



CHAPTER THREE

LEAVE NO ONE BEHIND



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Photo on previous page:

Najir (30), originally from Kollom Village, Myanmar, holds his daughter at Hakimpara refugee camp, Cox's Bazaar, Bangladesh. He used to be a fisherman, now he sells clothes; his daughter was only a couple of months when they fled violence.

OCHA/Vincent Tremeau

The consultations conducted ahead of the World Humanitarian Summit highlighted that, despite concerted efforts to reach more people with life-saving assistance and protection, certain groups of people were being left behind. Core Responsibility Three of the Agenda for Humanity aims to address these inequalities by highlighting the specific needs of displaced people, migrants, stateless people, women and girls, children, young people, and persons with disabilities. The seven transformations set out in this Core Responsibility aim to mobilize humanitarian, development and political action to prioritize appropriate, empowering and inclusive solutions.

Summary of progress and challenges

In 2018, 85 stakeholders reported on their achievements against one or more of the seven transformations under Core Responsibility Three.

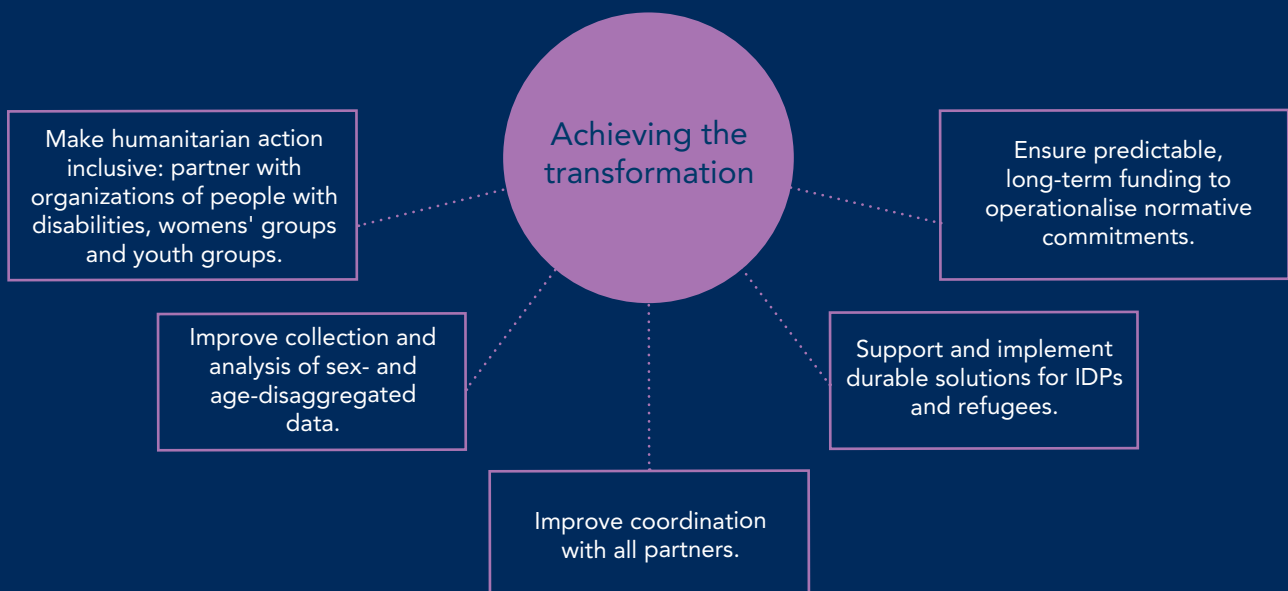
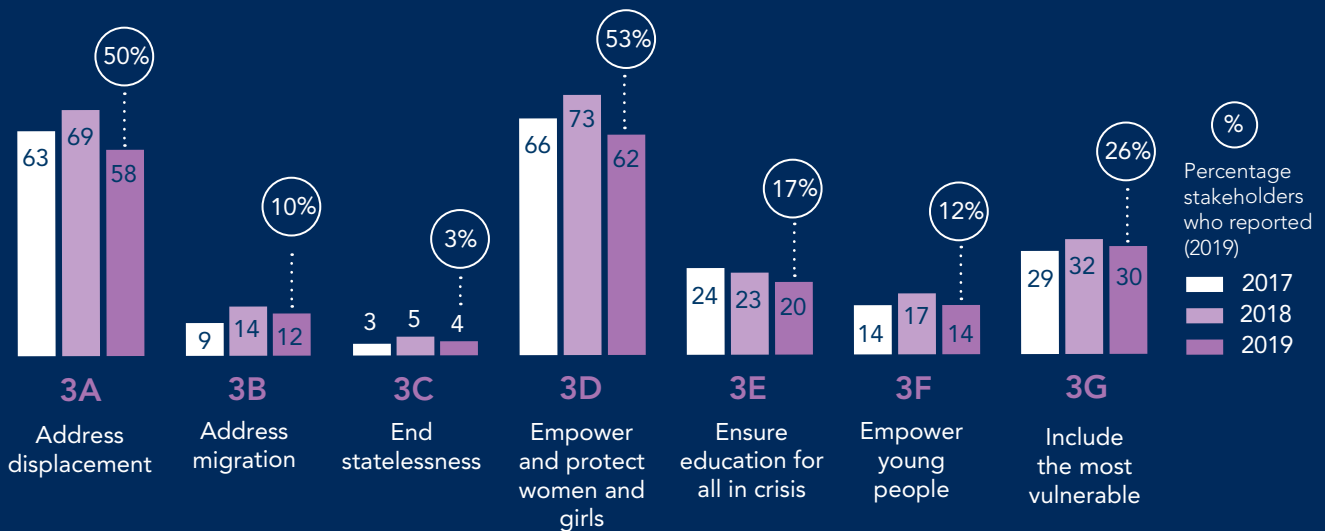
Key takeaways

The longer-term needs of refugees are being more comprehensively addressed, but progress on internal displacement has lagged behind.

High-level normative commitments to gender equality and empowering women and girls have emerged, however these still need to be matched by funding and programming.

Awareness and political action has been mobilized to ensure the inclusion of persons with disabilities in humanitarian action.

Reporting by transformation 2017-2019



Stakeholders

For 2018, 85 stakeholders reported against one or more of the transformations under Core Responsibility Three, documenting their achievements and challenges in delivering more inclusive and empowering aid.

Progress in 2018

Amid ever-growing forced displacement and an increase in global population movements, Member States adopted the Global Compact for Refugees and the Global Compact for Safe, Orderly and Regular Migration in December 2018, building on the momentum of the New York Declaration for Refugees and Migrants. Stakeholders continued to provide more comprehensive support for refugees, and increasingly worked in partnerships across the humanitarian-development pillars to deliver predictable funding and programming to meet both the emergency and longer-term needs of displaced people and host communities. Efforts to improve data and analysis on displacement gained traction, particularly in relation to internal displacement.

Stakeholders continued to mobilize around making humanitarian action more gender responsive. In 2018, new high-level commitments to gender equality were adopted, including the G7 Whistler Declaration on Gender Equality and the Empowerment of Women and Girls in Humanitarian Action. The new Inter-Agency Standing Committee Policy (and Accountability Framework) on Gender Equality and the Empowerment of Women and Girls was rolled-out, and new guidance was developed and launched to improve operational capacity for gender equality programming. Stakeholders directed funding and programming to meet both the short- and longer-term needs of women and girls in crises, and improvements in tracking enabled more accurate analysis and reporting on the extent to which funding includes gender considerations. For the first time, some stakeholders reported taking measures to advance gender parity and promote women's leadership within humanitarian organizations. A core group of committed stakeholders also stepped up funding and political advocacy for sexual and reproductive health rights and services in emergencies.



Fatema fled violence with her husband, parents and seven children. In Myanmar, her husband was a fisherman and they owned farming land. Now, in Kutapalong refugee camp, Cox's Bazaar, she is a seamstress to provide income for her family. Bangladesh. OCHA/Vincent Tremeau

Efforts to make humanitarian action more inclusive of marginalized groups, particularly persons with disabilities, also continued. In July 2018, the first Global Disability Summit was held, generating global and national commitments on disability inclusion. In December, the UN Security Council held an Arria formula meeting to discuss – for the first time ever – issues facing persons with disabilities in armed conflict. In partnership with Organizations of Persons with Disabilities, stakeholders continued to support programming for persons with disabilities with improved guidance and tools, particularly around disaggregated data collection.

Stakeholders have also mobilized awareness, political action and resources for education in emergencies to ensure that children affected by crises, especially girls, do not miss out on school. In addition, they have taken steps to involve young people in humanitarian action and empower them as agents of change.

Overall, a comparison of achievements reported against Core Responsibility Three over time reveals that significant progress has been made since the World Humanitarian Summit in recognizing (at a normative level) the specific needs and vulnerabilities of refugees, women and girls, and marginalized groups, particularly persons with disabilities. Operationally, the most notable progress has been in adopting a more comprehensive approach to supporting refugees, which can be attributed to the powerful combination of concrete measures set out by global political leadership, a clear operational framework that has mobilized financing from non-traditional sources, and strong partnerships, particularly between development and humanitarian actors.

Challenges and gaps

Although 2018 saw an increase in collective advocacy to mark the 20th anniversary of the Guiding Principles on Internal Displacement, global attention and collective action to reduce and address internal displacement has not kept pace with that afforded to refugee situations. Greater international solidarity and commitment is needed to advance the rights and well-being of people uprooted within their own countries, and to support Member States and other relevant stakeholders in improving their approach and response to the issue – with a particular focus on durable solutions. Developing risk mitigation strategies and solutions for cross-border displacement in the context of disasters and climate change also remains a critical gap.

Three years since the World Humanitarian Summit, funding and targeted programming for gender equality still lag behind normative commitments. Efforts to advance gender equality, mainstream gender, and mitigate, prevent and end gender-based violence are still not seen as operational priorities in crisis contexts; even when they are included in humanitarian response planning, they remain under-prioritized and under-funded. In addition, there is limited emphasis on empowering women and increasing their participation, particularly in terms of leading and influencing humanitarian decision-making.

Similarly, although there has been substantial normative progress in including persons with disabilities in humanitarian response, in many cases this has yet to translate into meaningful outcomes on the ground. Continued improvements to humanitarian analysis, planning, response and monitoring are needed to ensure that interventions are disability-inclusive.

Finally, vulnerabilities do not exist in isolation. To be truly effective at addressing needs and ensuring that no one is left behind, humanitarian actors need to expand their capacity for intersectionality, breaking down the silos between displacement, gender, age and disability. Greater attention is also needed to ensure that the rights and needs of other marginalized groups, including those who are persecuted on the basis of their sexual orientation or gender identity, are addressed in humanitarian response.

Reporting over the past three years confirms that these challenges persist. To truly realize the ambition of this Core Responsibility, stakeholders will need to mobilize further political and financial support to translate normative commitments to equity and inclusivity into tangible improvements for people affected by crises.

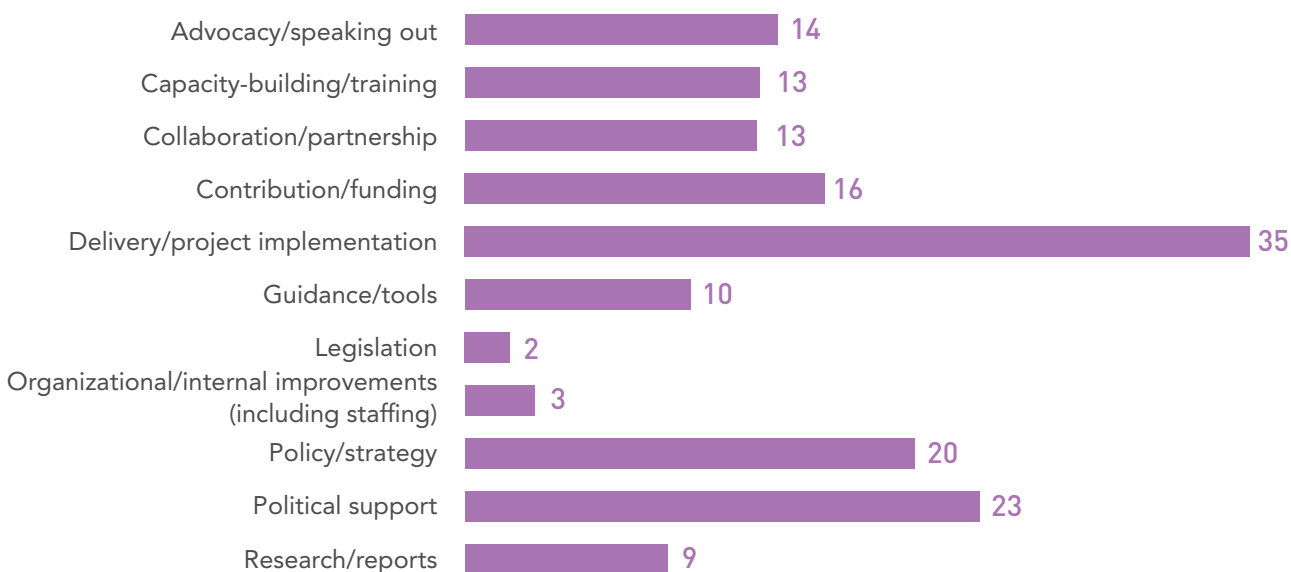
3A: Reduce and Address Displacement

Amidst a decade of growing displacement, the Agenda for Humanity called for global leaders to renew their commitment to protect and support refugees, and to act collectively to reduce internal displacement. It urged the international community to invest in durable solutions and to adopt and fund strategies to meet the short- and long-term needs of displaced people and their host communities, in ways that maintain their dignity and help break the cycle of aid dependency. It also highlighted the need to prepare for the growing risk of cross-border displacement due to disasters and climate change.

Progress in 2018

Fifty-eight stakeholders reported on their progress against commitments to reduce and address displacement during 2018. Many reported funding or providing services, assistance and protection to refugees, internally displaced persons (IDPs) and host communities. While these efforts are vital in meeting the needs and supporting the rights of people affected by displacement, they are too numerous to detail here. What follows is a summary of efforts to advance the broader ambitions of the Agenda for Humanity.

ACTION TYPES TAKEN UNDER TRANSFORMATION 3A



Source: https://www.agendaforhumanity.org/agendaforhumanity_viz/index.html



Displaced children at the protestant church of Saramandja, one of the spontaneous sites established by IDPs in Paoua town. Central African Republic. OCHA/Yaye Nabo Sene

Political action and advocacy for solutions to forced displacement

Collective action on internal displacement

Marking the 20th anniversary of the Guiding Principles on Internal Displacement (GP20), stakeholders launched the three-year GP20 Plan of Action. The initiative aims to advance prevention, protection and solutions for IDPs, with a focus on supporting country-level initiatives and exchanging lessons on internal displacement. It was co-led by the UN Special Rapporteur on the Human Rights of IDPs, OCHA and UNHCR, with the involvement of Member States, other UN entities and non-governmental organizations (NGOs). A number of states, including Norway, advocated for the establishment of a High-Level Panel on IDPs to galvanize global attention and collective action.

Support for the Global Compact for Refugees and roll-out of the Comprehensive Refugee Response Framework

Member States and other stakeholders participated in the lead-up to the adoption by the United Nations General Assembly of the Global Compact on Refugees (GCR) in December

2018. States including Belgium, Canada, Germany, Luxembourg, New Zealand, Norway and Sweden reported lending political support to the GCR's key objectives: developing a more predictable response to refugee crises and a more equitable sharing of responsibility for the welfare of forcibly displaced people. NGOs such as CARE International and Save the Children advocated for the inclusion of specific stakeholder perspectives, ensuring that the GCR addressed gender, child protection and education; and Oxfam International hosted a Refugee Congress in Turkey to support the participation of refugees. Stakeholders also continued to provide financial and operational support to the roll-out of the Comprehensive Refugee Response Framework. Many Member States provided funding and political support to UNHCR in applying the framework at country level.

Resettling and integrating refugees

As in previous years, few reports touched on durable solutions. A handful of Member States reported resettling refugees in 2018, including Canada, Ireland, New Zealand, Spain and Switzerland. Thailand, which is not a signatory to the 1951 Refugee Convention, began drafting legislation for a screening system to identify those

in genuine need of protection and unable to return to their country of origin. NGOs advocated for durable solutions, and supported resettlement programmes and the integration of resettled refugees. The International Rescue Committee (IRC), for example, provided in-person and web-based training to resettlement and integration practitioners from 14 countries, and launched an online platform (Eurita.org) to share resources.

Reducing vulnerability and building resilience of displaced people and host communities

Programming across the humanitarian, development and peace pillars

Stakeholders continued to improve the coherence and predictability of efforts to address the short- and long-term needs of displaced people and host communities across the humanitarian, development and peace pillars (“the three pillars”). At the operational level, UN development and humanitarian entities such as UNDP and UNHCR implemented joint programming across a number of countries involved in regional refugee responses. European Union (EU) humanitarian, development and political actors worked in close collaboration to develop or roll out country-based humanitarian-development-peace action plans and response frameworks for forced displacement, for example, in Uganda, Nigeria and Sudan. At the policy level, WFP supported Governments in integrating refugee and host community vulnerabilities in their strategic reviews and road maps for achieving Sustainable Development Goal 2 (zero hunger), and the EU produced a guidance package for social protection across the humanitarian and development pillars in contexts of crisis and forced displacement.

While the majority of reported efforts were aimed at refugees, stakeholders such as Canada, Denmark, the EU, Germany, Italy and Switzerland funded programmes to increase the resilience of IDPs and host communities in a wide range of countries, including Afghanistan, Iraq, Nigeria, the Philippines, Somalia, Sudan and Ukraine. There was also progress in developing policy solutions for IDPs. For example, the Government of Somalia, with support from the United Nations, donors and NGO partners, began implementing the Durable Solutions Initiative, helping to harmonize approaches across the humanitarian-development-peace pillars and support national actors in

providing durable solutions for IDPs, returning refugees and host communities, all within the framework of Somalia’s National Development Plan. In Ukraine, OCHA, together with other UN and NGO partners, supported the capacity of local authorities to address internal displacement, in line with the national action plan on IDPs.

Promoting employment opportunities and education

A number of stakeholders focused on creating employment opportunities as a means of building the resilience and self-reliance of displaced people. The Philippine Disaster Resilience Foundation supported a job fair in Marawi, with over 3,000 jobs on offer for IDPs and others affected by the recent conflict. In Ukraine, UNDP trained 4,000 IDPs and host community members in business skills. The European Union, the United Kingdom, the European Investment Bank and the World Bank, in partnership with the Government of Ethiopia, agreed to fund a ‘jobs compact’ in Ethiopia, creating new jobs for 70,000 Ethiopians and 30,000 refugees. YUVA worked through the Kirikhan Community Center to provide Syrian refugees and their host communities training and language courses to improve their access to formal employment, helping 1,237 people in 2018. The Youth Initiative for Developing in Africa (YIDA) constructed 3 classrooms in the refugee community school at the Kyaka II camp in Uganda. YIDA also provided early childhood education for 500 refugee children aged 3 to 6 years. Other stakeholders also highlighted support for education, particularly for refugees (see Transformation 3E for more details).

Increasing predictable funding for protracted displacement

In addition to funding partners, Member States financed medium- and long-term measures, such as infrastructure, health care and jobs to reduce vulnerability and build resilience in situations of protracted displacement. This was mainly channelled through multilateral mechanisms including the International Development Association (IDA), the Global Concessional Financing Facility and, for European States, the European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa, as well as the EU Facility for Refugees in Turkey. New partnerships also helped to improve predictable and reliable funding for displaced people and



Minova was established spontaneously when hundreds of families fled violence in Goma in 2007. It became an official site in 2012 now hosts 287 families. Democratic Republic of the Congo. OCHA/Eve Sabbagh

host communities. Canada, the World Bank and the Government of Bangladesh launched a partnership to support health, nutrition and basic education services for Rohingya refugees and host communities whereby every US\$1 provided by Canada is matched by \$5 of grant funding from the IDA sub-window for Refugees and Host Communities; the partnership provided an initial \$50 million in 2018 and could generate up to \$480 million in the coming years. The Netherlands launched a €500 million partnership with the World Bank, the International Finance Corporation, ILO, UNICEF and UNHCR to improve long-term prospects for refugees and host communities in eight countries. Germany provided €5 million to the Sanitation for Millions initiative, which aims to improve access to sanitation in countries with high numbers of refugees and IDPs.

Improving data and knowledge on displacement

Improving data and analysis

Reporting in 2018 shows that efforts to improve data and analysis on displacement are gaining momentum. Two notable initiatives focused on building national capacity to collect internal displacement data: the International Recommendations on Refugee Statistics and the accompanying Technical Report on Statistics of IDPs, an initiative co-led by the Joint IDP Profiling Service (JIPS) and the Internal Displacement Monitoring Centre (IDMC); and the Durable Solutions Indicator Library and Analysis Guide,¹ a collaboration between JIPS and the UN Special Rapporteur on the Human Rights of IDPs. The International Organization for Migration continued to share

¹ Based on the Inter-Agency Standing Committee Framework on Durable Solutions for Internally Displaced Persons, these indicators can be used to create a shared evidence base and set joint priorities for comprehensive responses to internal displacement.

data on population movements through their Displacement Tracking Matrix and it worked with the Centre for Humanitarian Data to improve data interoperability. Stakeholders also increased the availability of information at the operational level: iMMAP, for instance, worked on a set of projects to provide data on sub-regional IDP movements and refugee returns. Other initiatives looked at forced displacement more broadly. Denmark announced that it will host the joint UNHCR and World Bank Data Centre for Forced Displacement, supporting it with a contribution of DKK 111 million. The Centre will provide anonymized demographic and socioeconomic data on all populations affected by forced displacement. In late 2018, Save the Children's Migration and Displacement Initiative released a prototype tool that predicts the scale and duration of a forced displacement from the outset of a crisis, providing opportunities for a more preventative approach.

Research

Stakeholders continued to conduct research to improve the global knowledge base on displacement. Concern Worldwide produced a series of studies on displacement, inequality and peacebuilding, drawing on experiences in the Central African Republic, Chad, Somalia, South Sudan and Syria. Luxembourg supported a UNHCR study on overcoming barriers to connectivity in situations of displacement in 20 priority countries. The Overseas Development Institute established the Human Mobility Initiative to investigate knowledge gaps and identify policy options for global migration and displacement. Urban displacement was a theme of several pieces of research: the IRC published the Urban Refugee report, which advocated for collective

action in line with the Urban Crises Charter, and Switzerland funded an urban displacement study by the International Committee of the Red Cross.

Responding to disaster displacement

A wide range of stakeholders, including Canada, Caritas Internationalis and the Philippines Disaster Relief Foundation, reported responding to displacement caused by disasters. Many also advocated for the inclusion of disaster displacement in the GCR and the Global Compact for Safe, Orderly and Regular Migration (GCM) as well as in global frameworks on disaster risk reduction and climate change, for example, through the Task Force on Displacement under the United Nations Framework Convention on Climate Change. Germany established a four-year programme to foster sustainable management of human mobility in the context of climate change and disaster displacement; and OHCHR and partners secured a grant proposal from the UN Trust Fund for Human Security to work on climate change, human security and migration in the Pacific. Meanwhile, Switzerland supported a UNHCR study to assess the relevance of the 1951 Refugee Convention in situations where conflict interacts with climate change/disasters, while UNDP published *Climate Change, Migration and Displacement*, a global overview of the current evidence base on the complex relationships between climate change and human mobility. Stakeholders also continued to support the Platform on Disaster Displacement to improve knowledge, fill data gaps and promote the use of effective practices on a regional level.

Challenges

The scale and complexity of displacement continues to challenge the capacity of national and international actors to operationalize their commitments. In their reporting, stakeholders highlighted the practical challenges of implementing cohesive approaches across the humanitarian, development and peace pillars: the difficulties in coordinating between sectors and across mandates; the lack of financing and the constraints of short-term and heavily earmarked funds; and the complexities involved

in supporting local and national systems. They also emphasized that adopting preventative approaches must not come at the expense of upholding obligations to meet current needs. Finally, stakeholders stressed the need for political leadership, calling on national authorities to fulfil their obligations to IDPs, and advocating for more equitable sharing of the responsibility for caring for refugees – which still falls disproportionately on developing countries.

Achieving the transformation

The GCR represents an unprecedented opportunity for collective action to reduce and address forced displacement across borders. However, the challenges noted above mean that **translating political commitments into tangible improvements in the lives of many displaced people has been slow**. Furthermore, the failure to prioritize solutions to reduce and address internal displacement means that IDPs continue to fall through the cracks.

Moving forward, stakeholders should work collectively to:

- **Implement the Global Compact for Refugees and increase responsibility-sharing:**

Stakeholders must continue to work together to expand solutions for refugees and ensure that their full rights are respected. Member States should provide political and financial support to the full implementation of the GCR, and work with other stakeholders to broaden engagement in the Compact, promote the rights of refugees, and increase equitable responsibility-sharing. States should also support increased refugee resettlement and promote complementary pathways.

- **Increase coherency, coordination and integration:** Operationally, stakeholders should focus on implementing more coherent responses to displacement crises, increasing cooperation and coordination, and further integrating policy, programming and funding across the humanitarian, development and peace pillars. Member States can incentivize this collaboration and support the pursuit of collective outcomes by providing blended humanitarian and development funding and reducing earmarking. Implementing stakeholders should continue to develop and roll out practical tools such as inter-agency guidelines and standard operating procedures, and to increase opportunities to share best practices and lessons learned.

- **Strengthen local, national and regional systems:** Cities, countries and regional bodies in both the global North and South should continue to implement legal and policy changes to enable durable solutions for refugees and IDPs, and to uphold their rights. This can be supported through increased opportunities for dialogue among and between governments and humanitarian, development and financial actors to share experiences and best practices, as well as through the capacity-building of national and local authorities. The roll-out of solutions must also be done with broad engagement from civil

society organizations, private sector partners and key groups such as women's organizations.

- **Support and implement the GP20 Plan of Action:**

Despite the fact that IDPs make up the majority of displaced people, they remain largely overlooked. Stakeholders at the global level should continue to address the root causes of displacement and highlight the urgency of providing durable solutions for IDPs. They should also continue to increase awareness of internal displacement among the international community, including the plight of the millions living in protracted situations of displacement, many of them outside of camp settings, including in urban areas. At a national level, stakeholders should work together to advance the four priority areas of the GP20 Plan of Action: improve the participation of IDPs in decision-making, develop or strengthen national laws and policies on internal displacement, ensure quality data and analysis for informing decision-making, and support solutions to protracted displacement.

- **Ensure quality data and analysis drives decision-making and helps fill knowledge gaps:** There has been an increase in the available data on displacement over the past few years, filling a critical gap. Stakeholders should continue collecting and providing reliable, timely and disaggregated data (by sex, age, disability and location), focusing on improving the quality, accessibility and comparability of data. This should be supported with adequate funding and, where appropriate, carried out in cooperation with IDMC and with technical support from JIPS. Decision makers at all levels should ensure that policies and strategies are informed by the best available evidence. In addition, stakeholders should develop a better understanding of the displacement cycle and the relationship between internal displacement, migration, refugees and asylum seekers.

Assessing progress



Although there has been an increase in the available data on displacement in recent years, there are persistent legal, technical and coordination challenges that hinder the production of accessible and comparable data on refugees, IDPs and other groups of displaced people. The March 2018 adoption by the UN Security Council of two key documents produced by the Expert Group on Refugee and IDP Statistics (EGRIS), the International Recommendations on Refugee Statistics and the Technical Report on Statistics for IDPs, is an important step towards addressing these challenges at a global level and filling data gaps that currently hinder collective approaches to stocktaking. The GP20 Plan of Action also offers an opportunity to increase knowledge and share learning on addressing internal displacement.

The ongoing development of indicators for the Global Compacts on Refugees and on Safe, Orderly and Regular Migration will provide tangible frameworks for monitoring and assessing

collective progress on addressing forced displacement and migration across borders. However, neither the GCR nor the GCM include outcomes that are relevant to assessing collective progress on internal displacement; this remains a major gap. Comprehensive data and indicators on cross-border movements in the context of disasters and climate change are also lacking.

3B: Address migration

Twelve stakeholders reported on their 2018 achievements against Transformation 3B: Address Migration. Providing assistance and protection to migrants was also an important theme in reporting against Transformation 3A: Address and Reduce Displacement.

Stakeholders who reported this year expressed their strong support for the Global Compact for Safe, Orderly and Regular Migration, which was adopted in December 2018. Stakeholders hosting significant numbers of migrants, including El Salvador, the EU, Greece, Italy and Thailand, reported on measures to provide assistance to vulnerable migrants, particularly children and non-accompanied minors, and to protect them from violence, discrimination and other forms of abuse. El Salvador, for example, carried out a mapping of manuals, protocols, instruments of protection and networks for migrant children, and established focal points for migrant children in governing institutions. Greece bolstered efforts to prevent migrants and asylum seekers from becoming victims of human trafficking. Thailand strengthened legal protection for fair working conditions and living standards for migrant workers, ratifying the 2014 Protocol to the Forced Labour Convention (1930, P29), and became the first country in Asia to ratify the Work in Fishing Convention (2007, C188).

Stakeholders also invested in improved approaches to addressing migrants' needs. The Council of Europe trained civil servants, police and other Member State officials on the human rights of migrants and refugees. IOM conducted awareness, coordination and capacity-building events on migrants' inclusion in emergency management in 32 locations, and OHCHR published a set of principles and guidelines on human rights protection for migrants in vulnerable situations.

3C: End statelessness

Three Member States and UNHCR reported on progress to end statelessness. Canada and the United Kingdom engaged in advocacy to prevent and end statelessness, and provided funding and other support to UNHCR's #IBelong Campaign. In 2018, Spain ratified the 1961 Convention on the Reduction of Statelessness and began preparations for the European Regional Statelessness Conference, which it will host in 2019. UNHCR provided technical support to 11 States to reform aspects of nationality legislation, policies and procedures that could lead to statelessness; it reported that, during 2018, 56,400 stateless people acquired nationality or had their nationality confirmed. A new inter-agency working group on statelessness involving, among others, IOM, OHCHR, UNDP, UNFPA, UNHCR, UNICEF, UN Women and the World Bank was established to help encourage system-wide collaboration in addressing statelessness.

3D: Empower women and girls

The Agenda for Humanity called for the full and equal participation of women in humanitarian action, demanding that all humanitarian actors be held accountable for meeting the distinct needs of women and girls. It also called for humanitarian action to be delivered in ways that empower women and girls, allowing them to live dignified, independent lives. At the World Humanitarian Summit (WHS), leaders from Member States and humanitarian organizations made a total of 509 commitments specifying targeted actions for gender equality and women and girls' empowerment, including five core commitments made under the high-level round-table.

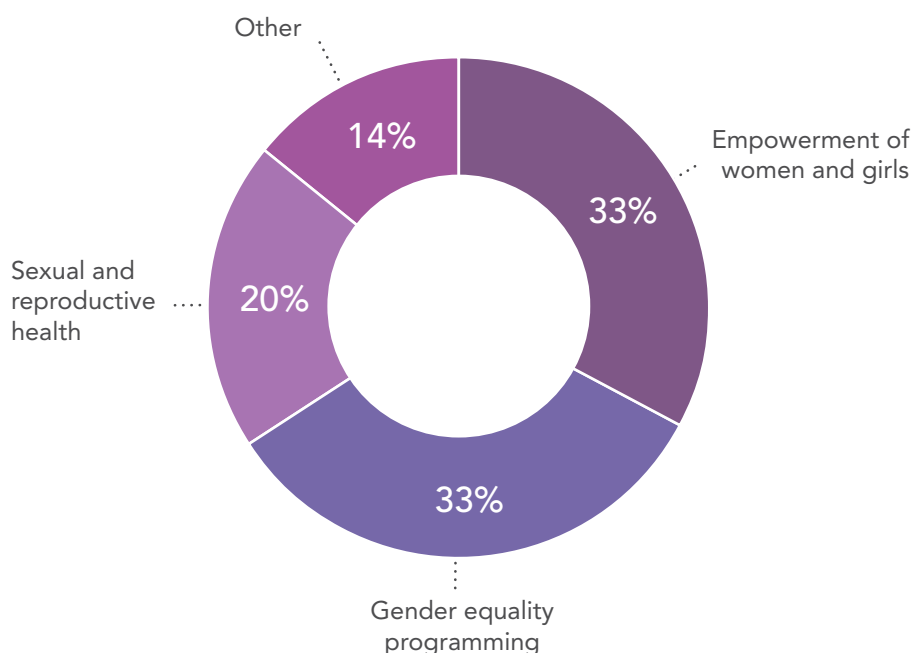
Progress in 2018

In the three years since the WHS, stakeholders have made important progress in making normative standards and frameworks more gender responsive. However, funding and targeted humanitarian programming for gender equality still lag behind.²

Just over half of all stakeholders who submitted reports in 2018 reported on activities under Transformation 3D. Gender was also an important cross-cutting theme across all reporting; this chapter should be read in conjunction with the sections on women, peace and security in Chapter 1, and gender-based violence (GBV) in Chapter 2.

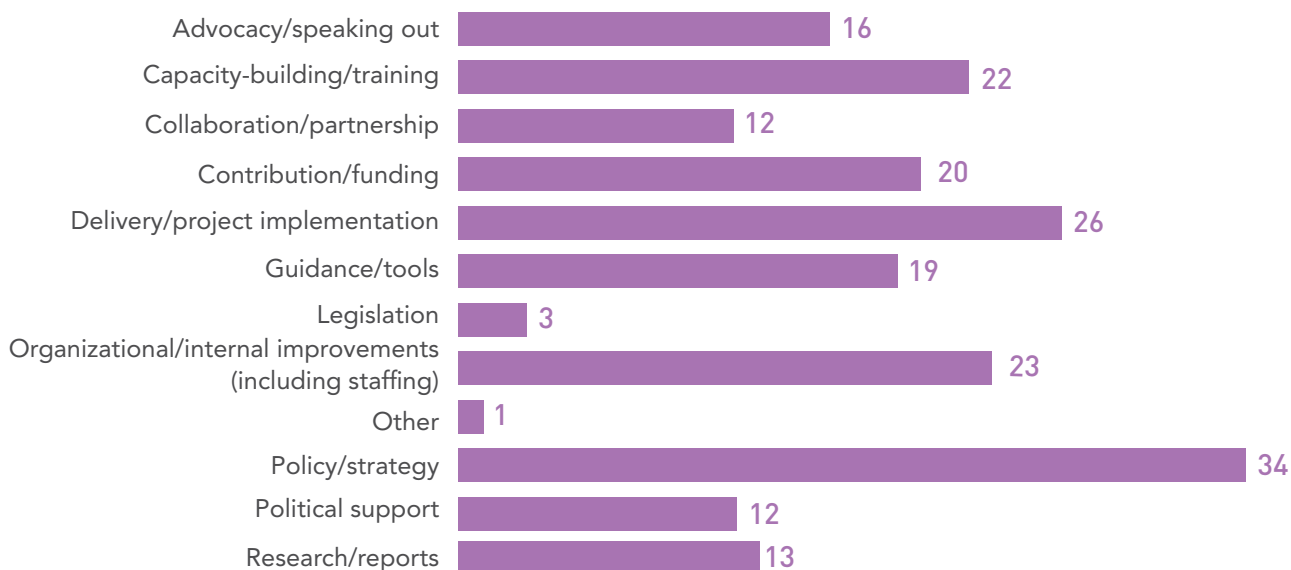
² For an analysis of progress and persistent challenges, see: https://reliefweb.int/sites/reliefweb.int/files/resources/Analytical%20Paper_Gender.pdf

BREAKDOWN OF REPORTING ON 3D BY PERCENTAGE



Source: internal analysis of PACT self-reports

ACTION TYPES TAKEN UNDER TRANSFORMATION 3D



Source: https://www.agendaforhumanity.org/agendaforhumanity_viz/index.html

Advancing accountability for gender equality

Adopting policy commitments and tracking progress

During 2018, Member States further entrenched gender equality in humanitarian policies. Under Canada's leadership, the Group of Seven (G7) countries adopted the Whistler Declaration on Gender Equality and the Empowerment of Women and Girls in Humanitarian Action. The Declaration recognizes the importance of advancing gender equality in all humanitarian responses, identifies women and girls as key agents of change, and commits G7 countries to drive reform in their own organizations and with partners. Ireland developed a new policy for international development that focuses on gender equality as one of four priority areas; Spain's new Strategy for Humanitarian Action includes several priority actions on gender equality; and New Zealand and the United Kingdom adopted new gender policies that include commitments to empower women and girls.

To increase accountability for delivering on commitments, stakeholders developed a number of frameworks and tools. In 2018, the Inter-Agency Standing Committee's (IASC) 2017 Policy (and Accountability Framework³ on Gender Equality and the Empowerment of Women and Girls was

rolled out, and a Gender Desk was established within UN Women to carry out system-wide monitoring of adherence to the Policy. UNHCR developed self-assessment tools to support the operationalization of its new Gender, Age and Diversity Strategy; and the Core Humanitarian Standard (CHS) Alliance published data tracking members' progress against its Gender and Diversity Index.

Stakeholders introduced new gender markers to track programming and funding in humanitarian responses. In fact, many Member States, such as the Netherlands and Sweden, now require their partners to use gender markers in their projects. The IASC launched its revised Gender with Age Marker (GAM) in 2018 to improve tracking of gender responsiveness and financial allocations in programmes, and to ensure reflections on gender equality programming at both monitoring and design phases of projects. Malteser International developed new guidelines for incorporating gender and age markers – beyond those required by donors. In addition, a number of organizations rolled out their own gender markers, including Save the Children, Plan International and UNRWA.

³ <https://interagencystandingcommittee.org/gender-and-humanitarian-action/documents-public/iasc-policy-and-accountability-framework-gender>

Funding for gender equality programming

Policy commitments can only be implemented with adequate funding. Many Member States, including Austria, Denmark, Ireland, Italy, Lithuania, Switzerland and Turkey, channelled funds to organizations and programmes working to improve gender equality and provide assistance and protection to women and girls. Germany and Japan supported UN Women-led projects to increase the participation and leadership of crisis-affected women in humanitarian planning and programming. A number of Member States also supported programmes across the humanitarian, development and peace pillars, recognizing the long-term nature of gender-transformative action. Denmark, for example, provided \$9.2 million to WFP to integrate food security with gender equality programming, sexual and reproductive health services, and GBV prevention in eight countries.

Improvements in tracking enabled more accurate reporting on the extent to which funding includes gender considerations. Many donors integrated gender into their aid budgets, with some achieving very high levels of gender mainstreaming: Canada and Switzerland, for example, reported that 93 per cent and 68 per cent, respectively, of their global assistance

funding incorporated gender equality. Gender considerations were also prioritized in multilateral funding by United Nations entities and pooled funds. UNDP reported that 50 per cent of its funding went to projects that were significantly contributing to gender equality – a 5 per cent increase from the previous year. OCHA reported that, in 2018, 72 per cent of projects funded by the Central Emergency Response Fund (CERF) and 78 per cent of allocations from Country-Based Pooled Funds were designed to contribute significantly to gender equality (Gender Marker 2a); an additional 21 per cent of CERF-funded projects had gender equality as a primary aim (Gender Marker 2b).

Funding women's organizations

Recognizing the vital role of women-led initiatives, Member States, including Austria, Lithuania and Spain, funded women's organizations through the Women's Peace and Humanitarian Fund, a programme managed by UN Women; in 2018, the Fund invested \$3.7 million in 24 women's organizations providing humanitarian assistance in seven countries. The European Union (EU)–UN Spotlight Initiative funded projects to support the capacity of local women's organizations to end violence against women and girls, particularly in

Women wait in line for aid distribution in Cox's Bazaar, Bangladesh. OCHA/Vincent Tremeau



Latin America and Africa. Oxfam International calculated that approximately €1.7 million of its funding went to women's rights organizations.

Empowering women and promoting women's leadership

Empowering women and girls, and building resilience

A number of stakeholders worked to empower women and girls, and build resilience through education, training and livelihoods initiatives. UNDP supported nearly 1.3 million women to access jobs and improve livelihoods in 25 crisis and post-crisis contexts, and UN Women provided 61,500 women in 33 crisis-affected countries with livelihoods support. Germany provided training to help Syrian women develop livelihoods cooperatives and integrate them into sustainable value chains, and UNHCR helped women in north Kivu to set up a factory for affordable menstrual hygiene products, providing economic opportunities while meeting an important need. Save the Children created 'girl friendly spaces' for Rohingya refugees, where adolescent girls were taught important life skills to build resilience and reduce the risk of early-marriage.

Promoting women's leadership

Stakeholders worked to promote women's leadership at all levels. Kesh Malek, a Turkish

NGO, implemented a programme to encourage Syrian women to take up leadership positions across a range of sectors. As a result of WFP's Purchase for Progress Initiative, women now hold nearly half of the leadership positions in WFP-supported farmer's organizations. Stakeholders also focused on the leadership role that women play in preparedness and disaster risk reduction (DRR). For instance, the All India Disaster Management Institute supported women's groups to create DRR action plans in response to risks they identified in their communities. Austria organized an assembly of the Women Exchange for DRR (we4DRR) network, bringing together female experts to highlight the role of gender in disaster risk management. UN Women worked with national and local authorities, UN partners and local civil society, including women's groups, to develop gender-inclusive DRR and resilience measures in 39 countries.

Advancing gender equality in humanitarian organizations

For the first time, a handful of stakeholders reported on how they are advancing gender parity and actively promoting women's leadership within humanitarian organizations. Some focused on increasing the number of female staff in field operations. Christian Aid and its partners, for example, increased the number of female staff in South Sudan by 50 per cent; Germany provided

Girls sitting outside the Jalalabad hospital (2019). Afghanistan. OCHA/Matteo Minasi





Women outside the International Rescue Committee's Comprehensive Women Centre at an IDP camp in Gwoza, Nigeria. OCHA/Yasmina Guerda

funding to train and recruit women deminers in Ukraine, leading to an increase in the female workforce from 8 per cent in 2017 to 18 per cent in 2018. Others took an organization-wide approach, with some, including Christian Aid and the International Rescue Committee (IRC), rolling out self-assessment tools to help monitor their progress towards gender equality. Caritas Internationalis conducted a staff survey on the status of women across its global workforce and produced recommendations on gender equality for the entire Caritas Confederation. Many stakeholders provided staff training on gender equality and inclusion. Some created additional mechanisms, recognizing the limited impact of training alone on transforming organizational culture. IRC, for example, designated 222 staff members as official gender equality champions and created female-only working groups to help identify gaps in support for female staff.

Improving capacity and guidance for gender equality programming

Building capacity

Stakeholders in 2018 took steps to improve the humanitarian sector's capacity for gender analysis, mainstreaming and programming. Human resources were at the heart of these efforts, with stakeholders deploying experts to improve response capacities and provide training. Member States, including Ireland and Spain, supported the Gender Capacity Standby Project, hosted by OCHA, which deployed gender experts in 17 humanitarian emergencies. UN Women facilitated the deployment of 21 experts on gender in humanitarian action, and Ireland deployed rapid response child protection and GBV experts in three crises. In addition, many stakeholders worked with partners and community leaders to build capacity on gender equality.



IDP Schoolgirls in lesson at the Al Ghafqi school, Aden. Many of the students arrived with their families from the Taiz and Al Hudaydah region having fled fighting. Yemen. OCHA/Giles Clark

Developing guidance and sharing knowledge

Stakeholders continued to provide guidance and tools for gender equality and women's empowerment. As co-chairs of the IASC Gender Reference Group, Oxfam and UN Women led the roll out of the updated IASC Gender Handbook.⁴ Plan International produced recommendations on supporting the needs of adolescent girls in protracted crises. UNDP developed guidance on Advancing Gender Equality and Women's Empowerment in Crisis and Recovery Settings, and OHCHR published a manual on Integrating a Gender Perspective into Human Rights Investigations. The Women's Refugee Commission (WRC) houses and supports the Global Campaign for Equal Nationality Rights, which produced a guide for policymakers in African countries on eliminating gender discrimination in nationality laws, with funding from Sweden.

Stakeholders also provided opportunities to increase knowledge-sharing. For example, IOM and WRC launched the Women in Displacement online platform, which provides a space for camp management practitioners to share strategies and tools for enhancing the participation of displaced women and girls in camp governance structures.

Improving data and analysis

Stakeholders reported on their efforts to improve the availability of data and the use of gender analysis to plan, implement and assess humanitarian programmes. According to OCHA, 31 per cent of 2018 Humanitarian Response Plans fully integrated gender analysis and a further 68 per cent integrated gender analysis to some extent. To strengthen field-level data and analysis, FAO prepared guidance and provided technical advice for staff and partners to support the collection of sex- and age-disaggregated data and the formulation of gender-sensitive indicators for measuring vulnerability and resilience. At the policy level, Member States called for a greater analysis of gender in programming: Denmark, for instance, now requires its partners to integrate gender in humanitarian needs assessments for all sectors, while Germany's partners are required to collect data disaggregated by sex, age and disability. Stakeholders also worked to mainstream gender into high-level humanitarian processes: CARE International identified appropriate gendered indicators for several Grand Bargain workstreams, and the United Kingdom helped introduce voluntary reporting on gender in the follow-up to the Grand Bargain.

⁴ <https://interagencystandingcommittee.org/gender-and-humanitarian-action/content/iasc-gender-handbook-humanitarian-action-2017>

Supporting sexual and reproductive health in crises

In 2018, 28 stakeholders reported on their efforts to ensure that women and girls in crises have access to sexual and reproductive health (SRH) services.

Funding for sexual and reproductive health and rights (SRHR)

Austria, Belgium, Canada, Denmark, the EU, Germany, Luxembourg, the Netherlands, New Zealand and the United Kingdom provided funding and political support, as well as advocating for SRHR in global policy forums. Funds were channelled through a number of partners, including UNFPA, the International Planned Parenthood Federation, UN Women, UNHCR, UNICEF and WHO. In addition, the United Kingdom funded WHO to develop a global monitoring framework for SRHR in crises to improve the quality of data and drive global accountability.

Training and innovating to improve SRH outcomes

Stakeholders worked to improve the quality and outcomes of SRH services, training humanitarian responders and supporting the

capacity of partners and health workers through new guidance and tools. UNFPA trained more than 5,600 practitioners in 41 countries on the Minimum Initial Service Package for reproductive health and, in partnership with OHCHR, supported capacity-building on SRHR for 24 civil society organizations from eight countries in Southern Africa. Save the Children conducted regional training sessions with humanitarian actors on adolescent SRH. The Inter-Agency Working Group on reproductive health in crises, hosted by WRC, revised its Inter-Agency Field Manual on Reproductive Health in Humanitarian Settings, and Plan International piloted a tool to assess Menstrual Hygiene Management needs in the early stages of a crisis.

Stakeholders also worked in partnership to implement innovative approaches to SRH. The United Kingdom tested new approaches for SRH service delivery in crisis contexts via the Amplify programme and UK Aid Connect, and worked with the Guttmacher Institute on research into safe abortion care in crisis-affected populations. UNHCR, with the support of the Bill and Melinda Gates Foundation, rolled out innovative, low-cost practices to improve maternal and newborn care in refugee operations.

Challenges

A number of persistent challenges have impeded progress in translating commitments into tangible results. Half of all stakeholders who reported on transformation 3D in 2018 cited a lack of gender and/or vulnerable group inclusion as a key challenge. Stakeholders highlighted that, despite progress in embedding gender equality in humanitarian policy and standards, efforts to advance gender equality, mainstream gender, and mitigate, prevent and end GBV are still not seen as operational priorities. Some stakeholders noted that this is partly due to persistent patriarchal norms and entrenched structures within the humanitarian system, which mean that efforts to address women and girls' needs and empower them in crises remain siloed and underfunded. In addition, few reported efforts focused on empowering women, and increasing their participation and influence in humanitarian decision-making. Stakeholders also encountered resistance at country level and with national partners – but also among international partners and some donors – to issues such as

gender-transformative action, SRH rights and the empowerment of women. Finally, reporting was still very weak on considerations of other factors that can lead to multiple and intersecting forms of discrimination, including age, disability, sexual orientation and gender identity.

As in previous years, stakeholders highlighted the lack of human resources and capacity among the top challenges to implementing their commitments. Organizations reported lacking staff with expertise in gender equality, gender-responsive programming and analysis, and GBV prevention and response. This was compounded by lack of funding to hire experts and invest in capacity-building measures for staff, partners and women-led organizations. Finally, the lack of quality data and analysis remained a persistent challenge. This year, a number of stakeholders highlighted how the lack of data made monitoring results and impact more difficult. As in previous years, stakeholders also stressed the need for data disaggregated by sex and age to inform response, analysis and planning.

Achieving the transformation

To increase accountability for advancing gender equality in humanitarian action and operationalize commitments to empower women and girls, stakeholders should consider the following practical recommendations:

- **Let women lead:** Stakeholders called for more women in leadership roles across the humanitarian, development and peace pillars as well as women-led localization efforts. In practice, this entails partnering with and funding women-led organizations, in line with the principles of the Grand Bargain and the Charter for Change. It also means ensuring that women are more represented in humanitarian organizations, that humanitarian work is more inclusive and safer for women, and that feminist leadership becomes the norm.

- **Invest in women and girls:** Gender equality should be prioritized in all stages of response, and resourced at both global and field levels. This means dedicating funding for gender expertise, both at the outset of crises and on an ongoing basis; that gender analysis and sex- and age-disaggregated data collection is routinely conducted; and that leaders, staff and partners have the capacity to implement norms and standards on gender and GBV.

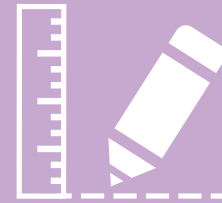
- **Improve coordination on gender analysis and capacities:** At country level, gender analysis should inform every stage of the programme cycle. Humanitarian Country Teams and other partners should improve coordination, pool resources and technical expertise, and agree on common standards for data-collection to enable joint gender analysis across sectors and clusters. Organizations should also share tools and resources for gender and

protection, collaborate to enhance human resource capacity at country level, and create opportunities to share learning and best practices.

- **Monitor progress and increase accountability:** More effective evaluation frameworks and more rigorous monitoring of gender equality commitments are needed, particularly at the operational level. Stakeholders also called for greater buy-in for collective progress assessments such as the IASC Accountability Framework on Gender Equality and the Empowerment of Women and Girls, and for system-wide reporting and follow-up on gender equality, protection from GBV, and the prevention of sexual exploitation and abuse.

- **Strengthen sexual and reproductive health:** SRH services and protective measures for women and girls should be standard as part of humanitarian planning, appeals and preparedness. At the global level, increased collective attention is needed to ensure that SRH is mainstreamed into humanitarian and development policies, and that funding is provided for their operationalization. At country level, stakeholders should coordinate with and develop the capacity of national and local service providers – both in terms of preparedness and response.

Assessing progress



Although there has been important progress in developing policies and standards on gender equality, women's empowerment, GBV prevention and SRHR, there is currently no comprehensive and systematic monitoring of the extent to which these are being collectively implemented within humanitarian action. The forthcoming IASC humanitarian evaluation on gender equality and the empowerment of women and girls (commenced in June 2019) will provide an important baseline for assessing progress towards gender-responsive humanitarian programming; the evaluation will analyse the collective use of gender strategies and policies by IASC organizations, and the financial resources allocated to these. In coming years, progress reports⁵ against the IASC Gender Accountability Framework will provide an ongoing assessment of collective performance. The adoption of the Gender with Age Marker (GAM) as the standard for all IASC member agencies will also help to measure the extent to which the humanitarian system as a whole takes into account the needs of women and girls.

Tracking funding to gender equality programming, and GBV prevention and response, would also provide an indication of overall support for this transformation. A forthcoming study by UN Women and UNFPA to determine

the current level of funding towards gender equality and the empowerment of women and girls across major humanitarian funding mechanisms will help to establish a baseline for measuring progress.

In the long run, there may be scope for aligning progress monitoring in some areas, such as those experiencing protracted crises, with efforts under Sustainable Development Goal 5, which includes indicators related to GBV, SRH, and women's participation and leadership. These will provide important indications of whether collective efforts are leading to impacts beyond the results achieved by individual projects.

⁵ https://interagencystandingcommittee.org/system/files/iasc_af_gender_report_2018.pdf

3E: Eliminate Gaps in Education for Children, Adolescents and Young People

The World Humanitarian Summit generated important momentum around education in crises. At the Summit, stakeholders rallied around the Agenda for Humanity's ambitious call that no child should miss out on their education because of conflicts or disasters. In 2018, stakeholders continued to demonstrate their commitment to supporting education for children, adolescents and young people affected by crises. Thirty-four⁶ stakeholders reported on efforts across different transformations of the Agenda for Humanity to provide access to safe education to children in need.

Progress in 2018

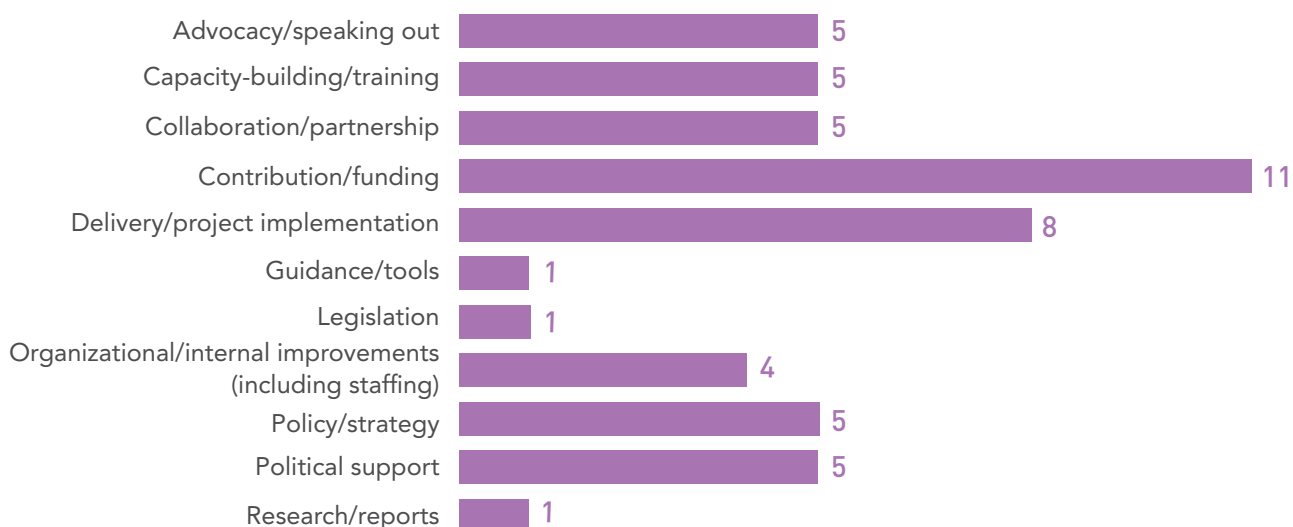
Funding for education initiatives

In 2018, donors increased funding for education in fragile and crisis contexts. At the G7 Summit in Canada, participating Member States pledged a total of \$3.8 billion⁷ to improve access to education for girls and women, particularly those living in conflict and crisis situations. Donors continued to channel funding through multilateral initiatives and partnerships, in particular the Education Cannot Wait fund, the Global Partnership for Education, and the No Lost Generation initiative for Syrian children. As of November 2019, Education Cannot Wait had mobilized \$560 million from 15 public and private donors, and was supporting education programmes for 1.4 million children and youths in 18 crisis-affected countries. The European Union (EU) continued to scale up its funding for education in emergencies reaching 8 per cent of its total humanitarian budget. Many donors also increased the predictability

⁶ Twenty stakeholders reported specifically on Transformation 3E, and an additional 14 stakeholder included education in their reports on other transformations.

⁷ G7 Member States also pledged a further \$527 million during the General Assembly in September 2018

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Source: https://www.agendaforhumanity.org/agendaforhumanity_viz/index.html

of their support: Germany, for example, provided multi-year funding to UNICEF projects working to deliver quality basic education. Portugal launched the Rapid Response Mechanism for Higher Education in Emergencies, a multi-stakeholder platform/partnership that uses blended financing strategies for levying additional, long-term resources to support students whose education was interrupted by crises.

Gender equality programming in education

Stakeholders continued to support efforts to eliminate the gender gap in education in crises. Led by Canada, the G7 Member States adopted the Charlevoix Declaration on Quality Education for Girls, Adolescent Girls and Women in Developing Countries, pledging to minimize the disruption to schooling in crises, especially for girls, and to improve access to quality education for girls and women in the early stages of humanitarian response and peacebuilding efforts. Stakeholders also supported initiatives to increase the enrollment of girls in primary and secondary school. Turkey continued to provide conditional

cash transfers to Syrian refugee families who send their children to school, providing higher amounts for girls. Ireland supported projects to address barriers to education for adolescent girls in Uganda, and enhance education for vulnerable girls in Malawi and Zambia. Education Cannot Wait launched its Gender Strategy in 2018 to advance gender equality in education in emergencies; by the end of 2018, nearly half of all Fund beneficiaries were girls.

Access to education for refugee and forcibly displaced children

As in previous years, stakeholders focused on supporting education for refugee and displaced children, who are more likely to miss out on school. Through the No Lost Generation initiative, Member States supported education projects for children in Syria, and Syrian refugees in Iraq and other host countries. UNRWA provided education to 532,857 children in Gaza, Jordan, Lebanon, Syria and the West Bank. Germany supported education projects for refugees and migrants in Greece and Lebanon. The International Rescue Committee began implementing an

More than 49,000 students were affected by the Mayon Volcano eruption. At Bagumbayan Central School, a classroom full of students during the day turns into an evacuation centre in the evening. The Philippines. OCHA/G. Arevalo



early childhood development programme in collaboration with Sesame Workshop and other partners, providing a locally adapted version of Sesame Street and free educational resources to children and caregivers affected by displacement in Iraq, Jordan, Lebanon and Syria.⁸ The Education Cannot Wait Fund supported 459,510 refugee children and 386,379 internally displaced children with formal and non-formal education in 18 countries. At the global level, Canada, Norway, Concern Worldwide and InterAction advocated for the inclusion of refugee education in the Global Compact on Refugees (GCR); UNHCR also highlighted the opportunity presented by the GCR for facilitating access to education for children and youth from refugee communities.

Quality education

Stakeholders continued efforts to improve the quality of education in emergencies by supporting national education sector partners and teachers. Right to Play, for example, developed a gender-responsive, play-based learning teacher-training programme, which it delivered in partnership with the Ministries of Education in conflict-affected areas in Burundi and Mali. Stakeholders also supported humanitarian practitioners in delivering quality programming: Save the Children, as co-lead (with UNICEF) of the Global Education Cluster (GEC),⁹ managed the Global Helpdesk, which responded to 90 requests for support with emergency education programming from 28 countries. In addition, the GEC delivered five core-skills training sessions to 125 people from 22 countries to boost the quality of education programme delivery. World Vision International launched an online course on conflict-sensitive education and provided training to its staff on the latest approaches to education in emergencies.

Enhancing safety in schools

Stakeholders also continued efforts to ensure that schools are safe places. The All India Disaster Mitigation Institute (AIDMI) implemented projects to strengthen disaster risk reduction in schools and educate teachers on school safety: it conducted school safety trainings in Ahmedabad, Gandhinagar and Raipur for around 195 educators. The Maggie Program built two proprietary shelter dorms at Les Lionceaux School in south Cameroon, aiming to increase the safety of students by providing a safe boarding option. A number of stakeholders reported on their efforts to protect students, teachers and schools

during times of conflict through political support for the Safe Schools Declaration; Luxembourg and UNICEF urged Member States to endorse and implement the Declaration. Education Cannot Wait provided funding to the Global Coalition to Protect Education from Attack to support global advocacy on the Safe Schools Declaration and strengthen data collection and analysis on attacks on schools and universities. Spain hosted the 3rd International Conference on Safe Schools in May 2018, which focused on gender equality and monitoring the progress of Member States towards Sustainable Development Goal 4: Quality Education.

Challenges

Despite the achievements in 2018, there are still significant gaps in education for children and young people affected by crises. Stakeholders identified a number of common barriers to progress, including limited funding, a lack of relevant data (particularly for education systems in refugee camps and host countries) and poor coordination between humanitarian and development programmes. In addition, a lack of suitable infrastructure for students with disabilities, and prevailing gender inequalities – sustained in part by discriminatory social norms – continue to impede access to education. Many stakeholders noted that, as well as increased funding, achieving collective progress requires investment in national education systems rather than individual projects.

⁸ With support from the MacArthur Foundation and the LEGO Foundation; Sesame Workshop also delivers a similar programme in Bangladesh in partnership with BRAC (formerly known as the Bangladesh Rehabilitation Assistance Committee).

⁹ Clusters are groups of humanitarian organizations, both UN and non-UN, in each of the main sectors of humanitarian action – in this case, the education sector.

Achieving the transformation

To improve the quality and accessibility of education, stakeholders should work collectively to:

- **Ensure predictable and long-term funding:**

There is a need for more long-term funding to ensure that existing initiatives are fully realized and sustained, and to close gaps in coverage. Member States should prioritize funding to improve access to and the quality of education through domestic resourcing and coordinated humanitarian and development financing; multilateral initiatives such as the Global Partnership for Education and Education Cannot Wait should be fully funded to ensure that the most vulnerable children are reached. Predictable funding is also critical for generating research and good practice.

- **Improve data collection and analysis:**

Stakeholders should step up efforts to collect data on the state of education in fragile and crisis situations as well as on the children affected. This should involve fostering partnerships with educational authorities and providers to generate context-specific data, disaggregated by sex and age, and ensure the inclusion of marginalized groups in data collection efforts.

- **Ensure education planning is gender-responsive and inclusive:**

In order to close the gender gap and unlock the benefits of education for both girls and boys, gender equality must be considered at every stage of the planning cycle. Education interventions must identify gender barriers and ensure that strategies and policies are put in place to address them, including developing the gender analysis capacities of national authorities and local partners. Equally, education interventions must ensure that children with disabilities have access to education and are provided with the support they need to learn effectively.

- **Improve multi-stakeholder coordination:**

Strengthening collective action is key to achieving the transformation, particularly in terms of ensuring long-term funding and coherent programming for building the capacities of local authorities and education providers. Focusing on collective outcomes allows individual stakeholders to use their comparative advantage to work more effectively towards a common objective.

Assessing progress



In the coming years, monitoring against SDG 4 Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all, will provide insights into collective progress. Relevant SDG indicators include: (4.2.2) 'participation rate in organized learning, by sex'; (4.5.1) 'parity indices'; and (4.6.1) 'proportion of population in a given age group achieving at least a fixed level of proficiency in functional literacy and numeracy skills, by sex'.

Nonetheless, there are likely to be gaps in educational data for countries affected by humanitarian crises. Tracking education funding to crisis-affected countries through global initiatives such as Education Cannot Wait and the Global Partnership for Education, as well as from inter-agency appeals, may, in some circumstances, serve as a proxy.

3F: Empower young people¹⁰

For 2018, 15 stakeholders reported on efforts to involve young people in humanitarian action and empower them as agents of change. Meeting the needs of and empowering adolescent girls was a particular theme in 2018. Under Canada's leadership, participating Member States committed to the G7 Whistler Declaration on Unlocking the Power of Adolescent Girls for Sustainable Development, which recognizes the importance of adolescence as a critical period of empowerment. The Women's Refugee Commission built the capacity of partners to identify the most vulnerable girls in emergencies and strengthen their resilience in situations of protracted displacement. Mercy Corps, with funding from Ideo.org, worked with Syrian adolescent girls to co-design an open-source toolkit that provides information on sexual and reproductive health.

The Compact for Young People in Humanitarian Action,¹¹ which now has over 50 signatories, continued to mobilize investment in young people and encourage partners to place the rights and needs of youth at the forefront of humanitarian response. Compact partners such as Germany and Reach Out to Asia supported initiatives to build the skills and capacities of young people affected by crises, and empower them to engage in civic activities and non-violent conflict resolution. Other stakeholders also emphasized skill-building. The Humanitarian Open StreetMap Team trained young people in mapping and other technical skills, and Catholic Relief Services trained young people in or at-risk of crises in life, leadership and employability skills.

¹⁰ Also see Chapter 1 for reporting on the Youth, Peace and Security Agenda.

¹¹ The Compact was co-convened by UNFPA and the International Federation of the Red Cross and Red Crescent Societies. For more details on the Compact's achievements, see: https://www.unfpa.org/sites/default/files/pub-pdf/UNFPA_PUB_2018_EN_Compact_Report-Igniting_Hope.pdf

Local Yemeni boys pose before playing football on the beach in Aden. Yemen. OCHA/Giles Clark



3G: Include the most vulnerable

Efforts to make humanitarian action more inclusive gathered pace in 2018, with a renewed focus on developing and operationalizing policy commitments to include and empower the most marginalized, particularly persons with disabilities. Thirty stakeholders reported against transformation 3G, and inclusion was a cross-cutting theme across other transformations.

Progress in 2018

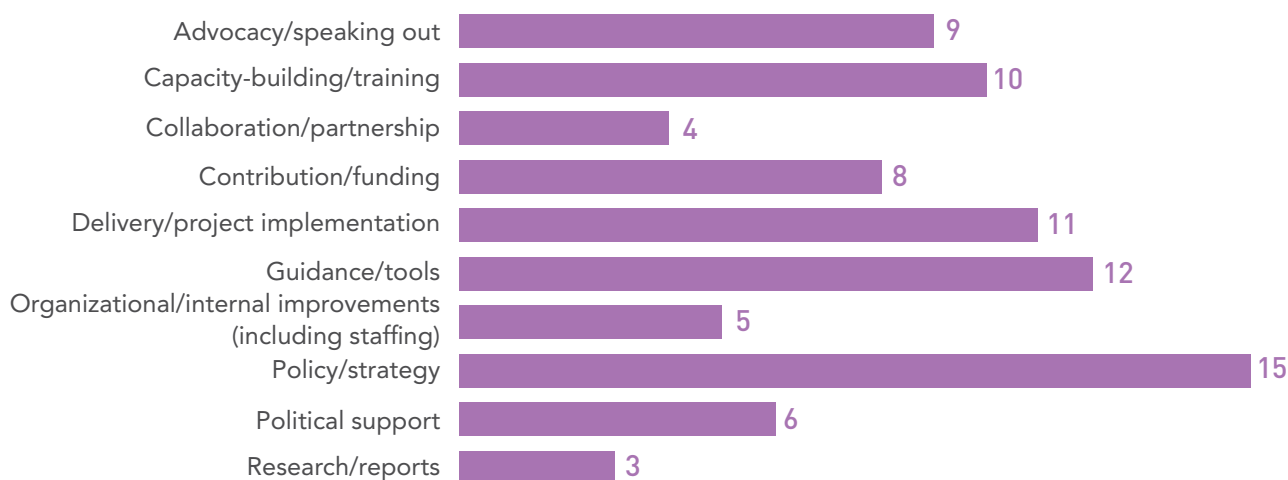
Including persons with disabilities in humanitarian action

Accountability and advocacy for disability inclusion

Stakeholders continued to strengthen policy commitments and instruments to mainstream disability inclusion in humanitarian action. In 2018, the UN Secretary-General initiated the development of a UN policy, action plan and accountability framework to improve system-wide performance on accessibility and inclusivity. Luxembourg updated its humanitarian assistance strategies to promote the inclusion of vulnerable groups, and Germany developed a gender-age-disability marker to support disability-sensitive programming. The European Union (EU) strengthened disability mainstreaming in EU-funded operations across all sectors, encouraging partners to involve and better support persons with disabilities. The Charter on Inclusion of Persons with Disabilities in Humanitarian Action surpassed 200 endorsers and continued to serve as a rallying call for change.

Stakeholders also advocated for greater accountability towards persons with disabilities. In July 2018, the first Global Disability Summit took place in London, co-hosted by the United Kingdom, Kenya and the International Disability Alliance (IDA). Over 170 government, civil society, private sector and multilateral organizations made global

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Source: https://www.agendaforhumanity.org/agendaforhumanity_viz/index.html

and national commitments on disability inclusion, including many relating to humanitarian action.¹² On 3 December 2018, Poland convened a UN Security Council Arria formula meeting to discuss – for the first time ever – issues facing persons with disabilities in armed conflict.¹³

Funding and programming to include and empower persons with disabilities

Donors, including Austria, Canada, the EU, Germany and Italy, funded organizations delivering programmes and services for persons with disabilities caught up in crises. Italy also funded the International Committee of the Red Cross Programme for Humanitarian Impact Investment, which is helping to transform the way vital services for people with disabilities are financed in countries affected by conflict. As well as service delivery, stakeholders focused on promoting the participation of persons with disabilities in

Hawa (42) was born with a disability. When conflict and insecurity reached her hometown seven years ago, Hawa and her sisters fled. They now live in Al Sayyad IDP camp in Tripoli, with another 500 families. Hawa has only seen a doctor once since she was displaced. Libya. OCHA/Eve Sabbagh



humanitarian initiatives. New Zealand, via the Pacific Disability Forum (PDF), provided funding for youth with disabilities from 8 Pacific island nations to attend the 6th Pacific Regional Conference on Disability, as well as funding persons with disabilities from 11 Pacific countries to participate in one of the regional consultation workshops for the forthcoming Inter-Agency Standing Committee (IASC) Guidelines on Inclusion of Persons with Disabilities in Humanitarian Action.

Capacity-building, training and guidance

Stakeholders continued to build the capacity of humanitarian actors to deliver disability-inclusive responses. New Zealand developed a multi-year partnership with PDF and CBM New Zealand to strengthen disability inclusion in humanitarian responses in the Pacific. A number of stakeholders provided training to build capacity internally and with partners. UNHCR, for example, finalized an e-learning package on working with persons with disabilities in forced displacement; and UNRWA trained 588 staff members on disability inclusion. Others adapted existing training materials to make them more accessible: Humentum, for example, subtitled all its e-learning videos.

Stakeholders also developed and disseminated guidance to support disability mainstreaming. For instance, the Age and Disability Capacity Programme published the Humanitarian Inclusion Standards for older people and people with disabilities, and the revised 2018 Sphere Handbook included more precise guidance on disability inclusion, including identifying barriers to assistance and protection. An IASC task team co-led by Humanity & Inclusion (HI), IDA and UNICEF continued drafting new IASC Guidelines on Inclusion of Persons with Disabilities in Humanitarian Action.¹⁴ UNICEF rolled out its guidance on the Inclusion of Children with Disabilities in Humanitarian Action, and UNDP launched a Guidance Note on Disability Inclusive Development to complement the first

¹² For further details see the outcome document, the Charter for Change: https://www.internationaldisabilityalliance.org/sites/default/files/gds_charter_for_change.pdf

¹³ The meeting was co-sponsored by Côte d'Ivoire, Germany, Kuwait and Peru, with support from OHCHR, UNICEF and IDA

¹⁴ This work was funded by Australia, the EU, Finland, Germany and Luxembourg.

UN Flagship Report on Disability and Development (launched in December 2018). The EU and WFP both developed operational guidance to strengthen the inclusion of persons with disabilities in programming. At a national level, Thailand developed and piloted guidance on flood preparedness for persons with disabilities, and the Vietnam Red Cross designated persons with disabilities as a priority group in their guidelines on providing social support to communities in need.

Improving data

Stakeholders continued to improve the availability of disaggregated data. Christian Aid, HelpAge and UNICEF adopted the use of the Washington Group Questions (WGQs)¹⁵ in needs assessments and monitoring, and HI developed a toolkit for the application of the WGQs in humanitarian settings. Australia and New Zealand finalized a joint Monitoring and Evaluation Framework for Pacific Humanitarian Action to improve the collection, analysis and use of disaggregated data. Following Tropical Cyclone Gita, New Zealand also commissioned a disability needs assessment with Organizations of Persons with Disabilities (OPDs) in Tonga, which fed into the Government's emergency planning and response. UNRWA developed a data assessment report to improve the collection of disability-disaggregated data.

Including other vulnerable groups

A few stakeholders reported on efforts to be more inclusive of other marginalized and vulnerable groups. New Zealand and UNHCR launched new strategies for the protection of people of various gender identities and sexual orientations, and Canada provided additional funding to the Rainbow Refugee Assistance Pilot programme, which encourages the private sponsorship of refugees persecuted on the basis of their sexual orientation and/or gender identity. The Turkish NGO Kesh Malek provided assistance to survivors of political detention in Syria, including housing support, legal advice and referrals to medical and mental health services.

Challenges

Since the launch of the Charter on Inclusion of Persons with Disabilities in Humanitarian Action at the World Humanitarian Summit, there has been substantial progress in increasing international attention to persons with disabilities, and in improving frameworks and capacity for disability inclusion in humanitarian responses. Nonetheless, stakeholders must continue to step up efforts to ensure that political commitments are translated into meaningful outcomes on the ground. In this year's reporting, the lack of timely, quality, disaggregated data was again identified as one of the main barriers. The lack of skilled human resources was also ranked on par with data, recognizing that trained and knowledgeable personnel are just as important for creating disability-inclusive interventions.

¹⁵ The Washington Group Short Set is a series of questions designed to identify (in a census or survey format) people with a disability. For more information, see <http://www.washingtongroup-disability.com/>

Achieving the transformation

Stakeholders also identified specific gaps in current practices, which the following recommendations seek to address:

- **Improve data:** Donors and organizations should incentivize disaggregated data collection by providing dedicated funding and capacity. Stakeholders should also work to resolve tensions between the drive for simplified reporting and the need for disaggregated data collection, for instance, through the use of common tools and standards, and the development of common donor requirements.

- **Increase technical capacity:** Although guidance exists and is continually being improved, mainstreaming disability inclusion and implementing best practice require dedicated resourcing for training, practical support and monitoring at field level. Stakeholders should seek opportunities to collaborate, pool resources, and share knowledge and experiences.

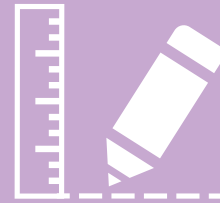
- **Develop capacity and collaboration for intersectionality:** To rectify the ongoing exclusion of older people, and women and girls from wider work on disability and inclusion, stakeholders must work to break down silos between gender, age and disability work, and strengthen training, tools and other

measures to include and address the needs of people of all genders, disabilities and ages.

- **Include and partner with Organizations of Persons with Disabilities (OPDs):** Collaboration between humanitarian actors and OPDs should be strengthened at all levels, including at field level. Humanitarian actors should also develop partnerships with global and local OPDs to improve capacity support and resourcing, in line with the Principles of Partnership and commitments under initiatives such as the Grand Bargain, the Charter for Change and the Charter for Inclusion of Persons with Disabilities in Humanitarian Action.

- **Include all marginalized groups:** While there has been notable progress on disability inclusion, work to understand and address the challenges faced by other marginalized groups has lagged behind. The international community needs to step up support for inclusive policies and programmes that provide protection for all vulnerable groups, including those who are persecuted on the basis of their sexual orientation or gender identity.

Assessing progress



The paucity of data on persons with disabilities in crises is a major impediment to assessing progress. Although many tools exist to assist with gathering data disaggregated by sex, age and disability – including the Washington Group questions and the Model Disability Survey under WHO’s Global Disability Action Plan 2014-2021 – they are not yet systematically included in all humanitarian assessments, meaning that important data gaps remain. In addition, complex, multiple and intersecting forms of discrimination and disability, which need to be considered in any attempt to assess progress more broadly, require multi-faceted assessment and analysis.

Humanitarian evaluations also do not routinely consider persons with disabilities’ access to and participation in humanitarian response. The (IASC) Guidelines on Inclusion of Persons with Disabilities in Humanitarian Action suggest that humanitarian evaluations could develop specific indicators to measure progress, such as the proportion of persons with disabilities that specific interventions reached. Applying such indicators across all humanitarian responses would provide an important gauge of collective progress.