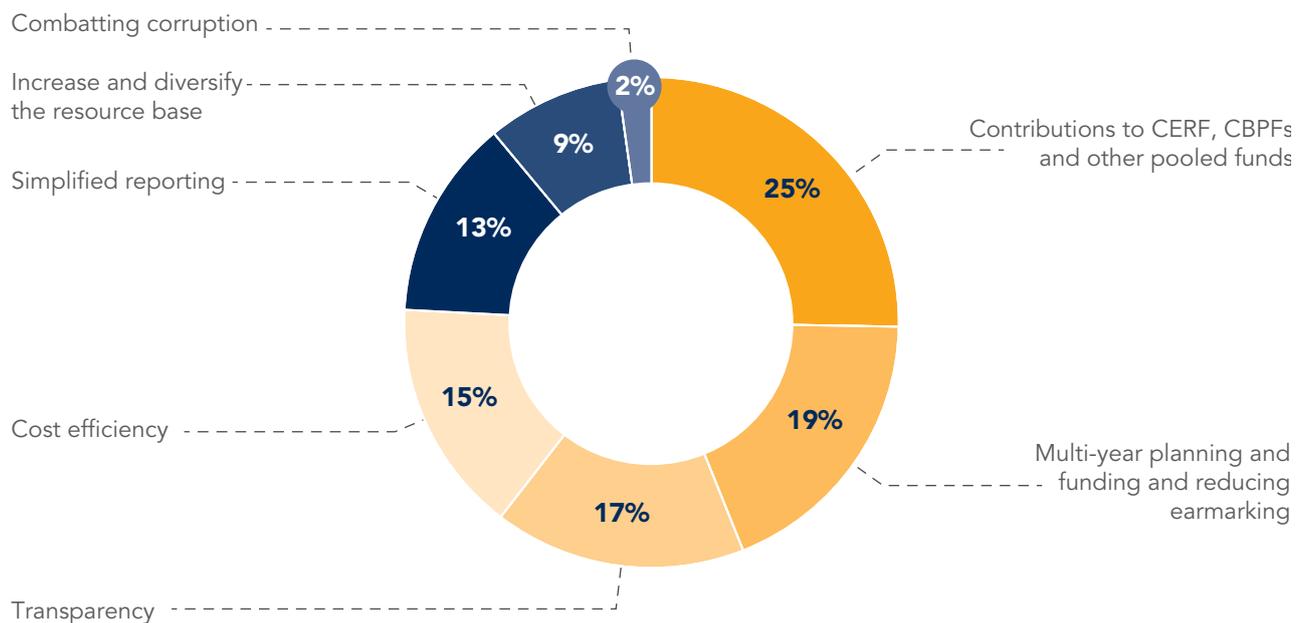
Under Transformation 5E, 64 stakeholders reported on efforts to improve the efficiency and transparency of humanitarian financing, and to diversify and increase the resource base. These efforts were mobilized by World Humanitarian Summit commitments and by initiatives that include the Grand Bargain, the Good Humanitarian Donorship Initiative, the International Aid Transparency Initiative, and the Core Humanitarian Standard.

Creating cost efficiencies

Stakeholders took a number of actions to manage humanitarian funds with greater

efficiency. Some, including Australia, Estonia and Turkey, emphasized cash-based assistance. The EU reached its target of disbursing 35 per cent of its aid budget through cash transfers and adopted guidance to improve the efficiency and effectiveness of large-scale cash transfers through means such as centralized payment mechanisms and beneficiary registries. Stakeholders also reported on efforts to reduce administrative burden, such as the use of multi-year and unearmarked or softly earmarked funding by Canada, Finland, the United Kingdom and other Member States. Efforts to simplify and harmonize reporting included pilots that Germany and the International Council of Voluntary Agencies (ICVA) launched in Myanmar, Iraq and Somalia for a standard template on narrative reporting, with support from donors, UN entities and NGOs, including the Norwegian Refugee Council (NRC) and the World Food Programme (WFP). Many stakeholders took steps to reduce their own management costs, such as Caritas Internationalis, which created a streamlined appeal approach across the confederation, and the International Rescue Committee (IRC), which piloted a mandatory cost analysis system in two country offices to achieve the greatest impact per dollar

FIGURE 4.5: BREAKDOWN OF REPORTING UNDER TRANSFORMATION 5E





Unloading WFP food supplies in the port of Aden, Yemen. OCHA/Matteo Minasi

spent. InterAction published a policy paper with recommendations to improve the efficiency, quality and effectiveness of US humanitarian assistance.

Improving transparency

Stakeholders continued to use global standards to improve transparency. A 2017 assessment by Development Initiatives showed considerable progress in reporting to the International Aid Transparency Initiative (IATI), with 61 per cent of signatories publishing humanitarian data.¹⁴ Several stakeholders reported joining IATI in 2017 or preparing to join, and a number of NGOs reported steps to improve transparency by adhering to the Core Humanitarian Standard. Stakeholders engaged in research and advocacy on aid transparency, such as Humentum UK's collaboration with Bond to research current practice in cost transparency and lobby donors to change processes in line with best practice.

Stakeholders also reported progress in improving financial data. In December 2017, OCHA and the Netherlands launched the Centre for Humanitarian Data in The Hague to increase the use and impact of data in the humanitarian sector. The OECD completed a commitment to develop a clear and inclusive process to improve the consistency, comparability and transparency of reporting of ODA-eligible, in-donor refugee costs by aligning members' calculation methods. Belgium adopted a system to publish humanitarian financing data more frequently.

Increasing and diversifying the finance base

Many Member States reported efforts to increase funding for humanitarian action. Many reported increasing their contributions to the Central Emergency Response Fund (CERF) in 2018.¹⁵ Member States continued their advocacy for

¹⁴ Development Initiatives, self-report 5E. This figure represents 31 member or affiliated organizations.

¹⁵ For a full list of donor contributions to CERF, see <https://cerf.un.org>.



The smile of a grandmother who received one hundred dollars in an unconditional cash grant in a village outside of Mbuji Mayi, in Kasai province, DRC. UNICEF/Patrick Rose

reaching the General Assembly-endorsed USD 1 billion annual funding target for CERF,¹⁶ and continued extensive support to Country-Based Pooled Funds (CBPFs) and other pooled funding mechanisms.¹⁷ Member States, including Canada, Luxembourg and Norway, also took steps to make such financing more flexible and predictable, with a particular emphasis on providing multi-year contributions.

A handful of stakeholders reported actions to diversify the resource base for humanitarian action. Switzerland supported the International Committee of the Red Cross (ICRC) to develop the first humanitarian impact bond, launched in September 2017, as an innovative way to raise private capital from social investors. The EU and Japan used political and diplomatic opportunities

to reach out to non-Development Assistance Committee States and to promote partnerships with a broader range of stakeholders. UNICEF developed a four-year private sector engagement plan and launched its first e-learning module on resource mobilization to assist country-level fundraising. Following up on the High-Level Panel for Humanitarian Financing's recommendation, the United Nations Relief and Works Agency (UNRWA) and UNHCR established platforms to collect *zakat*¹⁸ for eligible Palestinian and Syrian refugees. In 2017, UNHCR distributed over USD 2.5 million in *zakat* assistance to Syrian refugees in Lebanon and Jordan in the form of cash assistance.

¹⁶ First introduced in General Assembly resolution A/71/127 and reiterated in A/72/133.

¹⁷ Pooled funds are covered in more detail in section 4A+5A of Chapter 4.

¹⁸ *Zakat*, one of the five pillars of Islam, mandates that Muslims contribute 2.5 per cent of their net wealth in charitable giving to the needy and the poor.

Achieving the transformation

Concerted, coordinated action has begun to improve transparency and efficiency, laying the groundwork for greater humanitarian effectiveness in the long run. However, many stakeholders pointed out that such efforts are capacity- and resource-intensive, and NGOs in particular, struggled to allocate the financial and human resources to realize their commitments. Furthermore, new resources for humanitarian action remain elusive, and even the most radical efficiency gains cannot make up for the huge shortfall between humanitarian needs and available resources.¹⁹ Stakeholders highlighted the need to mobilize political will to increase aid budgets, develop new partnerships and resources, and increase flexible, multi-year financing across the humanitarian-development nexus.

To improve cost efficiency and transparency, stakeholders made a number of recommendations, consistent with the Grand Bargain:

- **Adopt collective approaches to cost efficiencies:** Stakeholders emphasized the importance of collective action to secure efficiency gains. Practical measures, such as simplified and harmonized reporting, joint assessments and common procurement, will only make a substantial impact if major donors and aid providers agree to use them. Stakeholders also highlighted the importance of gaining efficiency by reducing duplication and increasing joined up humanitarian-development planning and programming.

- **Increase multi-year, flexible financing:** Many Member States still face practical, political and legal limitations that hinder progress in achieving their Grand Bargain and World Humanitarian Summit commitments. A greater understanding of these barriers will lead to practical solutions and strategies to overcome institutional obstacles.

“The biggest challenge, aside from limited resources, to increase predictable, multi-year, unearmarked funding to humanitarian organizations is to secure political will for such funding.”

– Iceland, self-report 5E

- **Take transparency beyond publishing data:**

While many organizations have made progress in publishing data on humanitarian funding, some stakeholders called for more clarity on how this transparency will inform decision-making, drive reforms, and lead to collective analysis of successes and shortcomings.

To increase and diversify the resource base, stakeholders advocated for the following actions:

- **Mobilize resources for a USD 1 billion**

Central Emergency Relief Fund: Stakeholders emphasized the need to broaden and deepen financial support to CERF, given the scale of needs and the commitment to build a USD 1 billion fund. More private and public advocacy is needed to achieve this goal.

- **Devise innovative strategies and partnerships:**

In line with the recommendations of the High-Level Panel on Humanitarian Financing, stakeholders called for the humanitarian community to focus on innovative financing solutions, such as social impact bonds. Stakeholders also emphasized the importance of broadening the partnership base by engaging more with emerging economies, international financing institutions, other multilateral development banks and the private sector.

¹⁹In 2017, the UN and its partners requested USD 24 billion through inter-agency appeals, but appeals only received USD 12.6 billion, or 52 per cent, in funding.

WORLD HUMANITARIAN SUMMIT INITIATIVES: AN OVERVIEW OF PROGRESS

More than a dozen initiatives were launched at the World Humanitarian Summit. Designed to address gaps and challenges that arose during the pre-Summit consultation process, the initiatives have brought stakeholders together around specific and far-reaching goals to bring about some of the most important elements of the Agenda for Humanity. They play a key role in bridging the gap between individual commitments and collective change, and in mobilizing diverse groups of stakeholders around common goals.

Grand Bargain

At the World Humanitarian Summit in May 2016, 34 of the world's largest donor countries and aid organizations signed a 'Grand Bargain' to improve the efficiency and effectiveness of humanitarian aid. Outlining 51 commitments across 10 thematic workstreams, the document had garnered 56 signatories by December 2017. For an analysis of progress in 2017, see the *Grand Bargain Annual Independent Report 2018*.¹

Health in Crises

Recognizing the fundamental importance of health in crises, this global initiative has five objectives: enable people in crisis to gain access to essential health care; improve collaboration among health, humanitarian and development partners; increase preparedness and response for infectious hazards and outbreaks; contribute to protecting health care delivery by documenting attacks and advocating for accountability; and enable flexible and multi-year resourcing for health in crises.

Charter on Inclusion of Persons with Disabilities in Humanitarian Action

The Charter on Inclusion of Persons with Disabilities in Humanitarian Action was launched at the World Humanitarian Summit with 70 endorsements, a number that rose to more than 200 in 2017. The Charter sets out principles to make humanitarian action more inclusive of people with disabilities, by lifting barriers to accessing relief, protection and recovery support, while also ensuring their participation in the development, planning and implementation of humanitarian programmes.

¹ <https://www.odi.org/sites/odi.org.uk/files/resource-documents/12256.pdf>

Global Preparedness Partnership

Initiated at the World Humanitarian Summit by the Vulnerable Twenty (V20) Group of Member States, the UN and the World Bank, the Global Preparedness Partnership (GPP) aims to provide more predictable, coordinated funding for national preparedness. The GPP became operational in the second half of 2017, with a first round of 25 applications for country support. By early 2018, initial activities were under way in six countries.

Platform on Disaster Displacement

The Platform on Disaster Displacement (PDD) is working towards better protection for people displaced in the context of disasters and climate change. In close collaboration with the International Organization for Migration (IOM) and UNHCR, this State-led Platform engages over 100 members of international and regional organizations, academia, NGOs and other civil society stakeholders.

In 2017, PDD engaged in global policy processes and regional bodies to highlight issues faced by disaster-displaced people around the world. On a practical level, the platform collaborated with partners to build capacity. For example, PDD helped organize a cross-border disaster displacement simulation exercise with Costa Rica and Panama, as well as a Regional Knowledge Forum on Human Mobility in the context of climate change adaptation, disaster risk reduction and the Sustainable Development Goals in Nepal. One of PDD's major objectives is to bridge the legal protection gap for disaster-displaced persons.³

Compact for Young People in Humanitarian Action

The Compact for Young People in Humanitarian Action is an unprecedented collective commitment by key actors to address the priorities, needs and rights of young women, young men, girls and boys affected by disaster, conflict, forced displacement and other humanitarian crises, while meaningfully engaging young people in all stages of humanitarian action. Signatories commit not only to fund, research and address young people's needs in crisis settings, but also to ensure they take part in designing and leading those responses.

Charter for Change

Launched at the World Humanitarian Summit, the Charter for Change is an initiative by national and international NGOs to enable more locally-led response. The Charter consists of eight commitments to address imbalances in humanitarian response, and has been signed by 33 INGOs and endorsed by over 200 organizations based in the Global South. For an overview of signatories' progress in 2017, see the *Charter for Change: From commitments to action Progress Report 2017-2018*.²

The Peace Promise

The Peace Promise is a set of common commitments by humanitarian, development and peacebuilding actors to simultaneously deliver humanitarian assistance, ensure conflict-sensitivity and synergies in programmes, and address the drivers of violent conflict. Launched at the World Humanitarian Summit, it has been endorsed by 30 UN entities and NGOs, under the coordination of the UN Peacebuilding Support Office (PBSO).

² https://charter4change.files.wordpress.com/2018/08/c4c_progressreport_2018_web1.pdf

³ For more information, visit www.disasterdisplacement.org

Charter for Faith-based Organizations in Humanitarian Action

The Charter for Faith-based Humanitarian Action was endorsed at the World Humanitarian Summit by more than 160 actors representing all major faith traditions and different geographical regions. The Charter presents concrete commitments to increase the impact of faith-based actors in reducing humanitarian need and suffering, and to call for their inclusion within policy- and decision-making at all levels of humanitarian response.

Connecting Business initiative

The Connecting Business initiative aims to transform the way the private sector engages before, after and during crises. It is the only joint initiative by UN organizations that engages the private sector at the intersection of the humanitarian, development and peace agendas.

In 2017, CBI supported 13 private sector networks with a combined membership of over 500 companies to collaborate with humanitarian actors at regional, national and local levels. New networks were launched in Côte d'Ivoire, the Pacific region and Vanuatu, and eight responded to crises in Fiji, Kenya, Madagascar, Mexico, Nigeria, the Pacific and Vanuatu, the Philippines and Sri Lanka.

Inclusion Charter

The Inclusion Charter consists of five steps that humanitarian actors can take to ensure assistance reaches those most in need and supports them to move out of crises. It has been endorsed by more than 30 stakeholders and continues to motivate humanitarian actors to take a more inclusive approach to the design, implementation, monitoring and funding of humanitarian assistance.

Diaspora Emergency Action and Coordination

When crises erupt, diaspora communities are often first-line responders. The Diaspora Emergency Action and Coordination (DEMAC) initiative brought 43 diaspora organizations together at the World Humanitarian Summit to sign 17 joint commitments. Structured around the five Core Responsibilities of the Agenda for Humanity, the commitments serve as a practical guide to help diaspora organizations channel contributions to humanitarian response and support vulnerable people and communities.

Global Alliance for Humanitarian Innovation

The Global Alliance for Humanitarian Innovation (GAHI) works to scale innovation in the humanitarian system. GAHI brings humanitarians, businesses, Governments and innovation hubs together, focusing on four key areas: migration and displacement, disaster risk management, urban response, and new technologies to deliver the Grand Bargain.

Centre for Humanitarian Data

The Centre for Humanitarian Data aims to increase the use and impact of data across the aid sector. Managed by OCHA and supported by the Netherlands, the centre officially opened in December 2017 in The Hague, to pursue four objectives: (1) increase the interoperability of humanitarian data through shared standards and integrated systems; (2) increase trust and cooperation across organizations sharing data in humanitarian response; (3) increase the capability of people to access and use data in support of humanitarian efforts; and (4) engage existing and new partners in data problem-solving and awareness-raising.

Education Cannot Wait

Education Cannot Wait (ECW) became operational in the first quarter of 2017 and quickly scaled up work. The initiative supports The New Way of Working (NWOW) through a more rapid, collaborative and sustainable joint response in delivering on education (SDG4) for children, adolescents and young people caught up in conflict and disasters. In its first year, ECW mobilized USD 172 million from 12 donors. By June 2018, the Fund had invested USD 87 million in 16 crisis-affected countries, reaching 650,000 vulnerable and marginalized children and youth (48 per cent of them girls) through more than 40 implementing partners. Through its *2018-2021 Strategic Plan*,⁴ ECW aims to provide 8.9 million children and youth with high-quality education focusing on gender equality and equity, continuity and protection.

Global Alliance for Urban Crises

The Global Alliance for Urban Crises brings together traditional humanitarian actors with local authorities and urban professionals. The platform aims to deliver new approaches that enable urban communities to prepare for, cope with and rapidly recover from the effects of humanitarian crises and forced migration. More than 70 organizations have signed the Urban Crises Charter outlining the alliance's priorities.

Regional Organizations Humanitarian Action Network

The Regional Organizations Humanitarian Action Network (ROHAN) is an informal network of 13 regional secretariats and centres working in humanitarian action. Supported by the Overseas Development Institute's Humanitarian Practitioner's Group, ROHAN aims to bring representatives from regional organizations involved in humanitarian work into regular contact, fostering a network of peers to provide mutual support and advice.

⁴http://www.educationcannotwait.org/wp-content/uploads/2018/05/Strategic_plan_2018_2021_web_PAGES.pdf



**AGENDA
FOR HUMANITY**
5 CORE RESPONSIBILITIES
24 TRANSFORMATIONS

