NO TIME TO RETREAT

First annual synthesis report on progress since the World Humanitarian Summit

OCHA

AGENDA FOR HUMANITY
5 CORE RESPONSIBILITIES
24 TRANSFORMATIONS

Cover photo: A girl collects water in Dikwa, Nigeria, where hundreds have fled to escape Boko Haram violence and famine-like conditions.
OCHA/Yasmina Guerda

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Nyanzale, North Kivu: A girl leans out the window of a school. Despite being internally displaced, she is able to continue her education, giving her hope for the future.

OCHA/Ivo Brandau

Eighteen months on, the commitments made at the World Humanitarian Summit are driving change

The World Humanitarian Summit in Istanbul, Turkey, set in motion a multi-year agenda to deliver the changes called for by the Agenda for Humanity. In their first self-reports against commitments made at the Summit, 142 stakeholders described the efforts they made from June to December 2016 to realize this ambitious vision.

The collective efforts reported by stakeholders show evidence that change is underway. The New Way of Working is being embraced as the vehicle to bring humanitarian and development analysis, planning and financing closer together to work toward shared outcomes of reduced need, risk and vulnerability in protracted crises. Targets have been set by initiatives such as the Grand Bargain and the Charter for Change to better support and fund local and national responders. Political will and policy attention have sustained momentum and debate on how international actors can best reinforce, not replace, local humanitarian action. Stakeholders' reports also indicate that Agenda for Humanity complements other global endeavours. The United Nations Secretary-General's focus on prevention builds on the call from the Summit for a new era in political leadership matched with effective financing to prevent and end crises. The New York Declaration for Refugees and Migrants reinforces commitments made at the Summit toward new approaches to address the short and long-term needs of refugees and improve support to host communities.

While efforts are mobilizing in these areas, it is not yet possible to demonstrate improved outcomes for people affected by crises. As humanitarian needs mount, this is no time to retreat from commitments made at the Summit. Rather, it is the exact moment for all stakeholders to become more resolute to deliver results.

The **Agenda for Humanity** is a five-point plan that outlines changes that are needed to prevent and reduce human suffering during crises. Presented as an annex to the United Nations Secretary-General's report for the World Humanitarian Summit "One Humanity: Shared Responsibility" (A/70/709), it provided an overarching vision for the Summit and commitments.

Through its 5 core responsibilities and 24 transformations, the Agenda for Humanity sets out a vision and a roadmap to better meet humanitarian need, risk and vulnerability for the 130 million people who are affected by humanitarian crises and for the millions more people at risk. The changes it calls for have the potential to transform the humanitarian landscape, in order to save more lives and accelerate progress for people in crisis contexts so they can benefit from the universal and ambitious Sustainable Development Goals.

At the World Humanitarian Summit in Istanbul in May 2016, 9,000 representatives from Member States, non-governmental organizations, civil society, people affected by crises, the private sector and international organizations came together and made over 3,700 commitments to deliver on the ambitious changes called for in the Agenda for Humanity. At the request of the Secretary-General, the online Platform for Action, Commitments and Transformation (PACT – agendaforhumanity. org), was created to house the commitments and provide a hub for transparency, mutual accountability and voluntary progress reporting.

This report provides a summary of the progress that 142 stakeholders reported around the 5 core responsibilities and 24 transformations of the Agenda for Humanity. The Executive Summary provides a more cross-cutting view of emerging trends in progress and gaps that need to be addressed.

Progress is being made in key areas

As the work to realize the changes called for in Agenda for Humanity gain momentum, some clear areas of progress are becoming evident.

The humanitarian-development divide is being bridged

Efforts to transcend the humanitarian-development divide through a New Way of Working[1] are gaining traction, spurred by high-level leadership, including that of the United Nations Secretary-General. Reporting indicates that stakeholders are taking seriously the need to program differently and over multi-year horizons in protracted crises and are finding ways to overcome institutional divides, while some donors are increasing humanitarian multi-year funding. Dialogue is building on how to adapt the New Way of Working to different contexts, and experiences at country level are providing insights on addressing operational challenges, including institutional and systemic bottlenecks. Nevertheless, significant challenges remain in accelerating this change, including the need to ensure financing is aligned with the achievement of collective outcomes.

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[1] The New Way of Working (NWOW) emerged from the United Nations Secretary-General's call at the Summit to move from delivering aid to ending need. The approach seeks to achieve collective outcomes, over a multi-year timeframe of three to five years, based on the comparative advantages of Member States and organizations spanning the humanitarian and development spheres, including UN actors, NGOs, and International Financing Institutions. More information on the NWOW can be found under Transformation 4C.

To further transcend the humanitarian-development divide:

- **Humanitarian and development organizations should:** Learn from field experiences on how joint analysis can define collective outcomes to reduce people's need, risk and vulnerability in different contexts. Based on this learning, move beyond adopting parallel strategies to joined up planning for collective outcomes in the areas of greatest risk and vulnerability, in a way that suits the particular context.

- **The UN system at all levels should:** Work with governments as well as humanitarian, development and other relevant partners, such as the private sector, to articulate collective outcomes and devise plans that outline each actor's role and comparative advantage.

- **Member States and international organizations should:** Incentivize and finance joined up programming towards collective outcomes and over longer time horizons in appropriate contexts. Donors should further increase multi-year and flexible funding and accelerate its alignment to the achievement of collective outcomes on the basis of comparative advantage.

The world has committed to new approaches to address displacement

The World Humanitarian Summit was a milestone in the global community's effort to address and reduce displacement, as well as serving as a platform for Member States and other organizations to make commitments ahead of the New York Summit on Refugees and Migrants in September 2016. Many stakeholders reported progress in funding and implementing new approaches that address both the short- and long-term needs of refugees and host communities, with renewed focus on education and livelihoods. High-level commitments to scale up approaches that build resilience are an important step forward. However, there has been no significant progress to reduce internal displacement, and more work is also needed to address cross-border displacement in the context of disasters and climate change.

To further the uptake of new solutions for displaced people and host communities:

- **Member States should:** Implement the Comprehensive Refugee Response Framework and work towards the adoption of a global compact on refugees in 2018, while increasing efforts to address root causes and prevent future displacement.

- **Member States should:** Scale up the implementation of the Nansen Initiative Protection Agenda to respond to the needs of people displaced across borders by disasters and climate change.

- **All stakeholders should:** Increase political attention and support to internally displaced people and across humanitarian and development programming over longer time horizons.

- **All stakeholders should:** Continue to adopt new financing and programming approaches that reduce the needs and vulnerabilities of displaced people and host communities while meeting their immediate assistance and protection needs.

A global effort is underway to support local humanitarian action

The World Humanitarian Summit prompted an unprecedented dialogue between Northern and Southern responders, and set in motion an agenda for humanitarian action to be "as local as possible, as international as necessary." The Grand Bargain, the Charter for Change, and other initiatives set targets that have mobilized the humanitarian community around this agenda. Reporting shows that donors and international organizations

Lake Chad crisis: Local men construct new shelters at the '20 Housing' site in Gwoza, north-east Nigeria. With the influx of IDPs and refugees returning from nearby Cameroon, the population of Gwoza has almost doubled to around 100,000.

OCHA/Ivo Brandau

have taken steps to fulfil their commitments by channelling more funding directly to local partners or through pooled funds, investing in capacity-building and dismantling barriers to partnerships with local organizations. Reports from Southern-based organizations showed a positive trend of South-South cooperation and mutual support.

Since the Summit, recognition that international action should "reinforce, not replace" local and national systems has remained high on the political agenda. However, debates around the scale of change required and how to realize this ideal in different contexts, and a lack of shared definitions have hampered progress. There is little evidence yet of structural or systemic change that would allow a more flexible international footprint according to national and local capacities and context, or increase the representation of local actors in humanitarian decision-making. Many national and local actors feel excluded from critical conversations, still expected to fit into international systems rather than leading through new and empowering mechanisms.

To further support and empower nationally and locally-led humanitarian action:

• **National and international actors should:** Continue to pursue a shared vision for structural or systemic change toward more nationally- and locally-led and coordinated responses tailored to their contexts. Agree on a roadmap with concrete actions to achieve this vision, including in the areas of national and local leadership, increased funding to local organizations, targeted capacity-building, and addressing institutional and legal barriers to direct investment.

• **Donors and international organizations should:** Ensure that capacity-building efforts are determined in consultation with national and local actors and based on a shared vision and targets of how they will empower national and local actors in preparedness, response, coordination and resource management, and sustain investments over multiple years.

- **Humanitarian and resident coordinators should:** Make efforts to increase the representation of national and local actors in decision-making, including those relevant to the implementation of the New Way of Working, and appropriate to the context.

- **Local organizations should:** Continue to develop and strengthen networks to facilitate peer-to-peer support, advocacy and cohesive engagement with national and international partners.

- **Member States and private donors should:** Increase the portion of humanitarian appeal funding channelled through United Nations country-based pooled funds to 15 per cent, as called for in the Agenda for Humanity.

Financing is being targeted toward reducing need, risk and vulnerability

The Agenda for Humanity built upon and catalysed progress towards financing that both meets short-term needs and reduces needs, risk and vulnerability over multiple years. Donors reported increasing multi-year humanitarian funding and new and multi-year approaches for longer-term programming in protracted crises, including greater support to livelihoods, education and social protection systems. Member States and International Financial Institutions, including the World Bank, have developed new partnerships and scaled up financing to better address root causes, while also providing more predictable and sustained investment in fragile contexts.

The Agenda for Humanity also called for innovation in financing for disaster response and in ensuring that an early warning triggers timely action and the release of funds. Reports highlighted greater investment in insurance-based financing for preventative and early action, particularly for countries most affected by the impacts of climate change. Such mechanisms are increasingly demonstrating the value of a timely release of funds based on early warning information.

To further target financing toward meeting short- and longer-term needs:

- **Humanitarian, development, peacebuilding organizations and International Financing Institutions should:** Take concrete steps to better sequence, align or layer humanitarian, development, peacebuilding and climate change financing instruments in a complementary manner over longer time horizons.

- **Humanitarian and resident coordinators together with humanitarian, development and peace actors should:** Implement context-specific financing solutions in support of collective outcomes at the national level.

- **Donors and implementing partners should:** Continue to explore innovative solutions to finance preventative and early action, including risk insurance. Build on actions and initiatives to ensure that an early warning is converted into early action, allowing rapid and effective early financing to mitigate the impacts of slow-onset disasters, and continue to scale up development funding that is flexible and allows for greater risk-tolerance.

Initiatives are driving change

The World Humanitarian Summit was a launch pad for initiatives to address gaps and challenges identified through the consultation process, and many of these efforts reported early strides. The Grand Bargain, which was presented at the Summit, has now rallied over 50 Member States and organizations around changes to make aid more efficient and effective, potentially catalysing essential reforms in humanitarian assistance. The Charter for Change has mobilized 30 international NGOs to change the way they work with national actors, and has been endorsed by 160 Southern-based organizations, while the Connecting Business Initiative launched more than 10 national or regional networks to engage the

private sector in humanitarian preparedness and response. The Global Partnership for Preparedness has launched its first round of country applications to strengthen preparedness capacities and received submissions from 25 countries. The Education Cannot Wait Fund mobilized more than USD 120 million for education in emergencies, and the Charter for the Inclusion of Persons with Disabilities, which has seen a 40 per cent increase in signatories since launching at the Summit, has begun to establish the groundwork for making humanitarian action more inclusive of persons with disabilities.

However, the success of initiatives has been severely dependent on political will to mobilize resources and get administrative structures off the ground, and progress has been uneven. In the short time since the Summit, only a handful of initiatives were able to report measurable changes for affected people by the end of 2016, the kind of impact that will be their true test in future reporting.

To continue to advance the initiatives:

- **All stakeholders should:** Prioritize moving initiatives from conceptualization to field-level implementation, while continuing to advocate for institutional change and to measure effectiveness and impact on a global scale.

- **All initiatives should:** Engage with other initiatives to assess progress collectively, identify synergies and common challenges, and determine the roles and comparative advantages that will enable greater transformational change while avoiding duplication.

- **All initiatives should:** Find innovative ways to bring people affected by crises, national and local organizations into the process of measuring change and results.

Important parts of the change agenda are being left behind

Notwithstanding the advances emerging in some areas, progress has been uneven and important parts of the change agenda are being left behind. While change will naturally be quicker in some areas than others, it is also important not to lose momentum around more difficult shifts that can bring about true benefits for affected people.

Preventing and ending conflict should be the highest priority

The Agenda for Humanity built on the resounding call from the World Humanitarian Summit consultations for concerted global focus on preventing and ending conflicts, given that often there are no humanitarian solutions to humanitarian crises. While shifting the focus of the international community from crisis response to prevention will take time and noting that such efforts are often through 'quiet diplomacy', few self-reports indicated a stepping up of efforts to resolve or prevent conflicts, with most stakeholders reporting on work that was ongoing prior to the Summit. It will be critical to redouble efforts to resolve the conflicts that drive the majority of humanitarian need, and to act on commitments made in Istanbul to demonstrate political leadership and will to prevent future crises.

To ensure that prevention becomes the priority for global action:

- **All stakeholders should:** Lend political and financial support to the United Nations Secretary General's initiative to reform the United Nations development system, management, and the peace and security pillar, to place prevention at the centre of the United Nations' work.

- **Member States should:** Use concerted political and economic influence to support crisis resolution, prevention, early warning and early action, including the full range of United Nations Security Council measures available.

- **Member States and International Financial Institutions should:** Significantly increase internal capacity and external resources for conflict prevention and sustaining peace.

- **All stakeholders should:** Engage civil society, including women- and youth-led organizations, in all aspects of conflict prevention, resolution and peacebuilding.

A global effort to enhance the protection of civilians in conflict should be pursued with urgency

Serious violations of international humanitarian law continue to create unacceptable human suffering in armed conflicts. Obligations to protect civilians and allow humanitarian access are plagued by a failure to respect them and by a culture of impunity around violations. While a significant number of stakeholders submitted reports to Core Responsibility Two – Respect the Rules of War – progress is not commensurate with the gravity of the situation on the ground. The gap between words and actual change can only be closed by an upsurge in concerted political will and concrete steps. Global leaders need to exert consistent political and economic influence on parties to conflict to ensure compliance with international humanitarian law, and make better use of the United Nations Security Council, global justice bodies and other mechanisms to increase accountability for violations.

To increase respect for international humanitarian law:

- **State and non-state parties to armed conflict must:** Comply with the rules of war and at all times take constant care to spare civilians and civilian objects in military operations.

- **State and non-state parties should also:** consent to, allow and facilitate rapid and unimpeded access of impartial humanitarian relief and adopt and implement practical measures to protect humanitarian and medical staff and assets.

A mother has found safety for her children in a camp for displaced people on the outskirts of Goma, in the Democratic Republic of the Congo.

OCHA/Giles Clarke

- **Member States and non-state armed groups should:** Share and implement good practices to protect civilians in conflict.

- **Parties to armed conflict and Member States should:** Respect principled humanitarian action and keep it distinct from political or military strategies.

- **Member States should:** adopt the legislative, policy and law enforcement measures necessary for effective investigation and prosecution of international crimes, including those that are gender-based.

- **All stakeholders should:** Support and get involved in a global effort to raise public awareness of the human cost of armed conflict and strengthen the protection of civilians.

Internally displaced people must be higher on the agenda

Internally displaced people featured prominently in the discussions at the World Humanitarian Summit, and the Agenda for Humanity called for a comprehensive global plan to reduce internal displacement in a dignified and safe manner by at least 50 per cent by 2030. Since the Summit, however, political attention on internal displacement has been inconsistent. Discussions on human mobility have yielded progress on refugees and migrants, and reporting on commitments made at the Summit predominately focused on refugees. Meanwhile internal displacement continues to rise each year, with no durable solutions in sight. With internally displaced people accounting for two thirds of all forcibly displaced people, the political, humanitarian and development agendas must prioritize this issue.

To reduce and address internal displacement:

- **Member states and regional organizations should:** Develop legislation, policies and capacities that protect internally displaced people and enable durable solutions to displacement.

- **All stakeholders should:** Support the vision of halving internal displacement by 2030, including by prioritizing and financing joined up humanitarian and development programming to provide support to internally displaced people and their host communities in order to reduce their needs, risks and vulnerabilities and increase efforts to achieve durable solutions.

- **All stakeholders should:** Support the United Nations Secretary-General's prevention agenda and reform of the United Nations development system to better prevent forced displacement and enable solutions, as well as a system-wide initiative on internal displacement to accompany these reforms.

People must be at the centre of humanitarian action

The Agenda for Humanity called for demand-led humanitarian action that engages affected people as central drivers of building resilience, further reinforced by the Grand Bargain workstream on the "participation revolution." Since the Summit, the Core Humanitarian Standard on Quality and Accountability has gained ground as a common reference point for making humanitarian action more responsive to affected people, and many stakeholders reported on measures to strengthen the participation of affected people through feedback and complaints mechanisms. Cash-based programming is on the rise as a tool that potentially provides affected people with greater choice. However, stakeholders reported significant challenges in turning global pledges or standards into change at field level, and there is no evidence from the first reporting cycle of the sea-change that will be required to truly put affected people in the driver's seat of humanitarian response.

Humanitarian action also must continue to become more inclusive. Women remain underrepresented in humanitarian decision-making and leadership, and the political support for equality and gender-responsive programming that emanated from the Summit has not yet translated into practice. Whilst policy-level progress has made humanitarian action more inclusive of persons with disabilities, young people and other marginalized groups still receive little political, programming or financial attention.

To advance people-centred and inclusive humanitarian action:

- **All stakeholders should:** Ensure that effective processes for participation and feedback are in place and that design and management decisions along with evaluation processes, are responsive to the views of affected people of different genders and ages.

- **Donors should:** Use policies and funding to incentivize genuine community engagement and demand-driven humanitarian action.

- **Humanitarian organizations should:** Adopt and operationalize tools and mechanisms to assess progress improvements in accountability to affected people, such as the Core Humanitarian Standard assessment tool.

- **Donors and humanitarian organizations should:** Continue efforts to bring cash-based programming to scale in a manner that empowers affected people, and achieve the pledges made at the World Humanitarian Summit and consolidated in the Cash Learning Partnership (CaLP)'s Global Framework for Action.

- **All stakeholders should:** Focus efforts to make all programmes gender-responsive and to ensure that women and girls are meaningfully engaged in decision-making. Step up support and justice for victims of sexual and gender-based violence, and increase funding to women-led organizations and programmes that empower women.

- **All stakeholders should:** Translate policies and guidelines on including persons with disabilities into practice and ensure that more systematic approaches to inclusive humanitarian action do not neglect young people and other marginalized groups.

Data-driven decision-making must become the norm

Stakeholders identified the lack of reliable, accurate and transparent data as a consistent and cross-cutting obstacle, from tracking of violations of international humanitarian and human rights law, to sex, age and disability-disaggregated programming, to providing comprehensive multi-hazard risk and vulnerability analysis. More serious investments must build the data-related capacity of governments and humanitarian and development actors, provide them with timely and reliable data, and ensure that data drives investment and decision-making.

To ensure that data drives decision-making:

- **All stakeholders should:** Commit to improving data and analysis that clearly identifies risk and the most vulnerable. This data must provide the basis for prioritizing programming and funding.

- **Member States and international organizations should:** Dedicate resources and capacity towards collecting data and monitoring and analysing risks from a variety of hazards before, during and after crises, including through support for data initiatives such as the Centre for Humanitarian Data, the Index for Risk Management (INFORM) and others.

Boys play volleyball on the outskirts of Mamilyan IDP camp, Iraq.

OCHA/Giles Clarke

- **Member States and international organizations should:** Increase support to strengthening regional, national and local capacity to collect, monitor and analyse data, disaggregated by sex, age, disability and other relevant vulnerability factors, including through public-private partnerships.

Greater investments in resilience are needed

Complementing and reinforcing the objectives of the Sendai Framework for Disaster Risk Reduction 2015-2030 (the Sendai Framework) and the 2030 Agenda for Sustainable Development (the 2030 Agenda), the Agenda for Humanity called for a dramatic cultural shift from managing crises to managing risk. It called for more international financing to address chronic vulnerability to a variety of man-made and natural hazards, including extreme weather and the adverse impacts of climate change. However, systematic investment in risk reduction, including early warning and preparedness, remains low.

Greater investment in resilience requires a diverse range of financing tools flexible enough to address the complex and overlapping mix of conflict and disaster risks present in the majority of crises. Short-term project-oriented humanitarian financing is unsuitable to these longer-term goals. Instead, more efforts are needed to ensure that governments can access and leverage financing to identify and analyse risks, as well as take anticipatory action to reduce vulnerability. Full operationalization of this approach could serve as a major accelerator to the 2030 Agenda and its vision of a peaceful world for all.

In order to increase resilience to future crises:

- **Member States and international organizations should:** Overcome institutional barriers and work across silos to make risk-informed investment and programming the standard practice. Dedicate sufficient resources to risk-informed sustainable development and disaster risk reduction including early warning, preparedness, and building resilience and ensure women are involved in the development of disaster risk reduction strategies and decision-making processes. Risk analysis should be a shared undertaking that considers risks of disasters, conflict and other shocks.

- **Member States and financial institutions should:** Increase technical and financial support to those countries most vulnerable to disaster risks and adverse impacts of climate change, including through mechanisms such as the Global Preparedness Partnership. Coherently use the full range of financing instruments to incentivize and scale up investments in resilience.

- **All Member States should:** Increase sustainable and predictable funding to conflict prevention and peacebuilding. Donors should also adapt approaches to improve effective delivery of development aid in fragile contexts and support efforts to enhance livelihoods and build resilience.

A concerted effort is needed to close the funding gap

In the face of persistent funding gaps, the Agenda for Humanity's call to rethink the humanitarian financing paradigm remains critical. The United Nations General Assembly made a notable decision in December 2016 to expand the Central Emergency Response Fund (CERF)'s annual funding target to USD 1 billion by 2018,[2] as called for in the Agenda for Humanity. A fully funded CERF at the new target will bolster the availability of global contingency financing for rapidly responding to humanitarian shocks and to meet the needs of underfunded crises, ensuring that CERF can continue to meet its General Assembly mandated objectives as the United Nations' global emergency fund.

Yet despite the momentum in 2015 and 2016 generated by the High-level Panel for Humanitarian Financing (HLPHF) and the World Humanitarian Summit, there has been no real progress to increase and diversify the humanitarian funding base. While the Grand Bargain has mobilized an impressive number of stakeholders around efficiency gains, the savings this promises represent only a fraction of the overall gap. Efforts to mobilize new sources of finance have been fragmented, and there is no evidence of a widespread uptake of many other key recommendations of the HLPHF, such as better tapping into the assets, skills and capabilities of private sector actors. The Agenda for Humanity also recognized that humanitarian financing represents just a fraction of the total resource mix in countries affected by crises, and called for the alignment and better use of the full range of available financing instruments in crises, including climate change finance.

To progress in closing the funding gap:

- **Member States should:** Increase funding to enable adequate humanitarian assistance and protection, including through expanding the coverage and impact of CERF by meeting its USD 1 billion target.

- **Governments, humanitarian organizations and the private sector should:** Work together in crises to leverage a broader range of financial tools for efficient and effective humanitarian action, including development assistance, remittances and others. Develop innovative financing instruments to ensure that the right funding is available in the right place, and at the right time, to make financing for prevention, preparedness, response and recovery both efficient and effective.

- **Member States and humanitarian organizations should:** Continue to pursue efforts to improve efficiency gains, including by fulfilling commitments made under the Grand Bargain, channelling 15 per cent of humanitarian response appeal funding through country-based pooled funds, and other measures.

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[2] A/RES/71/127 (8 December 2016)

• **All stakeholders should:** Take steps to advance the key recommendations of the HLPHF on diversifying and increasing the resource base.

No time to retreat, but to double down on delivering results

The Agenda for Humanity was derived from a consultation process with thousands of people affected by crises, national governments, humanitarian organizations and other stakeholders. It calls for radical and transformational change to reshape the culture and approach of how the international community prevents and responds to crises. To achieve the scale of this change will require a global effort that spans humanitarian, development and peacebuilding efforts, builds on and contributes to the opportunity presented by the 2030 Agenda for Sustainable Development, and consistently reminds Member States of their primary responsibility to prevent and end conflict.

Despite progress in the immediate post-Summit period, there is limited evidence in the first reporting cycle that the changes called for in the Agenda for Humanity and supported at the World Humanitarian Summit have led to improved outcomes for people affected by crises. As humanitarian needs mount, stakeholders must continue to rally behind the ambitious vision and far-reaching scope of the multi-year change agenda set out by the Agenda for Humanity and sustain the push from commitments to action. This is not the time to retreat from ambition, but to continue to press forward and deliver results.

As stakeholders continue to deliver on commitments and take forward initiatives, multi-stakeholder dialogue must identify gaps, avoid duplication and fragmentation, share best practices and successes, and assess collective progress. The change process must also recognize that there is not one humanitarian system, but that humanitarian action is delivered by a different mix of actors in different contexts. Change therefore cannot be achieved through one single process or initiative, but it is imperative that all are steering toward shared ambitions. National and local actors will also need to take a more central role at all levels to shape the future of international humanitarian assistance, and greater collaboration among different types of actors, including the private sector, is still needed to help bring diverse skills and technologies to bear on humanitarian challenges.

> "The call to action set out in the Agenda for Humanity remains as urgent as ever".
>
> - UN Secretary-General António Guterres, Statement on the anniversary of the World Humanitarian Summit, 23 May 2017

Sustained political momentum of Member States and leaders of organizations will be needed to drive this change within and across institutions, to direct resources in the direction of where change is sought, and to use their influence and networks to build support. Transformational change requires not only implementation of commitments but a willingness to continue to explore and understand how structures and incentives need to evolve to allow the change to happen. As time passes, efforts must overcome the fatigue engendered by resource constraints, the demands of multiple reform agendas and the slow pace of progress. Visionary leadership and support for innovation will be needed to mitigate the risk that ambitious goals will be traded for "good enough" solutions or that old practices will simply continue with new labels.

To strengthen the overall process of taking forward the Agenda for Humanity and the outcomes of the Summit, stakeholders should consider the following:

Rally behind a bolder ambition for change: Collaboration on major change will not be possible if stakeholders and initiatives do not share a common ambition or direction of change. It is evident that stakeholders emerged with different visions of the scale and depth of change required. Stakeholders and initiatives should create opportunities to come together on overlapping areas of work to develop a shared ambition of change guided by the Agenda for Humanity, to review progress, discuss disagreements, and identify common obstacles, opportunities and emerging challenges.

Broaden diversity of stakeholders in change processes: Success in driving forward change will depend on the leadership and engagement of a broad range of stakeholders, particularly national actors of countries affected by or at risk of crises. Where national governments and organizations are already leading humanitarian responses, international actors should find the most effective ways to support and complement them. Ensuring that representatives of governments, communities, local organizations and partners such as the private sector are actively engaged in initiatives, decision processes, reporting and measuring of progress, and international forums will be critical to ensuring the change agenda has broad ownership and is most effective.

Strengthen measurability of change: Stakeholders and initiatives should strengthen their ability to measure and assess whether progress of commitments is leading to desired impact, finding innovative ways to bring people affected by crises, national and local organizations into this exercise. At the same time, the PACT should continue to be used to facilitate the assessment of collective progress. Through bringing together stakeholders' achievements, challenges and good practice, a common picture can emerge of what is happening and where are the gaps as the Agenda for Humanity is advanced. Stakeholders and initiatives can be connected to a larger multi-stakeholder change process and to one another, prompting discussion and learning between them. The overall ability to measure collective progress in advancing the Agenda for Humanity should continue to be improved and strengthened in order to identify gaps and further define the outcomes that must be in place to achieve the desired long-term transformations of the Agenda for Humanity.

Bangladesh - A young Rohingya refugee girl carries a sick baby to an army medical post in Kutupalong refugee camp, Cox's Bazar, Bangladesh.

OCHA/Anthony Burke
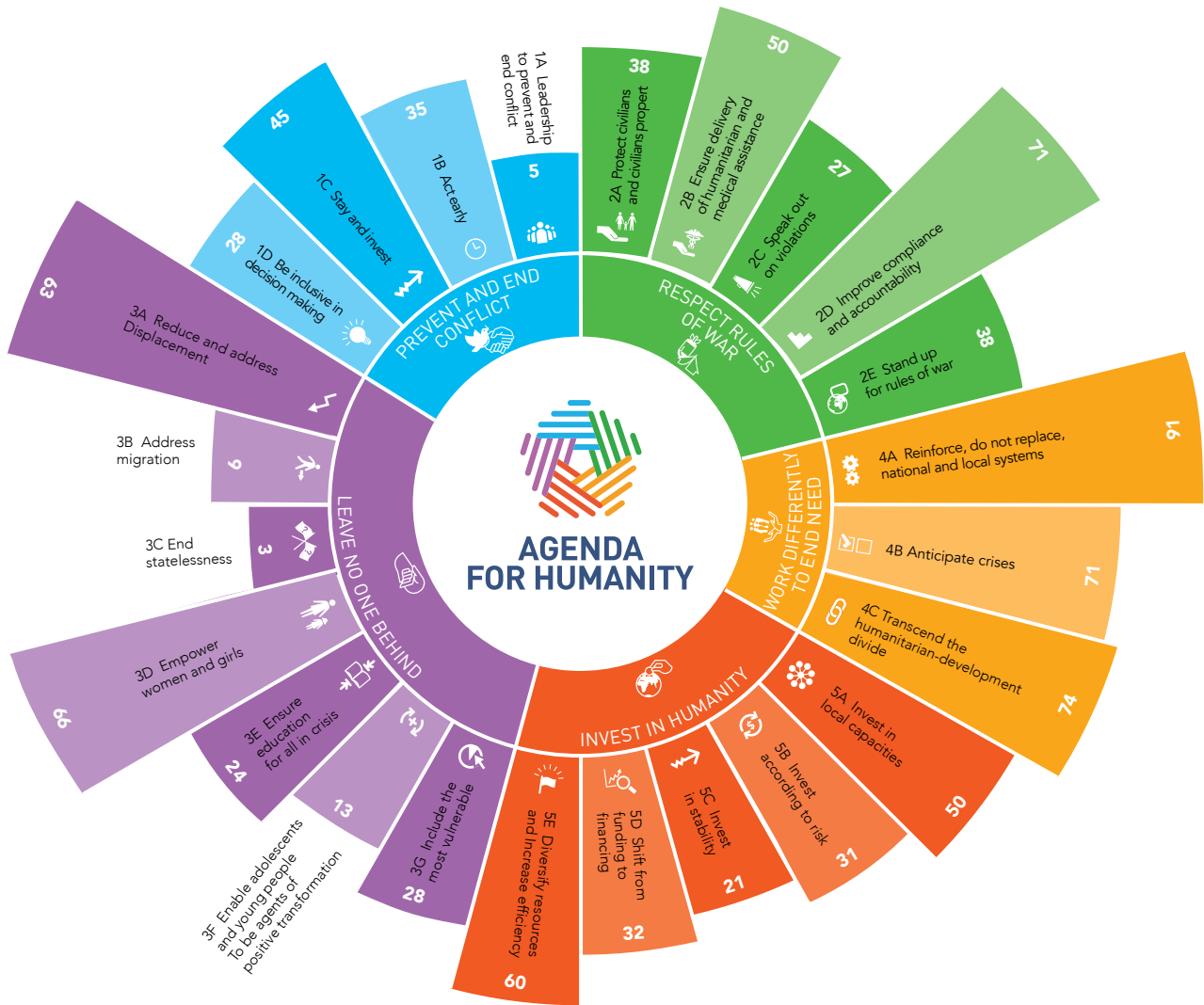
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AGENDA FOR HUMANITY

ABOUT THIS REPORT

Scope and structure

This report was prepared by the United Nations Office for the Coordination of Humanitarian Affairs[3] (OCHA) as instructed by the United Nations Secretary-General in his Report on the Outcomes of the World Humanitarian Summit:

> In order to honour the call for significant change that emerged from the World [Humanitarian] Summit, we must periodically assess progress and identify areas where it may be lagging. As one contribution to this assessment, an annual synthesis report will be prepared. The synthesis report will be based on self-reporting provided on the Platform as well as targeted follow-up.[4]

The analysis in this report is based on inputs from 142 stakeholders who reported on progress against their World Humanitarian Summit commitments using the online Platform for Action, Commitments and Transformations (PACT). Stakeholders were invited to report on progress against their commitments from the Summit until the end of 2016, as well as key actions planned in 2017. They were also invited to provide details on challenges faced in implementation and strategies used to evaluate progress.

This synthesis report is structured around the 5 core responsibilities and 24 transformations of the Agenda for Humanity, which provided the framework for reporting inputs. It covers the period June-December 2016, although some actions taken in early 2017 were also included.

The report identifies trends in collective progress to realizing the changes called for in the Agenda for Humanity, as identified by stakeholders in their reporting. The report also identifies gaps and makes recommendations to further the achievement of each transformation. OCHA also hopes that the diverse examples of actions and strategies undertaken will encourage stakeholders to identify models, best practices, sources of peer learning or partnership as they seek to realize their own commitments.

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[3] A consultant was hired through a grant to the University of Virginia. The report was co-authored by the consultant and OCHA.
[4] Outcome of the World Humanitarian Summit, A/71/353

This report does not monitor or evaluate stakeholders' achievements against their specific commitments. In addition, the short reporting period and lack of a baseline or results framework mean the report does not try to assess to what extent the commitments are having an impact on the ground.
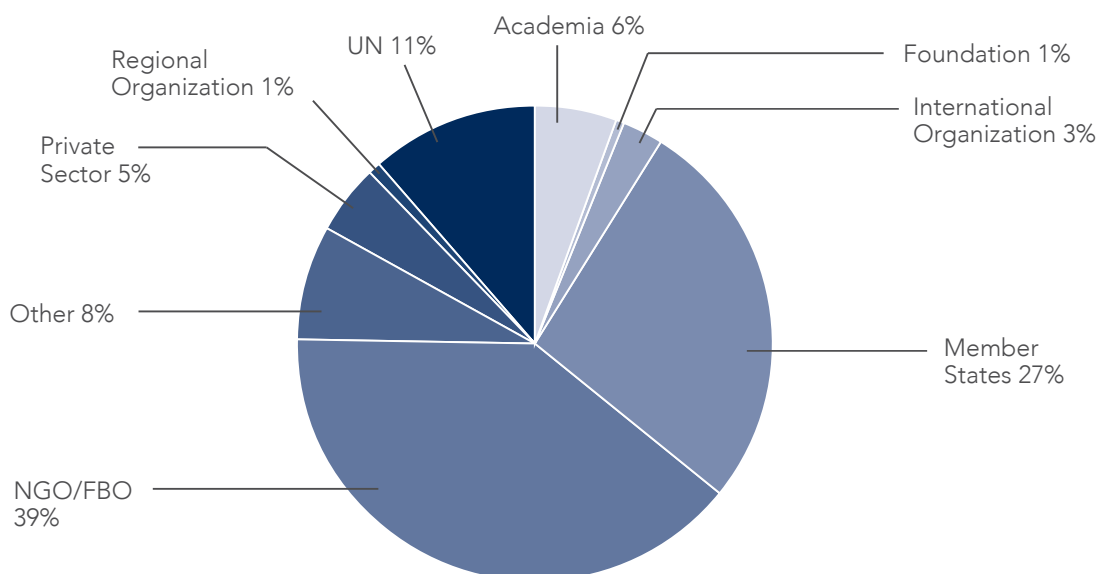
Who reported?

All 361 stakeholders who recorded their commitments on the online platform were invited to submit a report for 2016. 142 stakeholders responded, including: 56 non-governmental or faith-based organizations; 38 Member States; 16 UN entities, eight academic institutions, seven private sector companies, four international organizations, one regional organization, one foundation, and 11 classified as "other", such as municipal associations, youth groups, and research institutes. These stakeholders account for more than 60 per cent of all individual and joint commitments recorded on the online platform.

Of the 142 stakeholders who reported, about 80 per cent are headquartered in the global North. This breakdown is broadly consistent with commitments recorded on the PACT, but means that findings may not be sufficiently representative of efforts from the global South. To add such viewpoints, interviews were held with a national NGO network and representatives of national NGOs.

Methodology

Stakeholders were invited to submit reports according to the transformations called for in the Agenda for Humanity to which their individual, joint and/or core commitments corresponded. While analysis was mainly organized by the transformation under which a report was submitted, some data proved relevant to other transformations and may have been referenced when assessing progress. Initiatives, including several that were

STAKEHOLDERS WHO REPORTED, BY ORGANIZATION TYPE

Regional Organization 1%
Private Sector 5%
UN 11%
Academia 6%
Foundation 1%
International Organization 3%
Other 8%
NGO/FBO 39%
Member States 27%

OF STAKEHOLDERS WHO REPORTED, PER CENT WHO REPORTED PER CORE RESPONSIBILITY BY TYPE

#1 Prevent and end conflicts

- MEMBER STATES **66%**
- NGO/FBO **38%**
- ALL OTHER STAKEHOLDERS **56%**
- UN **9%**

#2 Respect rules of war

- MEMBER STATES **82%**
- NGO/FBO **57%**
- ALL OTHER STAKEHOLDERS **75%**
- UN **28%**

#3 Leave no one behind

- MEMBER STATES **95%**
- NGO/FBO **63%**
- ALL OTHER STAKEHOLDERS **88%**
- UN **34%**

#4 Work differently to end need

- MEMBER STATES **92%**
- NGO/FBO **80%**
- ALL OTHER STAKEHOLDERS **88%**
- UN **69%**

#5 Invest in humanity

- MEMBER STATES **82%**
- NGO/FBO **48%**
- ALL OTHER STAKEHOLDERS **63%**
- UN **19%**

launched at the Summit, were also invited to provide updates on progress.[5] Preliminary analysis of the reporting was carried out by a diverse range of partners, who produced papers on their findings.[6] This was supplemented by OCHA's own detailed analysis of the reporting, as well as more than 30 consultations and interviews with stakeholders and thematic experts from humanitarian, political and development spheres. Further achievements were occasionally incorporated as a result of these consultations. Inputs from self-reports were also at times clarified with additional information. The report also draws on findings from other reporting processes, including the Grand Bargain and the Charter for Change.

There were some constraints to the analytical process. Inputs from stakeholders were limited to a set number of words, which may have resulted in partial descriptions of progress and low reporting on cross-cutting issues. Furthermore, due to capacity limitations, details submitted in report attachments were not always included in the analysis. All reporting data was internally coded to allow for analysis, and these interpretations may be affected by bias. Finally it should be noted that no independent verification of self-reporting achievements was conducted; as a synthesis report, this document assumes that actions have been accurately reported by stakeholders but some positive bias could be expected.

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[5] For a list of initiatives launched at the World Humanitarian Summit, see: UNOCHA, *World Humanitarian Summit Commitments to Action* (2016), p. 33. Note that not all of those listed provided updates.
[6] The analytical papers and initiative progress updates are available on the PACT here:
https://www.agendaforhumanity.org/resources/agendaforhumanity#analysis-on-progress-in-2016

PREVENT AND END CONFLICTS

PREVENT AND END CONFLICT

Photo on previous page:

Iraqi IDPs displaced by fighting in the village of Shora, 25km south of Mosul, reach an Iraqi army checkpoint on the northern outskirts of Qayyarah.

UNHCR/Ivor Prickett

The global community has repeatedly reaffirmed its commitment to preventing violent conflict and curbing human suffering, through the 2030 Agenda on Sustainable Development, the twin United Nations Security Council and General Assembly resolutions on Sustaining Peace, and other agreements. At the World Humanitarian Summit in May 2016, leaders from Member States, civil society and humanitarian organizations rallied around the Agenda for Humanity's call for sustained leadership to prevent and end conflicts and invest in peaceful and inclusive societies. This call stems from the Charter of the United Nations (UN), and UN Secretary-General Guterres has made preventing crises a top priority that is fundamental to reform of the UN system.

The four transformations of Core Responsibility One of the Agenda for Humanity are farsighted and in lockstep with broader conflict prevention efforts, aiming to ensure that:

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.

#1
PREVENT AND
END CONFLICTS

5	LEADERSHIP TO PREVENT AND END CONFLICT
35	ACT EARLY
45	STAY AND INVEST
28	BE INCLUSIVE IN DECISION MAKING
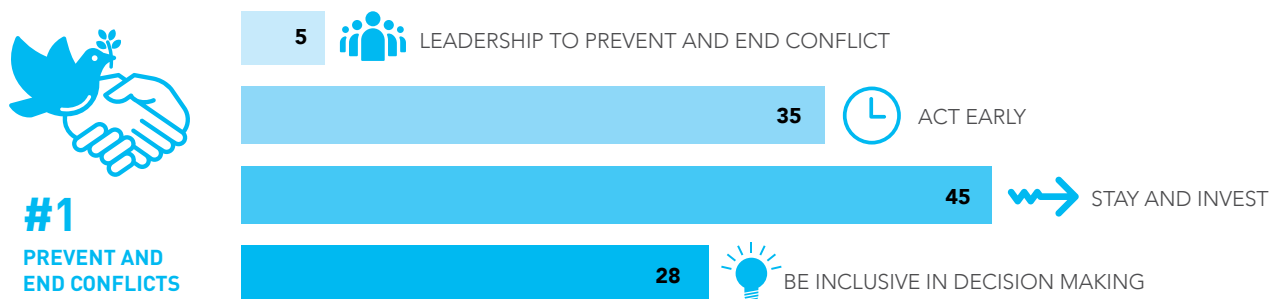
Despite overwhelming recognition at the Summit that humanitarian needs could only be reduced through more political leadership to prevent and end conflict, Core Responsibility One received the lowest number of commitments at the Summit and therefore also received the lowest number of self-reports of the five core responsibilities. Reporting reflected new efforts to work across pillars or through whole-of-government approaches to address the root causes of violent conflict, and to increase national and international capacities for conflict prevention and resolution. However, political engagement, organizational capacity, and financial investment remains overwhelmingly geared to crisis response.

As the UN Secretary-General reiterated in his January 2017 address to the UN Security Council, only through all stakeholders making prevention not merely a priority, but the priority, and living up to their responsibilities, will lives be saved, suffering reduced and millions of people in conflict and fragile situations begin to have hope.[8]

Progress so far

Fifty-eight stakeholders reported on activities to improve early warning and conflict analysis, and to promote more holistic and inclusive approaches to sustaining peace and stability. Self-reports illustrate a trend of Member States improving their capacity to work across pillars or through whole-of-government approaches to address the root causes of violent conflict. Many noted efforts to build or strengthen early warning systems, conduct joint conflict analysis, and increase conflict prevention and resolution capacities, especially those of the UN. Many stakeholders cited long-term partnerships with national peacebuilding groups, including disempowered groups such as women and youth. While fewer than 40 per cent of the 56 non-governmental organizations (NGOs) and faith-based organizations (FBOs) that reported addressed Core Responsibility One, those who did highlighted their advocacy to raise the profile of conflict prevention domestically and internationally. Reports also mentioned developing or supporting specialized financing instruments for high-risk, fluid contexts, which are discussed in greater detail in Transformation 5C (Invest in Stability).

Stakeholders most commonly reported progress in:

Addressing root causes and improving coherence: Member States, including Sweden, Germany, Ireland, and the European Union, reported on work under the New Deal for Engagement in Fragile States to make development cooperation more "preventive" by addressing root causes of conflict and fragility. Member States also reported efforts to improve coherence across the humanitarian-development-peace nexus, with Ireland, for example, taking a coherent, whole-of-government approach to conflict and fragility in the occupied Palestinian territory, Sierra Leone, Liberia, and Uganda. While outside

[8] UN Secretary-General António Guterres, *Remarks to the Security Council Open Debate on "Maintenance of International Peace and Security: Conflict Prevention and Sustaining Peace"*, 10 January 2017.

the reporting period, the Humanitarian-Development-Peace Initiative of the World Bank and the UN, launched in March 2017, encourages these pillars to work together in distinct but complementary ways to deliver comprehensive, integrated responses to at-risk countries in protracted and post-crisis situations.

Bolstering conflict prevention and crisis resolution capacities: A number of Member States reported efforts to reinforce UN and other international or national capacities for conflict prevention and resolution. Spain designated an Ambassador-at-Large for Preventive Diplomacy and hosted the first Conference on Preventive Diplomacy in the Mediterranean. The European Union strengthened the prevention role of its Special Representatives and Envoys, and now holds annual meetings with the UN on conflict prevention, while the Ministry of Temporarily Occupied Territories and Internally Displaced People of Ukraine (MTOT) held staff trainings on conflict prevention and resolution. The United Nations Peacebuilding Support Office provides conflict analysis training and support to UN Country Teams. NGOs reported advocacy efforts, such as Humanitarian Aid International's new NGO coalition in South Asia to advocate for solutions to conflicts.

Early warning systems and conflict analysis capacities: Several stakeholders report building or strengthening early warning systems and improving conflict analysis, as called for in Transformation 1B. The European Union reported increasing the capacities of its staff worldwide, as well as improving its Conflict Early Warning System and supporting the early warning capacities of regional organizations. Germany used its Early Warning and Scenario Planning Unit to produce forward-leaning analyses for its Federal Office, and held regular high-level inter-ministerial exchanges on early warning signs. World Vision International carried out five inter-agency conflict analysis exercises with local and international NGO partners, sharing its analysis and tools. UN Habitat supports mayors of cities in countries affected by conflict or hosting refugees to enhance their abilities in conflict prevention.

Use of the UN Security Council: A handful of Member States reported on efforts to improve the UN Security Council's engagement on crisis prevention, as called for in the Agenda for Humanity. One recent non-permanent member, New Zealand, led an initiative with the UN Secretariat and five other UN Security Council members to establish a monthly situational awareness briefing on emerging crises, beginning in September 2016. New Zealand also advocated for the UN Security Council to continue to visit situations on its agenda, leading to five missions in 2016. New Zealand, Luxembourg and Spain also supported the UN Charter's Article 99, by which the UN Secretary-General may bring to the attention of the Security Council any matter which in his opinion may threaten the maintenance of international peace and security.

Solutions with and for people: Under Transformation 1D, stakeholders reported on efforts to empower and include women and youth in conflict resolution efforts, promote inter-faith dialogues, and reach out to national civil society as part of their promotion of inclusive decision-making. Spain held a Summit of Religious Leaders for Peace in the Middle East with 24 Jewish, Muslim and Christian leaders. World Vision International reported its plan to partner with other faith-based and secular NGOs in 2017 to convene a forum to document local interventions by faith actors to respond to, or prevent conflict-driven crises and to support inter-faith partnerships. The NGO Peace Direct reported on partnerships with 11 local peacebuilding organizations around the world to build their capacity to assess and address drivers of conflict in their communities. The International Labour Organization (ILO), through its Jobs for Peace and Resilience programme, focuses on generating employment for vulnerable women and men in fragile contexts, with a focus on youth.

Women, peace and security: Many stakeholders reported on implementation of the UN Security Council resolutions on Women, Peace and Security (WPS), or helping others to do the same. Many of these, including Ireland, Sweden, Finland, Canada, Japan and Germany, updated on plans to adopt and implement National Action Plans. Ireland, for instance, reported financing initiatives promoting women's participation and empowerment, and hosting the first meeting of gender advisors of regional peacekeeping organizations to share best practices on implementing the WPS agenda.

A young Syrian refugee in Bekaa, Lebanon, looks on while his mother is interviewed. He lost his father during the war. His mother had to find a job on her own in order to feed her children and help them survive.

OCHA/ Hadi Bou Ayash

Achieving the transformation

The self-reports submitted under Core Responsibility One reflect the efforts by a core group of committed stakeholders to advance the conflict prevention agenda. Many of these initiatives preceded the World Humanitarian Summit, but serve as a useful starting point for understanding current efforts. At the same time, the limited number of reports under this Core Responsibility is disheartening. The limited number of commitments and self-reports may reflect a feeling of disempowerment by stakeholders who feel unable to prevent and resolve the major crises of the day. In other cases, a reluctance to engage in this area may be evidence of Member States' sensitivity to conflict prevention efforts that "internationalize" an internal problem. It could also reflect that conflict prevention and resolution efforts are often conducted through 'quiet diplomacy' and may not be publicly reported. The self-reporting also reflects a broader trend, in which conflict prevention tools, programmes and initiatives are disproportionately funded by a small group of "traditional" donors. Stakeholders also

noted challenges such as a "lack of vision by some decision-makers who prefer not to invest today in prevention and spend later only once the conflict has broken out," internal or bureaucratic obstacles that make joint conflict analysis difficult, and the lack of cross-cutting conflict experts in field offices.

Without a significant "surge in diplomacy for peace" as called for by the UN Secretary-General,[9] matched with adequate and sustained resources, the enormous human and economic cost of conflicts will go unabated. The UN Charter placed the primary responsibility for conflict prevention with each and every Member State. Experience shows that successful conflict prevention efforts are nationally driven and owned, with regional organizations and international actors playing a supporting role. To ensure that prevention is not a priority, but the priority, all stakeholders must step up and play their role in preventing and ending conflict:

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[9] UN Secretary-General, António Guterres, *Remarks to the Security Council Open Debate on "Maintenance of International Peace and Security: Conflict Prevention and Sustaining Peace"*, 10 January 2017

- **Support the UN Secretary-General's reforms:** All stakeholders should lend political and financial support to the UN Secretary General's initiative to reposition the UN development system and to reform the management and the peace and security pillar.

- **Demonstrate political leadership:** World leaders must be more determined and bold in their support for prevention efforts. Member States, the UN, regional and sub-regional organizations, and all others with a stake must be willing to have difficult conversations, especially with close allies, when early warning signals are present, while ensuring that institutions protect and reward officials who do address highly sensitive topics such as good governance, human rights and the rule of law.

- **Act early:** The development of early warning systems and conflict analysis tools are important, but are of limited value without action. National and regional leaders must accept information and analysis, seek assistance when needed, and act before situations deteriorate and may be referred to the UN Security Council, heightening their profile and narrowing options. When situations are referred to the Council, more unified action is needed. The Council should continue and build on the monthly situational awareness briefings, while urging restraint and opening up space for dialogue before positions harden. The UN Peacebuilding Commission can also take a more active role in early prevention.

> "We spend far more time and resources responding to crises rather than preventing them. People are paying too high a price."
>
> - UN Secretary-General António Guterres, Remarks to the Security Council Open Debate, 10 January 2017.

- **Stay engaged:** Sustaining peace cannot be a time-bound intervention defined by funding cycles or the mandates of peace operations. Member States, national and local actors, regional organizations and the UN must be sustainably capacitated and resourced to work as robustly before and after a conflict as they are while it unfolds, and to handle more than one crisis at a time.

- **Continue to engage people and civil society:** National ownership that is inclusive of all key stakeholders is a cornerstone of successful efforts to build sustainable peace. Stakeholders should actively and consistently engage with women, youth and civil society organizations in efforts to prevent conflict and sustain peace, including through capacity-building, information sharing, and partnerships on conflict analysis and early warning. Faith-based leaders should continue to use their influence with constituencies and government leaders to promote stability, reconciliation and social cohesion.

- **Back-up political will with financial investment:** Resources for crisis response overwhelmingly outpace those for prevention. As elaborated under Transformation 5C (Invest in Stability), Member States and financial institutions must significantly increase internal capacity and external resources for conflict prevention and sustaining peace.

Darfur, Sudan: A woman returns home after seven years in a camp for internally displaced persons.

UNAMID/Albert Gonzalez Farran

RESPECT THE RULES OF WAR

RESPECT THE RULES OF WAR

Photo on previous page:

Khairy Hassain and her daughter Fawzia look over the city of Sana'a from the roof of their new home. Twenty-three IDP families, all of whom fled fighting in the northern part of the country, now call this dilapidated building their home.

Khairy is a mother of three. She has just given birth to a baby boy. But she is unable to breastfeed because she is undernourished and does not have enough formula milk to feed him.

OCHA/Giles Clarke

Wars are not always prevented, and they do not always end quickly. But even in war, human suffering must be prevented and minimized. Core Responsibility Two rests on decades of internationally agreed upon rules that protect those not participating in fighting. The Agenda for Humanity calls on parties to a conflict to respect international humanitarian and human rights law, and urges all leaders to ensure both respect for the law and accountability for serious violations.

At the World Humanitarian Summit stakeholders rallied around this call, making more than 800 individual and joint commitments to uphold norms that safeguard humanity. One year later, 60 per cent of stakeholders that reported noted concrete steps to meet this call. Steps included working towards a political declaration to reduce the civilian impacts of explosive weapons in populated areas, support to UN Security Council resolution 2286 (2016) on the protection of medical care in armed conflict, and encouraging respect for humanitarian principles. Stakeholders supported efforts to track violations and called for the Security Council to refrain from exercising the veto in cases of mass atrocities.

Such efforts are important, but not yet commensurate with the gravity of a situation the UN Secretary-General has called a "global protection crisis."[10] In many conflicts civilians experience immeasurable misery as the rules of war are flouted. Every day people are attacked, killed, tortured, raped, enslaved, abducted, forcibly disappear, used as human shields, forcibly recruited, forcibly displaced, and deliberately deprived of food and health care. Hospitals and medical staff are targeted, humanitarian staff and premises are attacked, and their vital work is impeded. Women and girls are subjected to rape, abduction, human trafficking, sexual slavery and forced marriage, as are men and boys. In 2016, a record 65.5 million people had been displaced by conflict, violence and persecution, two thirds of them within their own countries.[11]

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[10] Report of the Secretary-General on the protection of civilians in armed conflict (S/2017/414, New York, 10 May 2017)
[11] UNHCR, *Global Trends – Forced Displacement in 2016* (Geneva, 2017)

#2 RESPECT RULES OF WAR

38	PROTECT CIVILIANS AND CIVILIANS PROPERTY
50	ENSURE DELIVERY OF HUMANITARIAN AND MEDICAL ASSISTANCE
27	SPEAK OUT ON VIOLATIONS
71	IMPROVE COMPLIANCE AND ACCOUNTABILITY
38	STAND UP FOR RULES OF WAR

Turning words into real change in the lives of civilians requires all parties to a conflict, Member States and other stakeholders to do much more. All stakeholders should join the UN Secretary-General's call for a global effort to mobilize Member States and civil society to enhance respect for international law and strengthen protection of civilians in conflict. Awareness-raising, advocacy, developing and sharing good practices, and research and dialogue on the root causes of parties' behavior will be critical. Member States, regional organizations and armed groups must develop and implement policies to avoid harm to civilians. Finally, data collection and analysis on violations must greatly improve, matched with a firm political commitment to ensure data is used and perpetrators are held to account.

2A Protection of civilians and civilian objects

The Agenda for Humanity entreated all State and non-State parties in armed conflict to take action to ensure that:

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

Progress so far

Participants at the Summit made over 110 commitments to increase respect and protection of civilians and civilian objects and 38 stakeholders reported on progress under this transformation. The majority were Member States reporting on efforts to promote their own and other parties' compliance with the rules of war. Stakeholders mainly reported progress in the following areas:

Avoiding the use of explosive weapons with wide-area effect in populated areas and mine action: The majority of reports in Transformation 2A emphasized efforts to raise awareness about the civilian harm caused by explosive weapons in populated areas (EWIPA), and to promote States' adoption of a political declaration committing to reduce the civilian impact of such weapons in the future. For example, the Overseas Development Institute reported assessing the impact of the sale and use of explosive weapons in densely populated areas in Yemen. Austria convened stakeholders in late 2016 to further define the potential elements of a declaration. Belgium takes steps to ensure that its defense forces take all feasible precautions to prevent civilian harm. Croatia engaged in awareness-raising with other States based on their experience with the consequences of explosive remnants of war. On a related issue, Norway and another 10 stakeholders reported funding or implementing demining or mine risk education programmes.

Child protection and safe schools: Stakeholders reported actions to protect children in armed conflict and keep schools safe. As part of the "Children, Not Soldiers" campaign, the

United Nations Special Representative of the Secretary-General for Children and Armed Conflict reported on progress by Afghanistan, the Democratic Republic of the Congo, Myanmar, and other Member States, as well as its own successes brokering the release of recruited children in Colombia and Somalia. Geneva Call gathered 21 armed groups and specialized humanitarian agencies to discuss the recruitment, release and reintegration of children, and the protection of schools from military use and attack. The meeting identified practical measures armed groups could take to ensure compliance with international standards and produced two pledges: the Sudan People's Liberation Movement–North signed an Action Plan with the UN to end and prevent the recruitment of children, while the Alliance of Patriots for a Free and Sovereign Congo signed the Deed of Commitment to protect children from the effects of armed conflict. Canada endorsed and promoted the landmark Safe Schools Declaration while Norway worked to promote its implementation through co-hosting a regional workshop on the implementation of the Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict by African Union States. On protection more broadly, the Active Learning Network for Accountability and Performance (ALNAP) developed and began to pilot the first ever guide to evaluating humanitarian protection with the aim to strengthen the evidence base to inform protection programming and decision-making.

A young boy holds a large piece of exploded artillery shell, which landed in the village of Al Mahjar, a suburb of Sana'a, the capital of Yemen. The conflict has exacted a heavy toll on children and their families.

UNICEF

Achieving the transformation

While each of these measures enhances the protection of civilians in armed conflict, existing efforts are not yet commensurate with the gravity of the situation. Civilians continue to bear the brunt of war. They are trapped and targeted, subject to relentless attacks and sieges. The use of heavy artillery, aerial bombardment and improvised explosive devices in populated areas continues unabated, resulting in civilian deaths and injuries and the displacement of millions. State and non-State parties must comply with the rules of war and protect civilians, specifically taking action to:

- **Uphold the cardinal rules:** All State and non-State parties to armed conflict must comply with international humanitarian law (IHL), including the customary rules of distinction, proportionality and precautions. Parties to conflict, Member States and regional and intergovernmental organizations should develop and implement holistic policies or strategies on the protection of civilians and civilian harm mitigation, including training, doctrine and the development of capacities to track and analyse civilian harm in military operations.

"Targeted strategies should be developed to engage parties to conflict, both State and non-State actors, to prevent and end grave violations."

 - UNICEF, self-report 2A.

- **Refrain from bombing and shelling populated areas:** Parties to conflict must avoid the use of explosive weapons with wide-area effects in populated areas. They should adopt existing good practices and develop and implement operational policies and practical measures on the use of weapons to avoid civilian harm. All stakeholders should support efforts to develop a political declaration to address the humanitarian impact of such weapons.

2B Ensuring delivery of humanitarian and medical assistance

The Agenda for Humanity entreated parties take action to ensure that:

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.

Progress so far

Participants at the Summit made over 180 commitments to ensure delivery of humanitarian and medical assistance under Transformation 2B. For 2016, 50 stakeholders reported progress, with the majority reporting on efforts to protect aid workers, promote respect for humanitarian principles and build capacities for negotiating access. Reports also showed strong continuing support for the implementation of UN Security Council resolution 2286 (2016) on the protection of medical care in armed conflict.

- **Protecting the medical mission:** About 20 stakeholders reported continued support for implementation of UN Security Council resolution 2286 (2016). Canada and Switzerland led an informal States' group to mobilize international leadership for protecting the medical mission, while the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) coordinated the drafting and encouraged implementation of the UN Secretary-General's recommendations to this end. Some Member States, such as New Zealand, incorporated legal frameworks for the protection of health-care and the ethical duties of health care personnel into armed forces training.

- **Ensuring principled humanitarian action:** Another 20 stakeholders promoted adherence to principled humanitarian action, training their staff and embedding the humanitarian

A doctor walks amidst the damaged Al-Thawra Hospital in Taiz city, Yemen.

UNICEF

principles of humanity, neutrality, impartiality and independence in response strategies. For example, Trócaire established a humanitarian learning platform to provide its staff with accessible training modules on humanitarian principles and action. Member States also took action, such as Norway's decision to include language on humanitarian principles in grant agreements. The European Union supported research and dialogue between States on the scope for strengthened, principled humanitarian action. Ukraine established clear, simple and accelerated procedures for rapid and unimpeded delivery of humanitarian aid, including to areas under the control of armed groups.

A Syrian man offloads humanitarian food aid from a truck.

WFP

Achieving the transformation

Member State efforts to support implementation of UN Security Council resolution 2286 (2016) and to ensure humanitarian action are commendable. On the ground, however, much more work is needed. Attacks against the humanitarian and medical missions continue. Parties continue to target or indiscriminately harm hospitals, health clinics and ambulances, rather than protect them. Deliberate and unlawful constraints on access jeopardize humanitarian operations, while attempts to politicize them impede efforts to reach those in need. In this context, the Agenda for Humanity's appeal to States to act remains as pertinent as ever:

• **Meet essential needs:** When essential needs are not met, parties to conflict must consent to and allow and facilitate rapid and unimpeded access of impartial humanitarian relief, using clear, simple and expedited procedures. Where access is arbitrarily denied or hindered, such acts must be effectively addressed through accountability for unlawful impediments, including at the highest political levels. Humanitarian action must remain distinct from political or military strategies, conducted in line with principles of humanity, impartiality, neutrality and independence. Member States must not impede

impartial humanitarian actors' efforts to interact with all parties, including non-State armed groups, and to operate in areas under their control.

> "The constant mobilization of the international community is needed to ensure safe, unhindered and sustained access to all people in need in armed conflict throughout the world."
>
> - France, self-report 2B

• **Respect and protect the humanitarian and medical missions:** Member States and parties to conflict should adopt and implement practical measures to protect humanitarian and medical missions, such as those defined in the recommendations pursuant to UN Security Council resolution 2286 (2016) to protect medical care in conflict, and share best practices and lessons learned. Such action should include ensuring national legislation is in line with international humanitarian law and integrated into military manuals and procedures, as well as reviewing rules of engagement and leading investigations when credible allegations of serious violations occur.

2C Speak out on violations

The Agenda for Humanity called on global leaders and States to take action to ensure that:

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

Such actions should include efforts to systematically track, report on and condemn serious violations of international humanitarian law, and to collect data to understand trends and identify gaps in compliance. The Agenda also encouraged the UN Security and Human Rights Councils and States to make best use of independent fact-finding mechanisms.

Progress so far

At the Summit, participants made over 30 commitments to improve collection, reporting and speaking out on violations of international humanitarian and human rights law. This transformation drew the smallest number of commitments under Core Responsibility Two, and consequently received the smallest number of reports in comparison to the other transformations of Core Responsibility Two, with 27 stakeholders reporting on progress in the following areas:

Tracking violations: A number of Member States reported on ongoing support for General Assembly resolution 71/248 (2016), which established the international, impartial and independent mechanism (IIIM) to assist in the investigation and prosecution of those responsible for the most serious crimes under international law committed in the Syrian Arab Republic since March 2011. Austria, Italy and Switzerland also reported ongoing support to operationalize the International Humanitarian Fact-Finding Commission. Stakeholders made progress in establishing mechanisms to monitor, verify and report on grave violations, including those against children. For instance, Belgium allocated EUR 4.5 million to the United Nations Children's Fund (UNICEF) to monitor and report on grave violations against children in armed conflict, while

the Office of the United Nations High Commissioner for Human Rights (OHCHR) reported progress on the implementation of a common UN information management system (CIMS) on violations of human rights and international humanitarian law.

Speaking out: A number of organizations and Member States condemned violations via press statements, in the General Assembly and Security Council, and through the UN Human Rights Council. CARE International reported that its paper, The Dangers of Silence, aimed to foster discussion among peers and partners about the relative costs of speaking out and remaining silent in the face of attacks on humanitarian and civilian targets. The United Kingdom launch a global campaign to Bring Daesh to Justice.

Achieving the transformation

The Agenda for Humanity reminded States and global leaders of their fundamental responsibility to establish facts and document evidence of violations and trends and to speak out against serious violations. While the reported actions are valuable, greater efforts are required to make the international community's capacity to track, record, and analyse allegations of violations more systematic and effective. In the face of serious violations, it is essential for States and global leaders to act with courage in making the facts known and calling for collective action:

- **Seek the facts:** States and other relevant stakeholders, including the UN, must put in place the tools to systematically track, collate, analyse and report on trends in compliance and serious violations. Serious violations must lead to investigations and the prosecution of alleged perpetrators.

- **Systematically condemn serious violations:** Whenever serious violations of international humanitarian or human rights law occur, governments and global leaders must systematically condemn them. All relevant stakeholders should end the double standard of condemning some violations but not others, strengthening a collective resolve to demand compliance with the law.

2D Improve compliance and accountability

The Agenda for Humanity called on States to take action to ensure that:

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.

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

Progress so far

Improving compliance and accountability received the highest number of both commitments and reports under Core Responsibility Two, with over 380 commitments and 71 (or 50 per cent of) those stakeholders that submitted self-reports noting progress towards this transformation. Stakeholders focused on continued efforts to ensure accountability for international humanitarian and human rights violations in the following areas:

Curbing veto use: In 2016 Member States promoted greater political accountability at the UN by advocating for a Code of Conduct regarding UN Security Council action against genocide, crimes against humanity and war crimes and other processes to ensure decisive action. Luxembourg and others developed a template letter for Accountability, Coherence and Transparency Group members to request Security Council members to support a draft resolution to prevent or end atrocities. Others reported support for the French-Mexican initiative to

secure agreement among Permanent Members of the UN Security Council to refrain from a veto in the case of mass atrocities.

Supporting international justice: Member States reported on political, technical and financial cooperation with international criminal tribunals. They expressed strong support for the Rome Statute, describing assistance provided to the International Criminal Court (ICC) to enhance the efficiency and effectiveness of judicial proceedings. France reported it would contribute more than EUR 12 million to the ICC in 2017 as well as providing intensive cooperation and mutual legal assistance to the Court, and to the Office of the Prosecutor in particular. The United Kingdom reported that in 2016 it contributed more than EUR 11 million to the ICC and international criminal tribunals covering former Yugoslavia, Rwanda, Lebanon, Cambodia and Sierra Leone. Several States, including Estonia and Japan, donated to the ICC Trust Fund for Victims. Others reported on their demarches voicing concerns about the possible withdrawal of Burundi, Gambia and South Africa from Rome Statute; Gambia and South Africa have since revoked withdrawal.

Justice for Gender-Based Violence: Many Member States supported efforts to prevent and address gender-based violence (GVB) and hold perpetrators to account. Ireland supported the training and deployment of experts to gather evidence on alleged GBV in conflict situations for use in national and international legal prosecutions and to provide capacity-building to national systems. The European Union (EU) reported funding projects totaling EUR 5.5 million to address violence against women, including a project to strengthen transitional justice processes in Kosovo, Colombia and the Philippines. In addition, the EU allocated EUR 18 million of humanitarian aid to prevention and response to GBV in 84 projects, including in Syria, the Democratic Republic of the Congo and Somalia. NGOs and UN entities also raised awareness within communities, including the World Food Programme's new guidance which aims to combat GBV in the context of food assistance and tackle GBV risks linked to hunger and malnutrition, and International Deaf Emergency's work to increase reporting of sexual exploitation of persons with disabilities.

Addressing gender-based violence in emergencies

At the World Humanitarian Summit, 30 per cent of commitments relating to women and girls focused on preventing and responding to GBV, and almost 50 stakeholders reported on their progress across different transformations of the Agenda for Humanity. Stakeholders supported existing initiatives to improve accountability, including the Call to Action on Protection from Gender-Based Violence in Emergencies and the Real Time Accountability Partnership on GBV in Emergencies. Stakeholders supported women-led, community-based efforts to provide survivors with services or tools. Others explored new programming opportunities, such as cash-based interventions that enhance protection from GBV, or researching the impact of GBV on people with disabilities and other vulnerable groups. The Humanitarian Advisory Group reported mapping the impact of sexual exploitation and abuse by interveners in peace operations, in partnership with La Trobe University.

The reporting demonstrates sustained political commitment to prevent and address GBV. Nonetheless, significant challenges remain, requiring action to enhance momentum:

• **Assume GBV is taking place and take action:** Widely accepted underreporting of GBV necessitates that all Member States and humanitarian organizations treat GBV as a serious and life-threatening protection issue that justifies urgent response measures, even where concrete evidence is lacking. This approach should be coupled with greater investment in data collection and monitoring to determine the true extent of GBV in emergency settings.

• **Invest in capacities:** Non-specialists in all sectors must be able to integrate GBV prevention and mitigation into response plans and programmes, in addition to stronger specialist capacities. Donors can help by ensuring adequate multi-year funding for competent, qualified and skilled GBV-trained partners and the establishment of GBV services.

Eunice fled when her village of Bria, Central African Republic, was attacked. Like many women and girls, being displaced has left her more vulnerable, including to the risk of abduction and gender-based violence.

OCHA/ Yaye N. Sene

Achieving the transformation

While several initiatives are bringing stake-holders together to improve compliance and accountability by parties to conflict, it is important for States to use their political and economic leverage to stop serious violations at every opportunity. It is critical that all Member States and other relevant stakeholders collectively adopt concrete measures to enhance compliance with international humanitarian and human rights law, promote accountability, and evaluate progress:

- **Ensure respect through spheres of influence:** States must exert influence to ensure that parties to conflict respect international humanitarian law. Military partnerships provide a unique opportunity to influence parties and ensure respect for international law. States and other actors must open channels of dialogue with parties to conflict, dedicate aid budgets to training and judicial reform, and exert targeted, coercive measures against parties and individuals who violate their obligations.

- **Reinforce the global justice system:** All States need to redouble efforts to combat impunity and ensure a solid global justice system to address international crimes, by adopting the legislative, policy and law enforcement measures necessary for effective investigation and prosecution. The ICC should be used when national options prove inadequate. All States should ratify or accede to the Rome Statute and offer political, technical and financial support.

- **Use of the UN Security Council:** The UN Security Council should ensure accountability for serious violations by applying targeted measures, supporting prosecution mechanisms, mandating investigations and fact-finding, referring situations to the ICC and supporting its mandate. Permanent Members of the UN Security Council should withhold their veto power on measures addressing mass atrocities, and all members should make a political commitment to support timely and decisive action for the most serious crimes.

> "People not only ask for violations to stop, they also ask for them not be repeated, for the truth to be told and for perpetrators to be held accountable."
>
> - OHCHR, self-report 2D

- **Prosecute gender-based crimes:** Member States and regional organizations should put in place legislative and institutional arrangements to ensure that survivors of GBV by State and non-State parties are recognized as victims of conflict. Legal and policy frameworks should be revised to comprehensively address conflict-related sexual violence and prevent its recurrence, through shelters, legal aid, victim and witness protection laws and programmes, effective prosecution of GBV crimes, and provision of health care, psychosocial support, socioeconomic reintegration and livelihoods assistance.

A girl inside her family's partially destroyed home looks at the destruction outside, in the Shejaiya neighbourhood of Gaza City.

UNICEF

2E Stand up for rules of war

The Agenda for Humanity called on States, civil society and other global leaders to take action to ensure that:

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

In addition to calling for a campaign for greater compliance with international humanitarian law and international human rights law, the Agenda for Humanity called on all relevant stakeholders to accede to and promote adherence to core treaties aimed at protecting civilians, and to establish a dialogue to reinforce their relevance in the face of new challenges.

Progress so far

At the World Humanitarian Summit, stakeholders made over 110 commitments to reaffirm and advocate for greater compliance with international humanitarian and human rights law, and 38, mainly Member States, reported progress in the following areas.

Supporting compliance with international humanitarian law: Member States and NGOs promoted international humanitarian and human rights law through policy and advocacy initiatives, training, and guidance. For example, Geneva Call trained more than 30 non-state armed groups on international humanitarian norms. The European Union (EU) and its Member States continued to implement the EU Guidelines on promoting compliance with international humanitarian law. The EU is further supporting non-EU countries to adopt national legislation pertaining to IHL obligations. Oxfam

MOST-USED WORDS STAKEHOLDERS MENTIONED WHEN REFERRING TO IMPLEMENTATION CHALLENGES OF CORE RESPONSIBILITY 2 COMMITMENTS

sexual violence security
gender IHL principles
resources protection
financial capacity funding
rights services commitment
staff partners advocacy global action
time accountability
violations data coordination
policy strengthening practices monitoring
access report dialogue women
local information respect
abuse compliance
conflict implementation
political
GBV community

For notes on data see page 89

International campaigned to improve compliance through its report on Yemen, *Picking up the Pieces*, which highlights the impact of violations of international humanitarian law. InterAction pursued recommendations from its policy brief *Civilians Under Fire: Restore Respect for International Humanitarian Law* and OCHA is actively pursuing the UN Secretary-General's call for a global effort to enhance the protection of civilians through public communication and advocacy. A number of stakeholders are promoting the universalization and implementation of conventions relevant to civilian protection, including the Arms Trade Treaty, the Anti-Personnel Mine Ban Convention and the Convention on Cluster Munitions.

Strengthening respect for international humanitarian law: Some Member States reported their support for Resolution 2 of the 32nd International Conference of the Red Cross and Red Crescent on strengthening compliance with international law. This support included taking part in the intergovernmental process convening States to discuss progress and challenges in the implementation of international humanitarian law to strengthen compliance and mutual accountability.
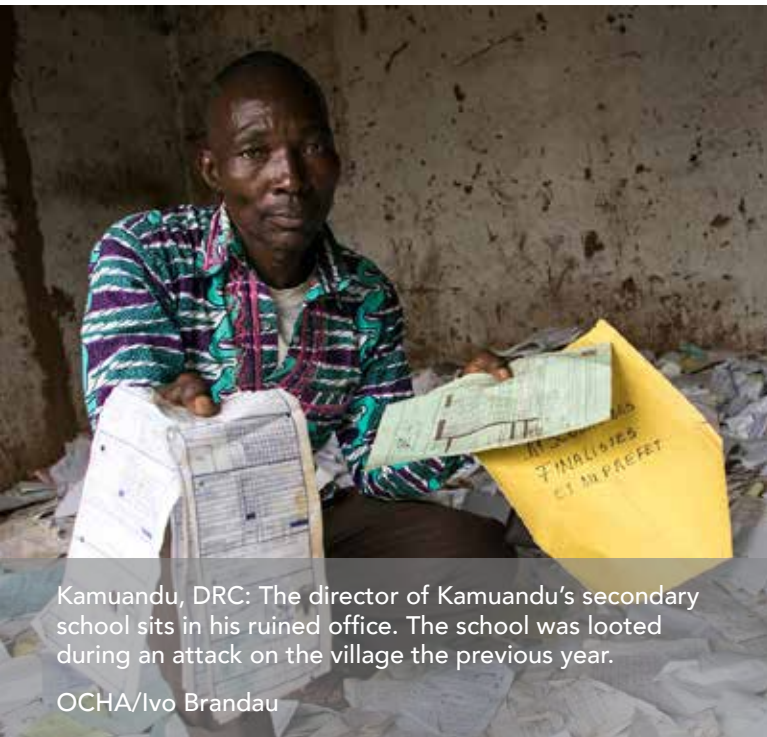
Kamuandu, DRC: The director of Kamuandu's secondary school sits in his ruined office. The school was looted during an attack on the village the previous year.

OCHA/Ivo Brandau

Achieving the transformation

International efforts to uphold the rules of war are clearly underway. Yet with record numbers of people in need of humanitarian assistance and protection, an intensified global effort is needed for international, regional and national actors to raise understanding of the human cost of conflict and to enhance respect for international law. The UN Secretary-General's report on the protection of civilians in May 2017 reminds us that all actors of influence owe a responsibility to the millions of people affected by war to prevent and lessen their suffering.[12] In this context, the Agenda for Humanity's call for such a global effort remains as relevant as ever:

- **Launch a global campaign:** Member States, the UN, global leaders and civil society organizations must heed the call of the UN Secretary-General to embark on a global effort to raise public awareness of the human cost of armed conflict, ensure respect for international humanitarian law and international human right law, and uncompromisingly pursue the protection of civilians.

> "We need to change the narrative amongst media, politicians and public through more robust and focused advocacy, analysis and communications."
>
> - Christian Aid, self-report 2E

- **Adhere to core instruments:** All States should become party to core international instruments aimed at protecting civilians, including the Arms Trade Treaty and similar regional instruments, and ensure that national legislation and polices implement international obligations.

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[12] Report of the Secretary-General on the protection of civilians in armed conflict (S/2017/414, 10 May 2017).

CORE RESPONSIBILITY THREE

LEAVE NO ONE BEHIND

LEAVE NO ONE BEHIND

Photo on previous page:

An-Nassiri village, Al- Dhahi District, Yemen. A 90-year-old woman who has been blind for one year.

People with disabilities face increased vulnerability in the crisis, including limited access to assistance and higher risks of abuse and violence.
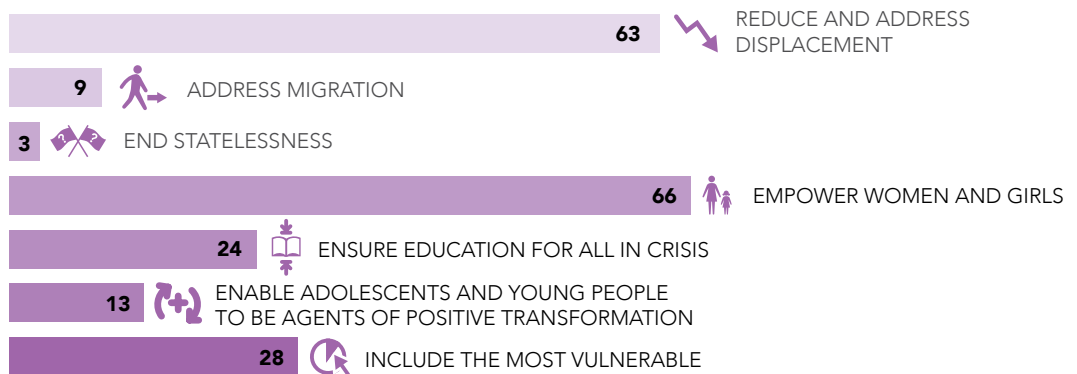
OCHA/Giles Clarke

Core Responsibility Three of the Agenda for Humanity took up the call of the 2030 Agenda for Sustainable Development to "leave no one behind." It called for political will and prompt action to address the great tide of forced displacement that has pushed more than 65 million people from their homes, and for better support to the millions more who are displaced by disasters and the effects of climate change. It asked leaders to adopt new approaches that meet short- and long-term needs and build self-reliance of displaced people and host communities, and to put durable solutions for the displaced, migrants and stateless people at the forefront of the global agenda. Core Responsibility Three also called on leaders at all levels to end discrimination against and exclusion of women and girls in humanitarian response and to empower women's leadership; to ensure that children and young people in crises have access to education and that their skills are harnessed; and to ensure that the needs and capacities of the most vulnerable are at the forefront of humanitarian action.

The World Humanitarian Summit brought representatives of vulnerable communities face-to-face with senior political and humanitarian leaders, generating over 1,000 commitments to leave no one behind. Reporting against these commitments shows momentum in key areas. Unprecedented global leadership to address large movements of refugees and migrants has emerged through the

STAKEHOLDERS REPORTS BY TRANSFORMATION

#3
LEAVE NO ONE BEHIND

63	REDUCE AND ADDRESS DISPLACEMENT
9	ADDRESS MIGRATION
3	END STATELESSNESS
66	EMPOWER WOMEN AND GIRLS
24	ENSURE EDUCATION FOR ALL IN CRISIS
13	ENABLE ADOLESCENTS AND YOUNG PEOPLE TO BE AGENTS OF POSITIVE TRANSFORMATION
28	INCLUDE THE MOST VULNERABLE

New York Declaration for Refugees and Migrants and subsequent global compact processes. These processes have been accompanied by new approaches to address both immediate and longer-term needs of displaced people. Political will and funding for education in emergencies has been mobilized, in particular by the Education Cannot Wait initiative and fund launched at the Summit. The Charter for Inclusion of Persons with Disabilities in Humanitarian Action has seen a forty-five per cent increase in signatories since it was launched in Istanbul, and has kick-started important work to build the capacity of humanitarian actors to be more inclusive of persons with disabilities. There have also been renewed efforts to empower women as humanitarian leaders while ensuring their rights to sexual and reproductive health services in crises.

> "In situations of protracted displacement, new approaches need to combine humanitarian, development, and peace-building expertise to both meet immediate needs, as well as reduce over time the needs of chronically extreme vulnerable populations, including refugees, IDPs and the communities that host them."
>
> – UK, self-report 3A

However, important gaps remain. Internally displaced people (IDPs), despite making up two thirds of those forcibly displaced, have not benefitted from the same concerted focus as refugees in recent years. More effort is also needed to address root causes of displacement and migration, provide durable solutions for those forced to flee their homes, and end statelessness and other forms of discrimination. The empowerment of women and girls as humanitarian actors has not progressed at the pace required and, despite the launch at the Summit of the Compact for Young People in Humanitarian Action, few stakeholders reported doing anything differently to engage and empower youth. Progress to include marginalized groups has been uneven, with advances dependent on the political will of a small number of actors, jeopardizing their sustainability.

3A   Address displacement

Inspired by the international community's commitment under the 2030 Agenda for Sustainable Development to "leave no one behind," 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.

Progress so far

Stakeholders made almost 400 commitments at the Summit towards a new approach to address and reduce displacement. For 2016, 63 stakeholders – mainly Member States, NGOs and UN entities – reported taking steps towards this objective in addition to providing more durable solutions and support for host countries and
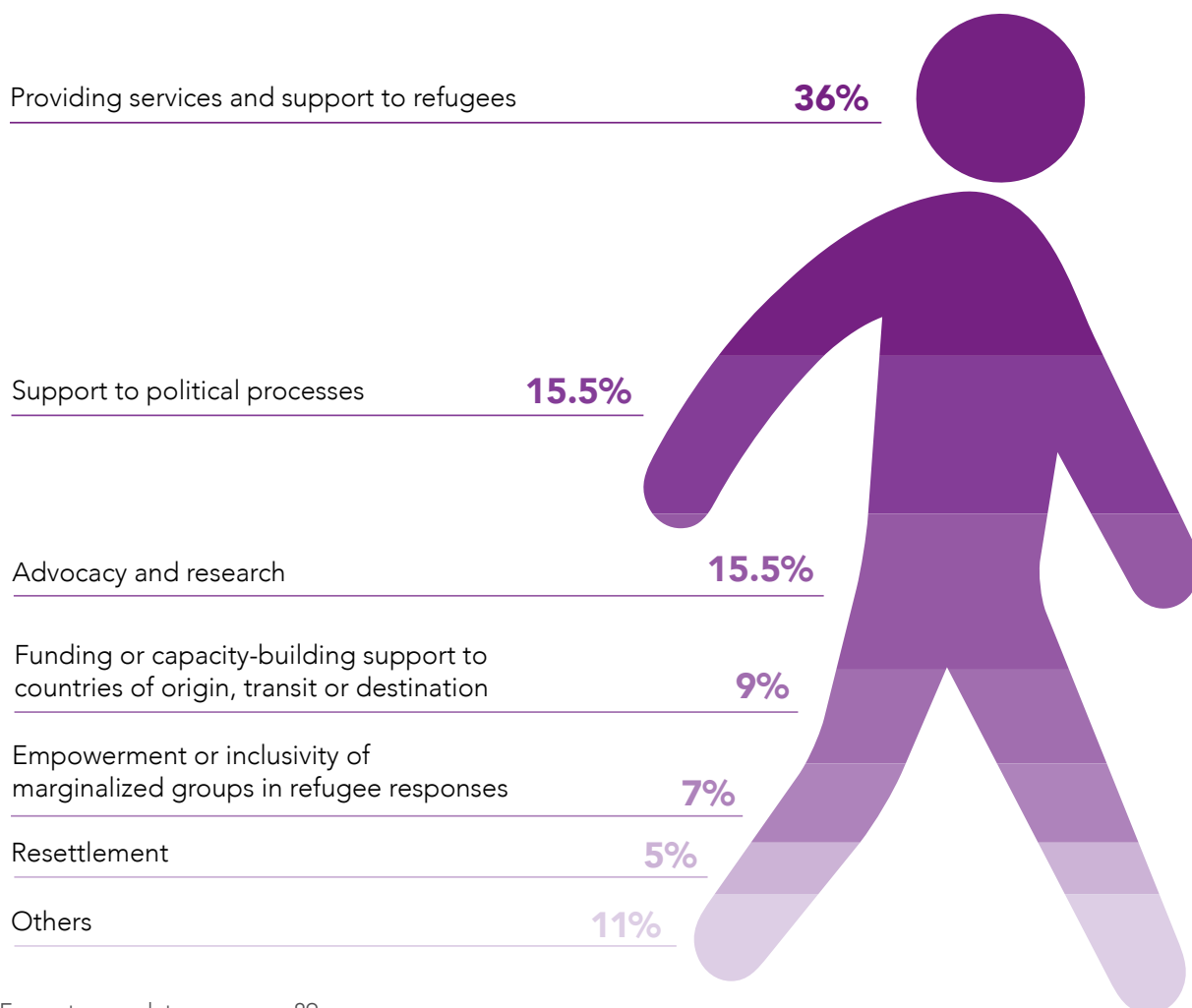
communities. The New York Declaration and its subsequent processes to negotiate global compacts on refugees and migration are the strongest expression of political will to address displacement and migration to date. Stakeholders reported on progress in the following areas:

New York Declaration for Refugees and Migrants: Almost a third of stakeholders that submitted a report under Transformation 3A reported supporting the New York Declaration, in which world leaders committed to: share the responsibility for hosting and supporting the world's refugees; implement a Comprehensive Refugee Response Framework (CRRF); develop global compacts on refugees and on safe, orderly and regular migration; and consider developing guidelines on the treatment of migrants in vulnerable situations. More than half of these reports focused on political engagement, while others noted advocacy, field support and funding activities. The United Kingdom, Norway, Switzerland, Australia, CARE and the Danish Refugee Council reported on their support to the Office of the United Nations High Commissioner for Refugees (UNHCR) on the CRRF process, and Norway, Germany, and the International Rescue Committee highlighted their support to the implementation of the CRRF in pilot countries.

Financing to address short- and long-term needs of displaced people: Most Member State reports focused on new funding approaches to target both short- and long-term needs, including resilience and self-reliance programs. Of

BREAKDOWN OF REPORTING BY REFUGEE-RELATED ACTION

Providing services and support to refugees **36%**

Support to political processes **15.5%**

Advocacy and research **15.5%**

Funding or capacity-building support to countries of origin, transit or destination **9%**

Empowerment or inclusivity of marginalized groups in refugee responses **7%**

Resettlement **5%**

Others **11%**

For notes on data see page 89

those, the majority focused on refugees. The United Kingdom pledged GBP 80 million to support livelihoods for refugees and host communities in Ethiopia, while Japan began implementing a two year, USD 6 billion assistance package for the Middle East that includes vocational counselling and income generation activities for about 20,000 people. Australia established a three-year Syria humanitarian package for AUD 220 million that focuses on education and livelihoods in Jordan and Lebanon, while Italy responded to the Syrian crisis with EUR 45 million for immediate needs as well as long-term support by restoring and improving infrastructure and basic services for both refugees and host communities. Hungary reported that it focused its WHS commitment on supporting programmes to build resilience and meet immediate needs of IDPs in Iraq and to support Syrian refugee youth in Jordan. The Tent Foundation launched a competition to provide grants to organizations supporting refugees' social and economic integration into host communities.

Programmes and research to support a new approach to displacement: Stakeholders reported on collaborations, advocacy, and research to advance a new approach to displacement. The World Food Programme (WFP) and UNHCR worked together in Uganda to integrate refugee farmers into local agricultural value chains, while strengthening social cohesion with the host community. The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) commissioned a major research initiative into how the New Way of Working[13] can address protracted internal displacement. The International Organization for Migration (IOM) adopted the Progressive Resolution of Displacement Situations Framework to promote a resilience-based approach, and refined its Displacement Tracking Matrix, which provides partners with data and analysis on the drivers of displacement. The United Nations Development Programme (UNDP) issued a Guidance Note on Integrating Migration and Displacement in UN Development Assistance Frameworks, while the Overseas Development Institute established a Forum on Refugees and Migration in partnership with Chatham House to foster dialogue between displacement and migration policy communities and influence the global compacts on migration and refugees.

3A BREAKDOWN OF REPORTING BY DISPLACEMENT TYPE

62% Refugees

26% IDPs

12% Cross-border displacement due to disasters and the adverse effects of climate change

For notes on data see page 89

Durable solutions for refugees and internally displaced persons: Canada resettled 46,000 refugees in 2016, a 133 per cent increase compared to 2015, and New Zealand and Sweden also expanded resettlement programs. Stakeholders also increased support to host countries, including through the World Bank's International Development Association's new Sub-Window for Refugees and Host Communities.[14] Poland's funding guidelines required interventions targeting refugees or IDPs to devote at least 30 per cent of funds to supporting the local population. Lastly, in hosting about three million refugees, Turkey exemplifies many good practices in supporting refugees and host communities, such as legal frameworks that ensure basic rights and services for refugees including access to health, education and legal services. It also provides vocational training and employment programs for refugees.

[13] See Transformation 4C for more details on the New Way of Working
[14] This new sub-window, created as part of IDA18, aims to help mitigate shocks and create opportunities for refugees and host communities, facilitate solutions to protracted refugee situations, and strengthen preparedness for new refugee flows. For more details on IDA18, see Transformation 5C: Invest in Stability.

Women, walking with what possessions they can carry, arrive at an IDP camp near the town of Jowhar, Somalia.

AU UN IST/Tobin Jones

Achieving the transformation

The New York Declaration was a breakthrough in the world's efforts to address the challenges of refugees. Unfortunately, there has been no significant progress reported on internal displacement. A greater focus on root causes and on durable solutions for both refugees and IDPs is also needed. Finally, addressing displacement across borders due to disasters and the adverse effects of climate change remains a challenge due to legal gaps and the number of actors and spheres of work needed to advance the Nansen Initiative Protection Agenda. To deliver on this transformation will require stakeholders to:

• **Increase attention and support to IDPs:** IDPs and communities impacted by displacement, should receive greater attention, including efforts to find durable solutions. This shift will require systematizing and strengthening cooperation across humanitarian, development and political divides, ensuring that IDPs secure better access to livelihoods, adequate housing with security of tenure, and basic services, while mitigating impacts on local communities.

• **Support implementation of the CRRF and adoption of a global compact on refugees in 2018:** These efforts should ease pressures on countries that host refugees; build the self-reliance of refugees; expand access to resettlement in third countries and other complementary pathways; and enable refugees voluntarily to return to their home countries.

• **Continue to address root causes:** More tangible progress, including funding and programming, is needed to address the root causes of displacement and support new approaches to reduce vulnerability of displaced and host communities and advance durable solutions.

• **Invest in data and analysis:** These actions require improved data collection and analysis on refugees and IDPs to reach the most vulnerable and enable solutions in line with international law. Systematic collection and monitoring of displacement data should become part of any disaster risk reduction planning and strategies.

• **Address disaster- and climate-related displacement:** Scaling up implementation of the Nansen Initiative Protection Agenda at the national and regional level will be instrumental to States preventing and responding to displacement due to disasters and the adverse effects of climate change.

Reducing displacement risks and preparing for disaster- and climate-related displacement

The Platform on Disaster Displacement (PDD) was launched at the Summit as a state-led, multi-stakeholder platform to follow up on the Nansen Initiative and implement its *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change* (Protection Agenda).

After the Summit, the PDD immediately started its work under the Chairmanship of Germany (Vice-Chair Bangladesh), supported by regional secondments and partnerships with IOM, UNHCR, and others. In Central and North America the Platform supported the development of a guide to effective practices on the *Protection for Persons Moving Across Borders in the Context of Disasters.* The workshop based on this guide led to standard operating procedures and a first bi-national disaster displacement simulation exercise between Costa Rica and Panama, a process that may be replicated in other regions.

The Platform's 2016-2019 priorities include integrating disaster displacement into global policy processes, such as those on climate change action, disaster risk reduction, human rights and the global compacts on refugees and on safe, orderly and regular migration. For more information see www.disasterdisplacement.org

3B Address migration

To achieve the 2030 Agenda for Sustainable Development target of safe, orderly and regular migration, the Agenda for Humanity calls for actions to ensure that:

By 2030, the vulnerabilities and inequalities migrants face are addressed because the international community devises and implements more regular and lawful opportunities for migration and includes migrants in disaster preparedness, response and recovery efforts.

Because many of those crossing borders each year do not fall under the 1951 Refugee Convention, leaving no one behind will require Member States and their partners to create more legal pathways for migration, provide humanitarian visas and protection, more effectively integrate migrants into response plans, and cooperate to combat human trafficking and migrant smuggling.

Progress so far

About 33 commitments focused on addressing migration – less than 1 per cent of all commitments pledged at the Summit. Consequently, for 2016, reporting was low and only nine stakeholders reported on progress in the following areas:

Global compact for migration: The New York Declaration set in motion intergovernmental consultations and negotiations on the planned adoption of the global compact for migration in 2018. A number of Member States reported political support and engagement in this process, including Canada and Germany. Germany also reported its involvement in negotiating the resolution on modalities for the global compact on migration and co-chairing the Global Forum of Migration and Development with Morocco in June 2017.

Protection of migrants in crisis contexts: Stakeholders reported on financial, policy and training support to protect vulnerable migrants in countries in crisis. IOM served as the secretariat for the State-led Migrants in Countries in Crisis (MICIC) Initiative, supporting the development and dissemination of the Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disasters. IOM also reported that it supported Thailand and Mexico to develop

standard operating procedures for integrating migrants into disaster response.

Protecting migrants on the move: The United Nations Office of the High Commissioner for Human Rights (OHCHR), as co-chair of the inter-agency Global Migration Group's Working Group on Migration, Human Rights and Gender, led development of principles and guidelines on the human rights protection of migrants in vulnerable situations, and helped States develop action plans to respond to migration in West Africa, Serbia and Tunisia. The Sovereign Order of Malta, as part of a European Union naval force operation, provided medical and search-and-rescue training to the Libyan Coast Guard to prevent migrant deaths in the Mediterranean Sea and to counter criminal human trafficking networks.

A father and his son celebrate their safe arrival on the island of Lesvos, Greece. In 2016 more than 360,000 migrants and refugees arrived in Europe via the Mediterranean sea.

UNICEF/Ashley Gilbertson

Achieving the transformation

High-level commitments and dialogues throughout 2016 ensured that large population movements remained at the forefront of the political agenda. Nevertheless, as the number of international migrants continues to grow, millions of them remain among the most vulnerable members of society. Despite international legal frameworks to protect them, a significant gap remains in the development and implementation of human rights standards for migrants in vulnerable situations. The integration of migrant needs and vulnerabilities into disaster preparedness, response, and recovery remains a challenge, compounding risks of migrants in countries in crisis. Fulfilling the promises of the 2030 Agenda for Sustainable Development and achieving the transformation will require stakeholders to:

- **Meet international obligations:** Member States and other stakeholders must meet international obligations to put in place sound policies that protect migrants, allow them to migrate legally and safely, and ensure they play a full part in the society and economy they join.

> "The international community must ... step up efforts to ensure human dignity and the humane treatment of migrants."
>
> - Canada, self-report 3B

- **Build and adopt the global compact for migration:** All relevant parts of Member States' governments, including interior ministries, as well as non-governmental actors, should engage in the compact's development to ensure a just and actionable framework that harnesses the opportunities and addresses the challenges of migration and human mobility, while respecting State sovereignty. All Member States should adopt the compact.

- **Invest in data:** Stakeholders should invest in data and analysis to support evidence-based migration policies and to address the negative discourse on migration.

3C End Statelessness

The Agenda for Humanity called on all stakeholders to resolve major situations of statelessness and prevent new cases from emerging, to ensure that:

By 2024, no one is left stateless because States have changed their laws to recognize every person's right to a nationality.

Progress so far

There were only nine commitments made at the Summit to end statelessness, and three reports on progress in 2016 - the lowest number of self-reports of all 24 transformations. However, UNHCR offered a useful overview of progress in 2016, supplemented by UNHCR's Global Report 2016.[15] In West Africa, Guinea-Bissau, Mali and Sierra Leone acceded to both the UN Conventions on Statelessness, bringing the number of States party to the 1954 Convention relating to the Status of Stateless Persons to 89 and the number of States party to the 1961 Convention on the Reduction of Statelessness to 68.[16] The draft African Union Protocol on the Specific Aspects of the Right to Nationality and the Eradication of Statelessness in Africa was submitted for review and, once adopted, will provide a legal platform to combat statelessness. UNHCR reported that Bolivia, Costa Rica, Ukraine and other States undertook legal reforms that expand eligibility for stateless people to apply for nationality. Similarly, Kyrgyzstan, Malaysia, the Philippines, Thailand and Turkmenistan, among others, made progress in granting nationality to stateless people within their territory. As a result of these and similar efforts, 60,800 stateless people in 2016 either acquired a nationality or had their nationality confirmed.[17]

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[15] UNHCR, *Global Report 2016* (2017)
[16] In 2017, Burkina Faso also acceded to the 1961 Convention on the Reduction of Statelessness, bringing the total number of States party to the 1961 Convention to 69.
[17] UNHCR, *Global Report 2016* (2017)

A Rohingya girl sits on a truck just inside the border of Bangladesh, waiting to be taken to one of the refugee settlements further north in Cox's Bazar.

OCHA/ Anthony Burke

Achieving the transformation

Political will remains the key factor to genuine transformation that eradicates statelessness, which will require the following:

- **Commit to and act on pledges to remove gender discrimination from nationality laws:** Gender inequality in nationality laws is a prominent cause of statelessness, as 25 States still need to guarantee women the right to confer nationality to their children on the same basis as men.

- **Improve quantitative and qualitative data on stateless populations:** Identifying stateless people is essential to addressing their challenges. States can improve data quality and coverage by ensuring, for example, that censuses include questions on citizenship and statelessness.

- **Make pledges to end statelessness at UNHCR's 2019 high-level event in support of the #IBelong campaign:** To accelerate progress for the second half of the campaign and reach the goal of ending statelessness by 2024, Member States should use the event to highlight progress and make measurable commitments, including pledges to adopt safeguards against children being born stateless, solve statelessness of minority groups, and acceding to both UN Conventions on statelessness.

Women coming back from neighboring village in Cameroon where they go periodically to buy supplies. They have to cross a knee-deep body of water and walk 8 km to reach that Cameroonian village.

OCHA/
Yasmina Guerda

3D Empower women and girls

The Agenda for Humanity called for all actors to take action to ensure:

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

Gender equality, the fulfilment of women's and girls' human rights, and their empowerment in political, humanitarian, and development spheres are critical to conflict prevention and resolution, preparedness and response to crises, peace-building and building resilient communities. Development and humanitarian action should therefore support the participation of women and girls in decision-making at all levels, increase funding to local women's groups and guarantee access to sexual and reproductive healthcare.

Progress so far

Gender equality and women's and girls' empowerment emerged as overarching themes of the Summit, reflected in more than 500 commitments across all five core responsibilities.[18]

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[18] UNOCHA, *World Humanitarian Summit Commitments to Action* (2016).

Stakeholders made significant commitments to combat structural and behavioural barriers to gender equality, ensure empowerment, secure the rights of women and girls, and align funding and programming with gender equality principles and in support of women's groups. However, self-reports tended to cover processes and policies that predate the Summit more than progress against new commitments.

This chapter focuses on self-reports of 66 stakeholders under Transformation 3D. As gender equality and empowerment actions cut across the Agenda for Humanity, it should be read alongside Transformation 1D on women, peace and security; Transformation 2D on prevention and response to gender-based violence; and Transformation 3A on access to services by refugee women and girls. Stakeholders most commonly reported activities in three areas:

Renewed action in support of sexual and reproductive health and rights: About 30 per cent of reports under this transformation concerned advocacy, programming or funding for sexual and reproductive health and rights (SRHR). Member States championed this issue at the highest levels. The Netherlands launched the She Decides initiative in January 2017 to raise financial and political support for sexual and reproductive health and family planning in developing countries. Member States contributed to this initiative and to organizations focused on this issue, such as Australia's contribution to the International Planned Parenthood Foundation's

programme to improve national capacity for sexual and reproductive health services in humanitarian crises. Others cited their role in existing global processes like the UN Secretary-General's Every Woman Every Child initiative. Following the 2016 World Humanitarian Summit joint statement on SRHR and as part of a commitment statement to strengthen sexual and reproductive health in humanitarian settings, the United Nations Population Fund (UNFPA) co-hosted the Family Planning Summit, also in 2017, which galvanized commitments from new States, civil society organizations and donors.

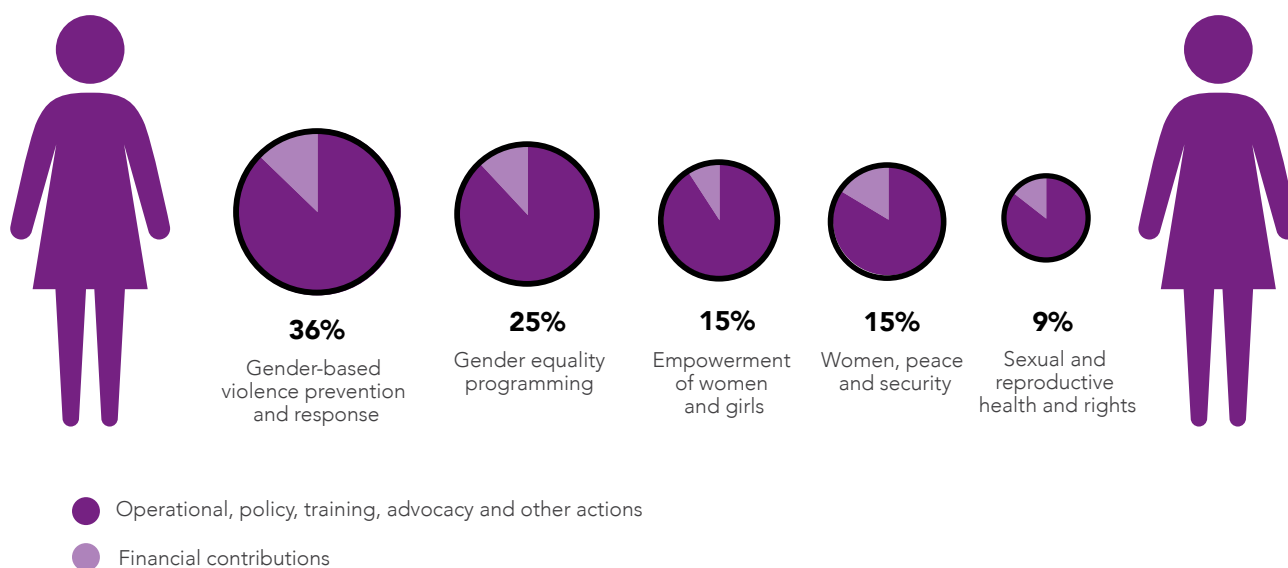**Ongoing work to entrench gender equality principles:** Stakeholders reported on new or updated policies, strategies, guidance, tools, and capacity-building to promote gender responsive programming and funding. Bulgaria updated its national gender equality strategy to better address gender gaps in income, among other priorities, while Sweden's new funding strategy requires gender equality to be systematically integrated into humanitarian action. Others referred to requirements that programmes they fund or implement include gender analyses, gender markers, or sex- and age-disaggregated data. Iceland requires funding recipients to detail how assistance meets women's and girls' needs, and noted that 80 per cent of its bilateral aid targets gender equality and women's empowerment. IOM trained its teams and national and local actors in nine countries to anticipate, recognize and address protection concerns of women and girls in camps and similar settings.

Greater push for women's empowerment: Reports covered ongoing livelihood and vocational opportunities to increase financial and economic inclusion of women or to draw on their skills. In Turkey, the NGO YUVA provided kindergarten services for 1,000 children so mothers could attend trainings and other services. The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) allocated 28 per cent of humanitarian funding to women's civil society and national women's organizations and ministries. ActionAid supported 27 women leaders to implement an entirely women-led response to flooding in Bangladesh, demonstrating the importance of investing in women's groups in disaster risk reduction.

BREAKDOWN REFERENCES IN REPORTS RELATED TO WOMEN AND GIRLS, GENDER EQUALITY, AND OTHER ACTIONS

36%
Gender-based violence prevention and response

25%
Gender equality programming

15%
Empowerment of women and girls

15%
Women, peace and security

9%
Sexual and reproductive health and rights

● Operational, policy, training, advocacy and other actions

● Financial contributions

For notes on data see page 89

A psychosocial counsellor provides support to a women affected by the earthquake in Nepal at a centre set up by UN Women in coordination with the Nepalese Government.

UN Women / Samir Jung Thapa

Achieving the transformation

Although these commitments and initiatives built a promising foundation, it will take intensive effort to translate good intentions into tangible actions and to close gaps that leave crisis-affected women and girls unsupported and unprotected. Delivering on this transformation will require all stakeholders to:

- **Shift from policy to practice:** Despite progress in standards, guidance and tools, on the ground services and protective measures are often not available. Meeting the promise of leaving no one behind requires stakeholders to make measurable commitments, take action, and report on them.

- **Ensure predictable funding for programmes that target women and girls or ensure gender mainstreaming:** Funding for these programs should be sufficiently directed towards women's organizations and focus on building on and investing in the skills, capacities and leadership of women and girls. Resource constraints remain a major impediment to sustained progress.

- **Scale up the evidence base for gender-responsive programming and put in place systems to measure progress:** Despite findings that sex- and age- disaggregated data (SADD) and gender analysis are among the most effective ways to ensure an equitable and effective response, application remains limited.[19] Organizations must routinely carry out gender analyses, SADD collection, and use gender markers throughout the programme cycle, while donors should only fund initiatives that do so. In addition, more concerted action is needed to track the impact of gender responsive programming and to assess overall progress.

- **Address the needs of women and girls with multiple vulnerabilities:** Few reports referred to women and girls with other vulnerabilities. Obstacles and discrimination are compounded by sexual orientation, gender identity, religion, ethnicity, disability, age or other factors. Programming and funding that does not address their needs and enable participation, self-representation, and leadership will perpetuate discrimination and disempowerment. Applying the Core Humanitarian Standard self-assessment tool's gender and diversity index can identify these shortcomings in policies or practice.

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[19] UN Women, http://www.unwomen.org/en/what-we-do/humanitarian-action/facts-and-figures

3E Ensure education for all in crisis

....

The Agenda for Humanity called for action to complement the 2030 Agenda for Sustainable Development by taking action to ensure that:

By 2030, all children in crises, whether in conflict zones or displaced, have access to quality education and learning opportunities, because the international community prioritizes and mobilizes resources to support them.

....

Stakeholders should commit to providing education, including secondary education and vocational training, for children, adolescents and young people living in crises or displaced by them.

Progress so far

Stakeholders made over 80 commitments to support education for children trapped in crises or displaced by conflict. For 2016, 24 stakeholders reported on efforts to support and enable this transformation,[20] many of them through education programmes in crisis-affected or refugee-hosting countries. In addition to these programmatic achievements, stakeholders most commonly reported progress in the following areas:

Support for emergency education initiatives: Sixteen Member States reported on funding and other support for education programmes, funds and initiatives. Two initiatives that received particular mention were Education Cannot Wait, which Canada, Denmark, the European Union (ECHO), Norway, the United Kingdom, and the United States reported funding,[21] and the No

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[20] This analysis also includes inputs from eight additional stakeholders who submitted education-related inputs under other transformations.
[21] Several other donors to Education Cannot Wait (ECW) did not report on PACT or did not include funding for ECW in their reports. The full list of ECW partners and donors can be found here: http://www.educationcannotwait.org/the-fund/

Lost Generation for Syrian and Iraqi children and youth, to which Ireland and Luxembourg contributed. Germany and the European Union, among others, reported financing education through multilateral organizations such as the United Nations Children's Fund (UNICEF), while others, including Poland, Slovakia and Slovenia, reported scaling-up development cooperation to support education.

Facilitating education and learning for displaced children: Stakeholders reported important progress on children's education in three categories: policy and programme development, financing, and advocacy, much of which was linked to the September 2016 New York Summit for Refugees and Migrants. Several States, including Greece, Malta and Portugal, developed legislation, infrastructure and curricula to educate refugee and migrant children, and Ukraine enacted laws to ensure education support for internally displaced children. The NGO Watan provided educational services for children unable to attend school in crisis-affected areas of Syria and provided psychosocial support and activities for children suffering from conflict and displacement.

> "Education should be central to any response and funding available to support all children to access quality education and training to prepare to rebuild their nations."
>
> - World Vision International, self-report 3E

Higher education and vocational training in crises: Stakeholders also expanded higher education and vocational opportunities for crisis-affected people. Germany provided vocational training to young refugees, while Greece piloted a summer school for young refugees to facilitate access to universities. The Buddhist Tzu Chi Foundation helped women and girls access secondary and tertiary education and vocational training. With the support of Portugal, the Global Platform for Syrian Students set up a Rapid Response Mechanism for Higher Education in Emergencies to expand a pilot emergency scholarship programme.

Seated on a rug atop the dirt ground, girls complete homework outside their tent home, in the Kawergosk camp for Syrian refugees, just west of Erbil, Iraq. The conflict in Syria has disrupted the education of millions of children.

UNICEF

Achieving the transformation

The World Humanitarian Summit took an important step towards recognizing education as a basic need and an essential component of humanitarian action. Nonetheless, most stakeholders reported a continuing lack of funding as their greatest constraint.[22] To achieve this transformation and realize its contribution to Sustainable Development Goal 4 on quality education, political will must translate into reliable financial commitments to deliver inclusive education and learning opportunities across the humanitarian-development divide, through the following actions:

• **Transform education financing:** Education must be prioritized and funded from the early stages of a crisis, looking in part to emerging donors and sustainable new sources of funds. Initiatives such as Education Cannot Wait can temporarily help bridge this gap. On a national level, humanitarian funding and financing packages for relief and recovery should include education from the outset.

• **Bridge the humanitarian-development divide:** To ensure that crises do not result in "lost generations," multi-year planning and financing must rapidly deliver education to crisis-affected children, complementing longer-term efforts to advance Sustainable Development Goal 4.

• **Provide continuous and inclusive education:** Humanitarian and development actors must work together on programmes and financing that provide all children and youth, in particular girls and vulnerable children, with secondary education and vocational and livelihoods skills, enabling them to contribute to humanitarian efforts and rebuilding after crises.

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[22] In 2016, only 1.4 per cent of funds reported to UN OCHA's financial tracking service were for education.

> **Education Cannot Wait**
>
> Launched at the World Humanitarian Summit, Education Cannot Wait (ECW) aims to reach all crisis-affected children and youth with safe, free and quality education by 2030 by increasing shared political, operational and financial commitments to education for children in crises.
>
> ECW is promoting access to quality education for 3.4 million children, including 1.4 million girls, and supporting 19,000 teachers in 14 countries (Syria, Chad, Ethiopia, Yemen, Peru, Central African Republic, Madagascar, Somalia, Ukraine, Afghanistan, Uganda, Lebanon, Bangladesh and Nepal). Allocated grants total USD 78.5 million, half of which has been disbursed. For more information, see www.educationcannotwait.org

3F Enable adolescents and young people to be agents of positive transformation

The Agenda for Humanity called for actions to ensure that:

Young people are empowered to contribute towards efforts to prevent conflict and rebuild their communities, because national and international policies and programmes have been developed and put in place with their participation.

Young people should be included at every stage of humanitarian and development programming, from conflict prevention and resolution to the response to crises and the recovery of their communities. Additionally, stakeholders should develop programmes to integrate refugee youth into host communities through education, vocational training and employment opportunities.

Progress so far

Only 13 stakeholders submitted progress reports on Transformation 3F, though 13 others addressed youth under Transformations 2A and 3D, as well as other sections. Reports focused on new research and consultations as well as capacity-building initiatives.

Youth and conflict prevention: A year after the historic, unanimous adoption of the UN Security Council resolution 2250 (2015) on youth, peace and security, stakeholders, such as Sweden, reported on research to advance implementation of the resolution. Other stakeholders reported broader research on efforts to address the impacts of violence on youth, such as Mercy Corps, which produced a report showing that in Somalia a combination of formal secondary education and civic engagement decreased support for political violence. The Women's Refugee Commission, together with UNHCR. held the first global refugee youth consultations, reaching over 1,200 refugee and host community youth in 22 countries. The consultations produced *Seven Core Actions for Refugee Youth* to shape youth-specific guidance, policy and programmes, including in peacebuilding efforts. Right to Play used play with children and youth displaced by violence to teach life skills and empower them to become agents of positive change.

Engaging youth in design and implementation of humanitarian and development programmes: A number of stakeholders reported creating opportunities for young people to participate and lead in crisis response and recovery. The Humanitarian OpenStreetMap Team's new partnership with YouthMappers engages 2,000 student mappers in 19 countries to provide up-to-date maps to organizations responding to crises. Habitat for Humanity reported that, together with the International Federation of the Red Cross and Red Crescent Societies (IFRC), they adapted the Participatory Approach for Safe Shelter Awareness methodology for youth to ensure that young people, particularly girls and adolescent women, are engaged in disaster risk reduction programmes in their communities.

The Compact for Young People in Humanitarian Action

Launched at the Summit, the Compact outlines five actions to fund, research and address young people's needs in crisis settings, while empowering and promoting their participation and leadership. Since its launch, progress has been made in the following areas:

- Development of guidelines, expected mid-2018, to help organizations design, implement and evaluate age- and gender-responsive humanitarian programmes that are inclusive of youth.

- Development of a training module to improve young people's participation in preparedness, response and conflict resolution in the Middle East.

- Engagement with other inter-agency platforms to discuss developing standards for sex- and age-disaggregated data to improve programming for young people, as well increasing the use of real-time data collection tools.

- Providing a framework to guide agencies working with young people. For example, Mercy Corps and the Norwegian Refugee Council conducted a youth assessment in Greece using the Compact as a framework.

For more information see www.agendaforhumanity.org/initiatives/3829

Achieving the transformation

The commitments made at the Summit point to a growing focus on the participation and leadership of young people. However, limited self-reporting and few examples of systematic engagement and youth-targeted programming highlight the difficulty of translating commitments into action. Young people are still too often excluded from decision-making, their views or capacities not systematically captured to shape prevention and response efforts. A lack of education, skills and technological training prevent many from meaningfully engaging in the design, development and implementation of youth-focused programmes. Young people feel marginalised and misunderstood, particularly in conflict settings, and are often faced with negative perceptions and mistrust.

To help overcome these challenges action is needed in the following areas, all of which require a gender lens to ensure inclusion of the unique needs and challenges of adolescent girls and young women:

- **Systematically and meaningfully engage young people in crisis prevention, response and recovery:** Youth and youth-led organizations should be engaged in developing international, national and local humanitarian, development and peacebuilding programmes, and not just those specific to youth. Engagement can be supported by ensuring their representation on decision-making bodies, improving funding for youth-led organizations, strengthening their capacities to monitor and evaluate their work, and providing learning opportunities and mentoring programmes. Peacebuilding and violence prevention programming should give special attention to establishing trust between youth and community members and institutions.

- **Translate the actions called for by the Compact for Young People into practice:** The Compact can serve as a framework to coordinate gender- and age-sensitive programming that addresses the needs of young people and systematically engages youth in programme design and implementation.

- **Improve integration of refugee youth into communities:** The specific challenges faced by refugee youth, such as difficulties with legal recognition and discrimination, must be addressed, including though the adoption and use of the seven core actions outlined in the *We Believe in Youth* report.[23]

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[23] Women's Refugee Commission and UNHCR, *We Believe in Youth: Global Refugee Youth Consultations, Final Report November 2016*

3G Include the most vulnerable

The Agenda for Humanity called for Member States and all humanitarian actors to complement the 2030 Agenda for Sustainable Development by taking 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.

Stakeholders must protect and respect the rights of the most vulnerable people in crises, including persons with disabilities, ethnic minorities, trafficked persons, persons in conditions of slavery or forced labour, and those impacted by the adverse effects of climate change. States should adopt national risk management strategies informed by comprehensive and disaggregated data.

Progress so far

Stakeholders made over 100 commitments in support of Transformation 3G, with 28 stakeholders reporting on efforts in 2016, primarily related to meeting the needs of persons with disabilities. Sixteen others reported efforts to include persons with disabilities under other transformations, and these have been taken into consideration in the areas of progress described below:

Institutionalizing inclusion of persons with disabilities: Most stakeholders reported on progress creating internal policies, guidelines and tools to ensure the inclusion of persons with disabilities in their work. This effort was in line with endorsements of the Charter on Inclusion of Persons with Disabilities in Humanitarian Action by many stakeholders,[24] such as Luxembourg, UNHCR, WFP, UNDP and HelpAge International. Many Charter endorsers, including Finland, UNHCR, Women's Refugee Commission, the UN Relief and Works Agency for

Palestine (UNRWA) and Handicap International reported on their support to the Inter-Agency Standing Committee Task Team on Inclusion of Persons with Disabilities in Humanitarian Action to develop guidelines.[25] To drive progress, Australia requests all partners to disaggregate data by sex, age and disability, while the United Kingdom is working with the Organization for Economic Cooperation and Development (OECD)'s Development Assistance Committee to help the international community track and monitor disability spending.

Charter on Inclusion of Persons with Disabilities in Humanitarian Action

Over 160 stakeholders have endorsed the Charter for Inclusion of Persons with Disabilities in Humanitarian Action, with the number of signatories increasing by 45 per cent after its launch at the World Humanitarian Summit. The Charter identifies five core principles: non-discrimination, participation, inclusive policy, inclusive response and services, and cooperation and coordination. Following the launch, the Inter-Agency Standing Committee established a task team to develop guidelines for humanitarian actors, States and affected communities by the end of 2018.

Including persons with disabilities requires a fundamental rethinking of the way humanitarian actors work: policies, practices, processes and assumptions. This shift entails building capacity of disabled persons' organizations, ensuring inclusive coordination of field response plans, expanding disaggregated data collection, and exploring opportunities for innovation.

For more information, see: http://humanitariandisabilitycharter.org/

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[24] A complete list of endorsing stakeholders can be found at: http://humanitariandisabilitycharter.org/
[25] More information is available at https://interagency-standingcommittee.org/iasc-task-team-inclusion-persons-disabilities-humanitarian-action

Capacity-building, data and tools for inclusion of persons with disabilities: A number of stakeholders reported on efforts to build capacity for inclusion of persons with disabilities in humanitarian action. UN Women provided policy and practical support to States to increase the availability of data disaggregated by sex, age, and disability. The United Kingdom is providing up to 300 small grants over three years to support and build capacity of disabled people's organizations, promoting their empowerment and engagement in humanitarian response. Germany initiated a two-year capacity-building project for German NGOs and foreign ministry staff on mainstreaming inclusion of persons with disabilities. Several stakeholders also reported developing new tools for capacity building, including CBM International, which developed a mobile app - Humanitarian Hands on Tool, or HHoT - for field workers. Handicap International and the Washington Group are testing a set of questions on disability in humanitarian contexts,[26] while UNRWA launched a tool to collect disaggregated data on disabilities for students through their Education Management Information System.

Including all vulnerable groups: Stakeholders also reported efforts to make humanitarian action more inclusive of other vulnerability factors, including gender, age, ethnicity and sexual orientation. Several stakeholders reported on their work as members of the Age and Disability Consortium to produce a pilot version of the Minimum Standards for Age and Disability Inclusion in Humanitarian Action. Johanniter-Unfall-Hilfe adopted an inclusive approach as a cross-cutting goal in their new organizational strategy, based around the five principles of the Inclusion Charter.[27] The Women's Refugee Commission supported local lesbian, gay, bisexual, transgender and intersex (LGBTI) groups to include refugees in their work. Canada increased support to vulnerable groups such as the Rohingya in Myanmar, and extended legal protection to persecuted minorities, including resettling up to 1,200 survivors of Daesh violence, along with their families.

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[26] More information on the project is available from https://www.handicap-international.org.uk/page/disability-statistics-in-humanitarian-action
[27] The Inclusion Charter consists of five steps that aim to ensure that impartial and accountable humanitarian assistance responds to vulnerability in all its forms and reaches the most marginalized people. Please see http://www.inclusioncharter.org/#thecharter

A boy pulls a wheelchair at one of the streets of Al-Mashatiyeh neighborhood of east Aleppo where UN and partners are distributing crucial relief items.

UNHCR/ Bassam Diab

Achieving the transformation

Momentum is clearly underway for humanitarian action that is more inclusive of people with disabilities, thanks to the willingness of a multi-stakeholder group mobilized by evidence that persons with disabilities are among the most marginalized in any crisis-affected community and are disproportionately affected by disaster and conflict situations.[28] However, progress has depended on the willingness of individual stakeholders, and reports highlighted the need for a more system-wide approach. Very few touched upon development of more inclusive national development plans and strategies to protect the rights of the most vulnerable people in crises. Reporting also focused on disability, leaving clear gaps in attention to other vulnerable and marginalized groups. Truly ensuring that no-one is left behind will require stakeholders to:

- **Develop or strengthen crisis- and system-wide approaches:** The humanitarian community should incorporate protection principles and promote safety and dignity in humanitarian response through the protection mainstreaming approach. This must also reinforce other transformations to build capacity of local responders, empower crisis-affected communities to lead, invest in prevention, and reduce risk and vulnerability.

- **Leverage global expertise to gather inclusive data:** Stakeholders should use the wide range of existing data gathering technology and tools, such as the Washington Group short set of questions on disability, to systematically collect disaggregated data in crises.[29] Stakeholders should use shared data to jointly develop an understanding of vulnerability in specific crises, in order to inform planning, evaluating and delivering on collective outcomes that reduce this vulnerability over time.

- **Recognize intersecting vulnerabilities, skills and capacities:** Stakeholders need to be better equipped to address the needs of people exposed to multiple forms of discrimination. Humanitarian processes, including data collection and needs assessments, must capture and analyse these intersecting vulnerabilities, while humanitarian actors also require tools and resources that allow them to recognize the skills and capacities of at risk groups.

> "Inclusion requires a fundamental rethink of the way we work, our practices, processes and our assumptions."
>
> - Johanniter-Unfall-Hilfe, self-report 3G

- **Empowering vulnerable people and inclusion in decision-making:** Guidance should be developed and piloted on safely identifying and engaging hard-to-reach groups within affected populations, including contextual analysis of factors leading to marginalization, power dynamics, risk factors and mitigation strategies. Implementation of the Sendai Framework for Disaster Risk Reduction and the 2030 Agenda for Sustainable Development should help vulnerable communities engage in humanitarian response.

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[28] Handicap International, Disability in humanitarian context: Views from affected people and field organizations (2015)

[29] The Washington Group Short Set of Questions on Disability is a set of questions designed to identify people with a disability in a census or survey. Available from http://www.washingtongroup-disability.com/washington-group-question-sets/short-set-of-disability-questions/

WORK DIFFERENTLY TO END NEED

WORK DIFFERENTLY TO END NEED

Photo on previous page:

Internally displaced children water their garden above Sharya IDP camp, Dahuk, Iraq.

OCHA/Giles Clarke

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

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

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

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

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

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

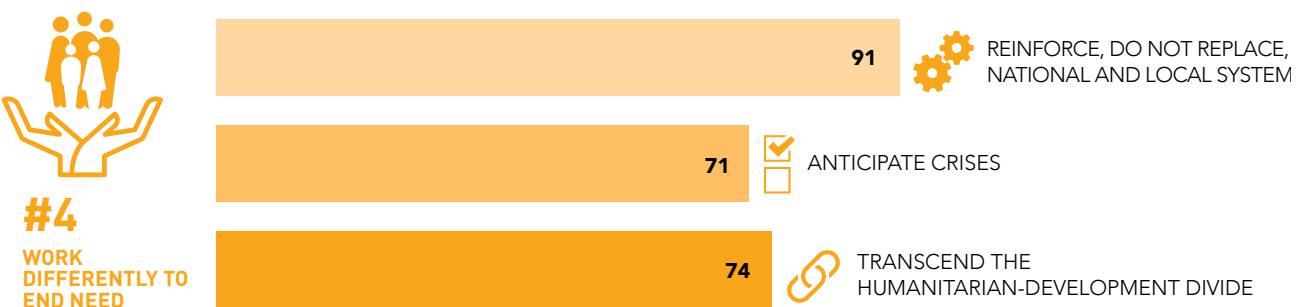# 4A Reinforce, do not replace, national and local systems

The Agenda for Humanity called for action to ensure that:

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

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

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

STAKEHOLDERS REPORTS BY TRANSFORMATION

#4
WORK DIFFERENTLY TO END NEED

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

Progress so far

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

Cash-based programming is growing

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

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

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

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

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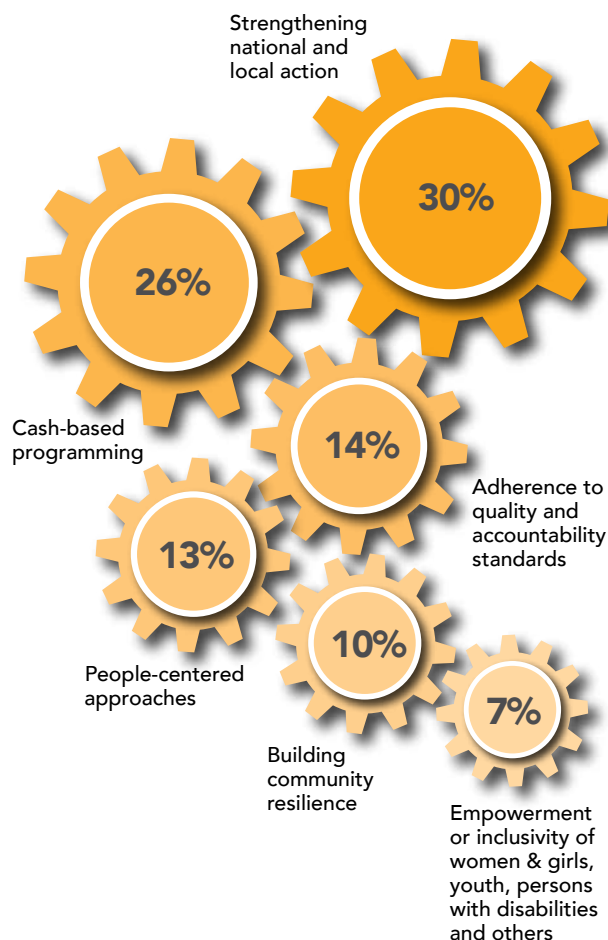
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[31].For details, see: http://www.cashlearning.org/downloads/calp-framework-web.pdf

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

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

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

4A BREAKDOWN OF REPORTING BY TOPIC

Strengthening national and local action — 30%

Cash-based programming — 26%

Adherence to quality and accountability standards — 14%

People-centered approaches — 13%

Building community resilience — 10%

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

For notes on data see page 90

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

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

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

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

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

[32] Catholic Agency for Overseas Development, Islamic Relief, Tearfund, Christian Aid, Start Network, *Time to Move On: national perspectives on transforming surge capacity* (2017)

[33] Global Public Policy Institute, *Independent Grand Bargain Report* (2017), p.7

Charter for Change

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

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

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

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

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

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

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

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

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

[34] Charter for Change, From Commitments to Action: Progress Report 2016-2017 (2017)

Achieving the transformation

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

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

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

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

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

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

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

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

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

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

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

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

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

OCHA/ Gwen McClure

4B Anticipate crises

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

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

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

Progress so far

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

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

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

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

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

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

Words into Action – Implementation guides for the Sendai Framework

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

Global Preparedness Partnership

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

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

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

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

Connecting Business Initiative

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

For more information see: www.connectingbusiness.org

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

UN/MINUSTAH/ Logan Abassi

NO TIME TO RETREAT | WORK DIFFERENTLY TO END NEED

Achieving the transformation

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

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

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

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

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

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

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

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

Preventing El Niño Southern Oscillation Episodes from Becoming Disasters

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

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

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

4C Transcend the humanitarian-development divide

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

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

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

Progress so far

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

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

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

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

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

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

OCHA/Ivo Brandau

The New Way of Working

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

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

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

MAY 2016

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

JANUARY 2017

West and Central Africa Regional Policy Dialogue, Dakar, Senegal

MARCH 2017

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

MAY 2017

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

JUNE 2017

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

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

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

Achieving the transformation

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

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

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

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

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

Initiatives driving humanitarian innovation

Centre for Humanitarian Data

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

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

Global Alliance for Humanitarian Innovation

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

For more information see www.thegahi.org

Global Alliance for Urban Crises

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

For more information see www.urbancrises.org

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

OCHA/Ivo Brandau

INVEST IN HUMANITY

INVEST IN HUMANITY

Photo on previous page:

Jackie cultivates her field thanks to the support provided by the NGO Association Locale pour le Développement Intégral (ALDI) funded by the DRC Humanitarian Fund.

OCHA/Elodie Sabau

Our shared responsibility for the world's most vulnerable people requires us to invest in humanity. This imperative does not mean merely increasing humanitarian funding, although addressing the gap between requirements and available resources is critical.[39] We also must transform the way we plan, invest and sustain financing to countries suffering from crises or most at risk. The Agenda for Humanity called for a shift in the financing paradigm, underpinned by five transformations: increasing investment in national and local response capacities; financing according to risk; increasing and sustaining investments in fragile contexts; moving from short-term funding to longer-term financing of collective outcomes; and diversifying the resource base and increasing cost efficiency.

The World Humanitarian Summit generated political support for these changes, and a recognition that to realize the aspirations of the 2030 Agenda for Sustainable Development we must reverse the growing trend of poverty, fragility and vulnerability to shocks at the root of many complex and protracted crises. Nonetheless, progress in this area has been slow, and the lack of funding and incentives to innovate and change hampers success in the other four core responsibilities as well.

Some positive developments were highlighted in the reporting period. Setting targets has mobilized political will to channel more funding to national and local actors, and to improve financial tracking systems to measure progress towards this goal. In recognition of the increased scale of humanitarian need, the General Assembly's decision in December 2016 to expand the Central Emergency Response Fund's (CERF) annual funding target to USD 1 billion was an important step. In 2016, Member States made new and increased pledges to the CERF, and donors contributed a record USD 12.6 billion to UN-coordinated appeals, and a record USD 706 million to country-based pooled funds (CBPFs).

However, rising needs continue to outstrip this generosity. While estimated total international humanitarian assistance reached a new high of USD 27.3 billion in 2016,[40] humanitarian needs continue
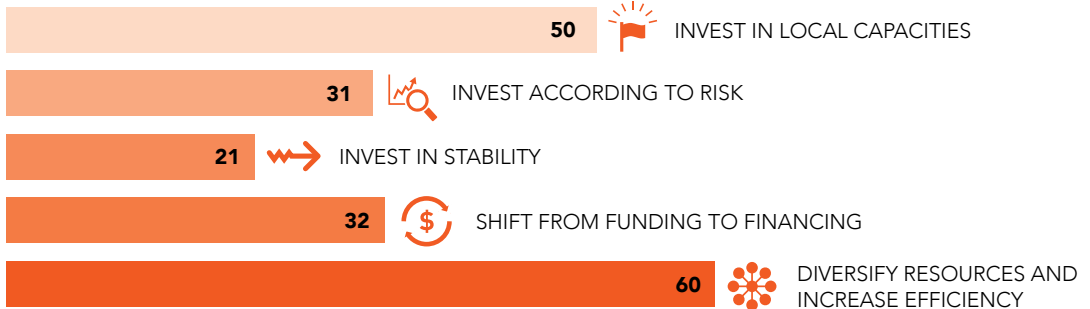
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[39] As of 30 December 2016, UN-coordinated appeals for that year had a funding gap of USD 9.5 billion or, 43 per cent. UN OCHA, *Humanitarian Funding Update December 2016.*
[40] Development Initiatives, *Global Humanitarian Assistance Report 2017* (2017)

#5
INVEST IN HUMANITY

50	INVEST IN LOCAL CAPACITIES
31	INVEST ACCORDING TO RISK
21	INVEST IN STABILITY
32	SHIFT FROM FUNDING TO FINANCING
60	DIVERSIFY RESOURCES AND INCREASE EFFICIENCY

to surpass the funding received. Very little progress to diversify and increase the resource base was reported, and the potential savings from efficiency gains make up a fraction of the resources required. A concerted effort to close the gap is urgently needed, including a fully funded CERF at the new target to bolster the availability of global contingency funding to respond to shocks and meet the needs of underfunded crises.

> "More concerted effort is needed ... to ensure that partnerships are more equal and strategic, with local partners taking a greater lead role and share of the resources."
>
> - CARE International, self-report 5A -

Limited resources to meet ever greater needs is further compounded by short-term humanitarian funding. Investments in prevention, peacebuilding and other public goods must be prioritized on the global agenda. Building resilience and national and local capacity requires far greater investment than yearly humanitarian funding can provide. More domestic resources should be geared toward financing for risk and vulnerability reduction, including early warning and predictable anticipatory action. New financing instruments to manage risk and respond to shocks, along with increased development investment in fragile contexts, are positive developments, as are increases in multi-year and flexible funding arrangements. Shifting from project-based funding toward financing collective outcomes must be the next priority, directing greater investment in flexible, multi-year strategies for reducing risk and vulnerability while building community resilience.

5A Invest in local capacities[41]

The Agenda for Humanity called for stakeholders to take action to ensure that:

A greater per centage of international investment is directed to national and local actors to increase their capacity to prevent, respond and recover from disasters.

This funding should be not only more direct but also more predictable and long-term.

Progress so far

One and a half years after the Summit, both words and action continue to tilt towards more humanitarian funding going to national and local responders. This trend is particularly evident in reports from stakeholders who are signatories to the Charter for Change or the Grand Bargain as they work together to follow-up on their joint commitments. Fifty stakeholders reported on efforts to invest in local capacities, the highest number of reporting inputs for Core Responsibility Five, most commonly covering the areas of:

Meeting funding targets for national and local actors: Seventeen stakeholders reported on progress in providing direct funding to national

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41 Progress on Transformation 5A should be read alongside that of Transformation 4A on reinforcing, not replacing, national and local systems.

and local actors. This was complemented by progress reports on the Charter for Change and the Grand Bargain, demonstrating a strong drive by international stakeholders to meet targets. According to the Charter for Change *Progress Report 2016-2017*,[42] 10 out of the 29 signatories are transferring more than 20 per cent of funding to national and local partners, surpassing the original commitment. Per the *Independent Grand Bargain Report*,[43] 42 per cent of signatories to that initiative reported steps or plans to increase funding to local responders directly or through pooled funds. Several stakeholders also described their support to the Inter-Agency Standing Committee (IASC) effort to establish a localization marker to define and measure funding to local and national responders.

Addressing blockages to direct investment: Stakeholders reported significant steps to understand or address barriers to localization. The Catholic Agency for Overseas Development (CAFOD) is progressing on the Charter for Change commitment to provide administrative support to assist local actors to increase their role in humanitarian responses. Slovenia obliges funding recipients to work with local partners, while Italy made local non-governmental organizations (NGOs) eligible for direct funding if they have previously partnered with Italian NGOs.

Greater use of pooled funds: Some Member States increased support to pooled funds to work around legal or policy limitations on direct funding of local actors. According to the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), national NGOs received 24 per cent (USD 171 million) from country-based pooled funds, consisting of 18 per cent (USD 134 million) through direct grants and a further USD 37 million sub-granted through UN or international NGO recipients.[45] Germany and significantly increased its contribution to country-based

pooled funds in 2016 to become the fourth largest donor, while the United States has begun contributing to such funds in Iraq and Ethiopia on a pilot basis. Eight other Member States reported significant contributions to country-based pooled funds. Other Member States reported funding National Red Cross and Red Crescent Societies, such as the Netherlands which in 2016 committed EUR 7 million over three years to strengthen the humanitarian response capacity of five national societies. Christian Aid supported four Filipino NGOs to establish an independent and local rapid humanitarian fund that is directly accessible by local organizations. The NGO network NEAR is exploring creation of a new pooled funding mechanism or opening existing ones to national NGOs.

Network for Empowered Aid Response

The Network for Empowered Aid Response (NEAR) is a global platform for local and national actors from Asia, Africa, the Middle East and Latin America seeking to reshape the top-down humanitarian and development system. It promotes a more equitable and dignified system with communities and local and national capacities at the centre of aid efforts.

Since launching at the World Humanitarian Summit, the Network has grown to over 56 members, including over 30 NGOs from four regions affected by the largest humanitarian crises. At the global level, NEAR has participated in the 'localization' agenda discourse, contributing to discussions on defining "local actors" and to efforts to define and measure funding to local and national responders. NEAR also commissioned research to identify innovative local and national financing solutions, beginning with Islamic financing, and piloted the Standard for Good Financial Grant Practice with 25 members to strengthen grant management.
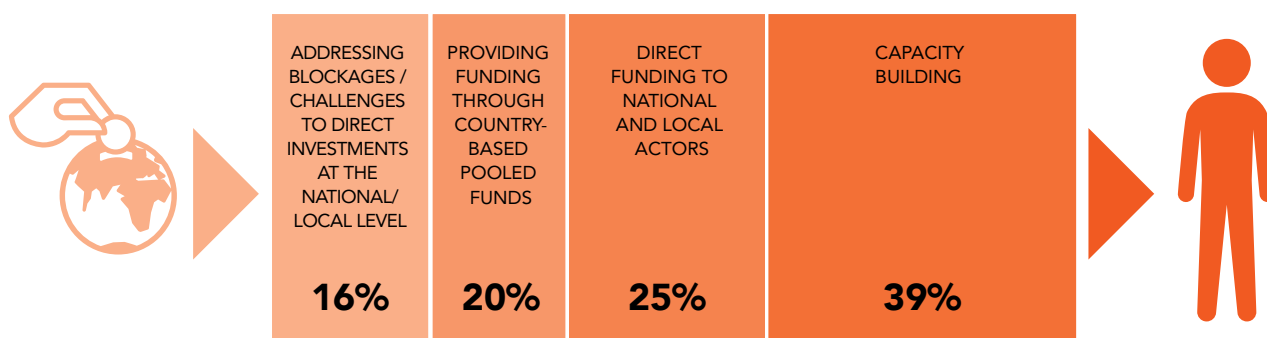
For more information see www.near.ngo

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[42] Charter for Change, *From Commitments to Action – Progress Report 2016-2017* (2017).
[43] Global Public Policy Institute, *Independent Grand Bargain Report* (2017)
[44] Figures as of October 2017
[45] The five are: Caucus of Development NGOs, Humanitarian Response Consortium, National Council of Churches in the Philippines, and National Secretariat of Social Action of the Catholic Bishops' Conference of the Philippines.

ADDRESSING BLOCKAGES / CHALLENGES TO DIRECT INVESTMENTS AT THE NATIONAL/ LOCAL LEVEL	PROVIDING FUNDING THROUGH COUNTRY-BASED POOLED FUNDS	DIRECT FUNDING TO NATIONAL AND LOCAL ACTORS	CAPACITY BUILDING
16%	20%	25%	39%

For notes on data see page 90

Achieving the transformation

According to the 2017 Global Humanitarian Assistance Report, only 2 per cent of international humanitarian assistance in 2016 went to national and local responders directly. This figure included 1.6 per cent to Member States and just 0.4 per cent to NGOs, Red Cross / Red Crescent national societies and private sector organizations.[46] While donors and international organizations are making concerted efforts to increase funding to local actors, the absence of a shared definition on who constitutes a 'local actor' and what funding "as directly as possible" means has hampered progress. Without agreement on these difficult issues, which also determines how to assess progress, a significant shift to greater and more direct funding to national and local actors may prove elusive To achieve the ambition of this transformation, stakeholders should:

- **Agree on definitions and track funding to national and local actors:** The IASC Humanitarian Financing Task Team should conclude its work on shared definitions of local and national responders, in collaboration with the Grand Bargain and Charter for Change signatories as well as national and local actors. The next step is for donors, OECD, OCHA Financial Tracking Service, UN agencies and international NGOs to adapt their internal systems to track onward funding to national and local actors.

- **Use pooled funds to promote local response:** Pooled fund managers should continue to design or revise their mechanisms to include national actors in governance structures and decision-making according to the context. Efforts should also be made to better understand and address local and national organizations' challenges in engaging in humanitarian coordination and meeting the eligibility criteria to access pooled funds. Donors should continue to increase multi-year investments to pooled funds.

- **Remove obstacles to direct funding:** Donors should continue to identify and address internal restrictions that hamper direct funding to national and local actors. Grand Bargain efforts to map how some donors have successfully overcome these barriers can provide important lessons. Donors should also provide incentives to grant recipients to work in partnership with and through national and local actors.

- **Increase funding to national and local authorities:** Where possible, direct funding should be increased to the national and local authorities that bear the primary responsibility to address the needs of affected populations in an impartial and non-discriminatory manner. Without further investment in national and local preparedness and response capacity there can be no sustainable gains in reducing risk, vulnerability and needs.

[46] Development Initiatives, *Global Humanitarian Assistance Report 2017* (2017)

5B Invest according to risk

The Agenda for Humanity called for Member States and the international community to take action to ensure that:

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.

Improved crisis prevention and community resilience is possible through risk-informed investments in sustainable development, supported by public-private partnerships. Commitments to the 2030 Agenda for Sustainable Development, the Sendai Framework for Disaster Risk Reduction, the Addis Ababa Action Agenda and the Paris Agreement should be fulfilled through increased support to vulnerable countries and communities, with risk-based early action incentivized and rewarded.

Progress so far

At the World Humanitarian Summit, 37 stakeholders made over 70 commitments to support and increase early investment in crisis prevention and community resilience based on risk. Thirty-one stakeholders, mostly Member States, reported on efforts in 2016, most commonly noting progress in the following areas:

Forecast-based financing: A number of stakeholders used forecast-based financing (FbF)[47] to mobilize resources for early action. The United Nations Food and Agriculture Organization (FAO) reported working with the German Red Cross to design and implement a community based FbF project in Vietnam. In addition, FAO is partnering with the Red Cross Climate Centre and the German Red Cross to advance the FbF concept globally. Demonstrating FbF's effectiveness at reducing vulnerability, Christian Aid reported that more than 80 per cent of recipients across 12 forecast-based risk reduction programmes saw productivity increases despite reduced rainfall due to El Niño.

Insurance-based mechanisms: To scale up predictable financing mechanisms for anticipatory and early response, stakeholders continued or increased support to insurance-based mechanisms. For example, the United Kingdom, Switzerland, and France and the World Food Programme (WFP) fund the African Risk Capacity, an insurance risk pool for African countries. Through the R4 Rural Resilience Initiative, WFP provided USD 5.1 million in micro-insurance protection to its participants, while supporting them to reduce their exposure to climate disasters and improve their livelihoods. The United Kingdom aims for the international system to generate USD 1 billion each year to respond to disasters using insurance-based and government-led systems by the 2020s, and committed to work with United Kingdom-based businesses and International Financial Institutions (IFIs) to expand risk-based finance to countries most at risk.

Climate change finance: There was a strong focus in reporting on support to countries most vulnerable to climate change, including Small Island Developing States. Denmark committed DKK 156 million and Ireland EUR 1 million to support the Least Developed Countries Fund under the United Nations Climate Convention, while Germany pledged an additional EUR 45 million to support the G7's InsuResilience scheme.[48] Japan, in partnership with Samoa and the Secretariat of the Pacific Regional Environment Programme financed the construction of the Pacific Climate Change Centre to enhance partnership and collaboration for addressing the challenges of climate change resilience for the Pacific region.

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[47] In Forecast-based Financing, meteorological services and communities agree on actions worth carrying out once a forecast reaches a certain threshold of probability, with funds automatically released to respond.

[48] InsuResilience is an initiative of the G7 that aims to increase access to direct or indirect insurance coverage against the impacts of climate change for up to 400 million of the most vulnerable people in developing countries by 2020.

A boy uses a makeshift raft to travel in the village of Sahouicomey, Benin. The village normally experiences seasonal flooding, but this years flooding had destroyed homes and killed five people.

UNICEF/Olivier Asselin

Achieving the transformation

Despite evidence of benefits and the commitments made in Sendai and Istanbul, systematic investment in risk reduction, early warning and preparedness remains relatively low. One challenge identified in the reporting is that many of the financing instruments available are short-term, and considered "humanitarian." Concrete activities to reduce risk require longer-term financing mechanisms, particularly if the aim is to build States' capacity to respond to and recover from disasters. Delivery on this transformation will require stakeholders to:

- **Continue to improve the coherence of risk-informed financing:** Resident and Humanitarian Coordinators and multi-mandated aid organizations should map the different financing instruments available across development, climate change and humanitarian sectors at the country level to understand how to layer and sequence them to have the most impact in reducing risk and vulnerability.

- **Increase technical and financial support to countries vulnerable to disaster risks and the adverse impacts of climate change:** Commitments made in the 2030 Agenda for Sustainable Development, the Sendai Framework for Disaster Risk Reduction, the Addis Ababa Action Agenda and the Paris Agreement should be fulfilled. National budgets should also dedicate sufficient resources to risk-informed sustainable development across sectors and to building capacities in disaster risk management, including risk assessment and response preparedness.

- **Incentivize and reward risk-informed investment and early action:** Donors should encourage and incentivize inter-agency cooperation and joint action to build resilience based on risk analysis. Innovative resilience solutions should also be supported and rewarded, while building disaster-resilient infrastructure, hospitals and schools could be rewarded with better loan terms and lower interest rates from banks and other financial institutions.

- **Ensure effective use of different financing tools for early action and anticipation activities:** Preparedness and early action should be resourced in a timely manner, including through scaled-up, predictable, flexible and multi-year financing mechanisms such as forecast-based financing, risk-based insurance mechanisms, or other forms of bonds and drawdown options.

5C Invest in stability

To reduce humanitarian suffering from conflicts, the Agenda for Humanity called for action to ensure that:

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.

Progress so far

Twenty-one stakeholders reported under Transformation 5C on efforts to improve financing to address situations of fragility and conflict, strengthen national and local institutions, and increase investment in conflict prevention and mediation. Taking into account relevant reporting under other transformations as well, stakeholders most commonly reported progress in the following areas:

New funding for fragile settings: In late 2016, through the World Bank's International Development Association 18th replenishment (IDA18),[49] States committed USD 14.4 billion to the allocation of core resources for countries experiencing fragility, conflict and violence, a doubling of previous commitments in this area. In addition to a number of other windows aimed to tackle fragility and support to countries emerging from crises, an additional USD 2 billion was provided for a new Regional Sub-Window for Refugees and Host Communities,[50] to promote medium-term socioeconomic benefits for refugees and their hosts. While many Member States contribute to the fund, Austria, Belgium, France, Switzerland and the United Kingdom were among those reporting engagement with the IDA 18 process to increase resources to address fragility.

Increased funding to the Peacebuilding Fund: A number of stakeholders reported supporting the UN Peacebuilding Fund (PBF), which in 2016 raised just over half of its USD 300 million target.[51] Germany tripled its commitment by providing EUR 20 million and Italy issued its first contribution of EUR 500,000. Canada, Turkey, Switzerland, Luxembourg and Sweden also reported on their financial support to the Fund.

Investment in conflict prevention and mediation: Implementation of commitments made at the Summit to strengthen the UN's core prevention and mediation capacities are a critical contribution to the UN Secretary-General's call to make prevention "*the* priority" and for a "surge in diplomacy for peace".[52] Switzerland reported on its increased financial support to the Joint United Nations Development Programme (UNDP) – United Nations Department of Political Affairs (DPA) Programme on Building National Capacities for Conflict Prevention. The United Kingdom increased support to its Conflict Stability and Security Fund aimed to strengthen peace and resilience in countries at risk of conflict and stability. Italy, Canada and New Zealand funded the UN conflict prevention capacity, including through DPA.

> "Establishing sustainable peace requires a holistic approach to reconciliation, justice and development."
>
> - Norway, self-report 5C

Organizational investment in peace and stability: Stakeholders also increased organizational investments in their own resources and capacities for conflict prevention and work on fragility. Finland adopted a new finance window to help Finnish companies look for business partners in fragile countries, while Canada launched a new CAD 450 million Peace and Stabilization Operations Program. A Ukraine-UN-World Bank financial mechanism is supporting peacebuilding and recovery in Eastern Ukraine.

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[49] The International Development Association is the World Bank's fund for the poorest countries. In late 2016, donor and borrower countries made a record USD 75 billion commitment for the IDA18 replenishment.
[50] International Development Association, *Additions to IDA Resources: Eighteenth Replenishment Towards 2030: Investing in Growth, Resilience and Opportunity* (2017), p. 50
[51] More information on the Peacebuilding Fund and its achievements in 2016 can be found in A/71/792 (14 February 2017).
[52] UN Secretary-General António Guterres, *Remarks to the Security Council Open Debate on "Maintenance of International Peace and Security: Conflict Prevention and Sustaining Peace"*, 10 January 2017.

Achieving the transformation

Over the past few years aid to fragile contexts has risen.[53] The reports of stakeholders confirm this increased attention to deliver more and sustained investment to fragile settings and conflict prevention and resolution capacities. However, with more than 1.6 billion people, or 22 per cent of the global population, living in fragile settings and nearly half of the world's population (3.34 billion) living near or feeling the impact of political violence,[54] there is far too little investment in prevention, peacebuilding and other global public goods. Effective targeting of finance for stability will require greater investment in risk and context analysis and a better understanding of the financial tools available to make the most use of limited resources. In addition, an overall cultural shift will be needed in the type, length and financing of programmes, one that enables true investment in stability rather than funding of projects, as called for in Transformation 5D. Progress on this transformation will require stakeholders to:

- **Allocate additional, predictable resources to the Peacebuilding Fund:** Notwithstanding the USD 152.5 million in pledges, the PBF still fell short of the USD 300 million goal called for in the Agenda for Humanity and the minimum amount needed to sustain operations

Ali, 6 years old, stands in the rubble of what used to be his home in Sana'a, Yemen. It was completely destroyed when a missile hit the house next door.

OCHA/
Charlotte Cans

for three years. The ability of the PBF to answer the call of the General Assembly on its peacebuilding resolutions will depend additional and sustainable resources.

- **Increase development allocations for crisis contexts:** Financing in crisis contexts must go beyond short-term humanitarian funding. Member States should increase flexible, sustainable and simultaneous development assistance from the onset of a crisis, based on comprehensive risk and conflict analysis. Crisis-modifiers should be increasingly introduced to development funding to allow resources to be quickly directed to sudden onset crises within the country, if needed. Early funding should focus on building the capacity of national governments and local actors to respond; fostering political solutions; strengthening people's security; addressing injustices and increasing access to justice; generating employment and improving livelihoods; and managing revenue and building capacity for fair, accountable service delivery.

- **Adapt donor behaviour for more effective development:** To improve development in fragile contexts, donors should: build institutional fitness, investing in the right staff and skill sets and understanding how to use comparative advantages within a collective response; be committed to deliver long-term change rather not short-term results; and focus on the principle of leaving no-one behind, through incentives to support neglected crises and marginalized groups.[55]

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[53] Aid to fragile contexts rose to USD 63.67 billion in 2015, up from USD 59.58 billion in 2014 in constant 2015 dollars, according to the OECD Creditor Reporting System.

[54] OECD, *States of Fragility 2016: Understanding violence*, p. 6-7. The OECD defines political violence as the use of force towards a political end and that is perpetrated to advance the position of a person or group defined by their political position in society, including governments, state militaries, rebels, terrorist organizations and militias.

[55] This is derived from the OECD's 12 characteristics of good development support, more information can be found at http://www.oecd-ilibrary.org/development/good-development-support-in-fragile-at-risk-and-crisis-affected-contexts_5jm0v3s71fs5-en

The World Bank delivering on its commitments

The World Bank's strong involvement in the World Humanitarian Summit process demonstrates the important role of international financial institutions in the drive to enhance and increase financing for situations of crisis, fragility and risk, in line with the 2030 Agenda for Sustainable Development. The International Development Associations 18th replenishment (IDA18) bolsters the World Bank's ability to increase investment in countries such as Yemen, Somalia and South Sudan, which need development interventions to help move beyond crisis response mode to addressing crisis risks upstream. These efforts are being piloted with the UN in a humanitarian-development-peace-building initiative that facilitates working across all three pillars.

The World Bank joined with international partners in launching other initiatives to tackle the challenges of crisis and fragility risks. The Global Concessional Financing Facility, provides concessional IFI financing to help middle-income countries address refugee crises. The World Bank also supports the Global Preparedness Partnership initiative (see Transformation 4B for more details). It has further committed to invest USD 2.5 billion by 2020 in education for adolescent girls; allocate 75 per cent of IDA18 financing towards women's participation in economic activity and improving their productivity; and help countries improve access to reproductive maternal and child health and nutrition through a new public and private partnership called the Global Financing Facility.

Local men and women participate in a UNDP funded cash-for-work debris clearing programme in Guiuan, the Philippines, after super typhoon Haiyan.

OCHA/Joey Reyna

The International Network on Conflict and Fragility

At the World Humanitarian Summit, The International Network on Conflict and Fragility (INCAF) committed to implement the Stockholm Declaration to "provide smarter, more effective, and more targeted development support in fragile and conflict affected situations, especially in protracted crises." Since then, INCAF has been working to understand how to deliver the Stockholm Declaration, the Addis Ababa Action Agenda, and their WHS commitments in the most difficult operating environments. The key is to understand how financing tools, existing aid partnerships, the private sector and domestic revenue can be best used and layered to arrive in the right place, in the right way, and at the right time.

In May 2017, the OECD tested a new Financing for Stability model for developing financing strategies for fragile contexts in Sudan, partnering with financing specialists from the UN Multi-Partner Trust Fund Office, UN Resident Coordinator's Office and OCHA. This effort built on widespread support from the government, UN, private sector and civil society for taking concrete steps towards a New Way of Working in Sudan, including developing and implementing a financing strategy for collective outcomes.

5D Shift from funding to financing

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The Agenda for Humanity called for action to ensure that:

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.

....

The World Humanitarian Summit argued for a new approach that shifts from funding short-term projects and activities toward financing collective outcomes that reduce needs, risk and vulnerability in a predictable, flexible and sustainable manner over multiple years. To achieve this transformation, the Agenda for Humanity called for stakeholders to broaden the types of financial instruments used beyond grants, to include risk-pooling, social impact bonds, loans and guarantees made to the actor able to make the best contribution towards a collective outcome.

Progress so far

Forty-three stakeholders made almost 100 commitments to support a shift from funding short-term activities toward financing collective outcomes. For 2016, 32 stakeholders reported

Men from Sulphur Bay village on Tanna Island, Vanuatu, rebuilding on of the houses that was destroyed by Cyclone Pam.

UNICEF/ Vlad Sokhin

under Transformation 5D, while others made relevant reports under different transformations, which are taken into account in the analysis below. With no collective outcomes identified in the reporting period, stakeholders mostly reported on efforts to make financing more predictable and flexible and to improve coherence between humanitarian and development sectors. Stakeholders most commonly reported progress in the following areas:

Multi-year and flexible humanitarian funding: Bolstered by the Grand Bargain commitments, many stakeholders reported on a shift toward multi-year frameworks to ensure predictable funding to partners or to integrate long-term thinking into humanitarian response. Canada almost doubled the share of multi-year contributions, from 14 per cent in 2015 to 32 per cent in 2016, while Ireland announced multi-year funding for NGOs in protracted situations. Belgium set a target of 60 per cent of its total budget to be unearmarked by 2020, one of a number of stakeholders trying to increase soft-earmarking or unearmarked funding to improve flexibility.

Steps to break down humanitarian and development funding silos: A number of donors reported on creative ways to break down barriers and strengthen complementary financing between humanitarian and development aid. For example, Norway, Switzerland, Canada and the United Kingdom are developing or already applying a whole-of-government approach by providing humanitarian, development and peacebuilding funding simultaneously to target the same crises. France has allocated new funding of up to EUR 100 million per year for a Vulnerability Fund to address both short-term humanitarian needs and longer-term resilience in protracted crises. From 2017-2019, Lithuania will align its humanitarian and development funding to contribute to the implementation of the 2030 Agenda. The European Union, Switzerland, Turkey, Action Against Hunger International, the FAO and IOM reported on separate efforts to pilot joint humanitarian-development strategies in a variety of country contexts. Denmark developed its new Strategy for Development and Humanitarian Action which will allow flexible, multi-year financing in protracted crises.

Achieving the transformation

This progress demonstrates positive trends toward longer-term programming aimed at reducing humanitarian need and vulnerability. Although the reporting period did not yet see multi-year plans to achieve collective outcomes being rolled out through the New Way of Working, stakeholders are making concerted efforts toward more multi-year and predictable financing. While positive, this trend is still only the tip of the iceberg if the transformational shift from funding to financing is take place. The NWOW will only succeed if collective outcomes are matched with the financing required to achieve them. Delivering on collective outcomes will require a new approach to financing that moves away from project-based funding and instead brings together international and national, and public and private financing streams to deliver the right amount of finance, using the right tools, over the right timeframe, and with the right incentives for success. Delivery on this transformation will require:

- **The *right amount of finance*, over the *right timeframe*, through flexible and predictable funding for collective outcomes:** Over the next three to five years, as the NWOW is rolled out and collective outcomes are identified, more donor, private and affected government support must ensure this coordinated approach succeeds, financing collective outcomes over multiple years and channelling support towards actors with comparative advantage.

- **The *right tools* to pilot development of country-specific financing solutions:** The ideal place to address unique financing needs is at the country level. Humanitarian, development and peace actors should jointly pilot context-specific financing solutions in support of collective outcomes. These pilots can also identify reforms to the global humanitarian financing system and new tools, mechanisms and technical capacities needed to make it fit for purpose.

- **Replicate multi-year funding arrangements with implementing partners:** Predictable, flexible and multi-year funding arrangements must be passed on from international agencies and organizations to implementing partners and national actors. Greater transparency and dialogue are needed to understand the barriers to transferring benefits of multi-year funding to implementing partners and to develop solutions.

- **Increase financing literacy:** Moving from funding to financing challenges humanitarians to think beyond using grants and pooled funds to distribute aid, towards effective portfolios that use all available financing sources. For many this is unfamiliar ground, requiring an increase in financing literacy. Humanitarian organizations need to work more closely with multilateral development banks and bilateral donors to understand how these new instruments can better complement, sequence, or catalyse humanitarian financing.

- **Improve monitoring and evaluation for multi-year planning and funding of collective outcomes:** Monitoring and evaluating the results of collective outcomes will require a different framework and set of indicators than humanitarians have used for annual programs. The International Rescue Committee's Outcomes and Evidence Framework is a best practice in systematically identifying clearly defined outcomes that can be consistently measured across all contexts, while also showing the need for multi-year planning and funding.

Children in a primary school in Nyanazale, North Kivu, DRC.

OCHA/ Ivo Brandau

A radical new way of financing humanitarian response

Belgium, Italy and Switzerland reported on their support to establish the world's first humanitarian impact bond, a type of pay-for-success financing that International Committee of the Red Cross (ICRC) is using to transform services to people with disabilities in conflict-affected countries. Private "social" investors lend CHF 26 million over five years, with repayments by "output funders" (usually donors) depending on the difference the project makes to the people it is serving. The initial investment by social investors enables the ICRC to run activities at rehabilitation centres in Nigeria, Mali and the Democratic Republic of Congo. At the end of the fifth year, the outcome funders (Belgium, Switzerland, Italy, the United Kingdom and "la Caixa" Banking Foundation), will pay the ICRC according to the results. These funds in turn will be used to pay back the social investors. If results exceed benchmarks, the social investors will receive the initial investment and an annual return. If it is below the benchmark, they will lose a certain amount of the initial investment. This innovative way of linking pay-outs to results could dramatically improve aid efficiency and cost-effectiveness by shifting the focus onto implementation quality and achievement of outcomes. The bond was officially launched in September 2017.

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.

Progress so far

Over 130 participants at the World Humanitarian Summit made almost 250 commitments to Transformation 5E, the highest number under Core Responsibility Five. Sixty stakeholders reported on progress in 2016, a sign of strong support for this set of changes, encouraged by the Grand Bargain initiative launched at the Summit. Stakeholders reported progress in the following areas.

Improving transparency: Most stakeholders reported on efforts to increase their own and their partners' transparency, mainly through the International Aid Transparency Initiative (IATI).[56]

Development Initiatives provided guidance to help organizations publish to the IATI Standard and began a project to support the Grand Bargain workstream on transparency, including through raising awareness of the Standard, improving capacity to publish and use humanitarian data, and to monitor progress. FAO, CARE, Belgium and Sweden, explored how to adapt systems and partner reporting to the IATI Standard. UNDP, and Canada gave partners guidance and peer support in using IATI, and the Netherlands, is requiring Dutch partners to report to IATI from 2017. The Grand Bargain added impetus to these efforts, with three quarters of its 43 signatories reporting progress in this area. OCHA's Financial Tracking Service (FTS), which monitors humanitarian spending, is supporting these efforts. In January 2017, FTS launched a new platform that can automatically read IATI data, with the aim of this becoming the preferred format for FTS reporting.

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[56] The International Aid Transparency Initiative (IATI) is a voluntary, multi-stakeholder initiative that seeks to improve the transparency of aid, development, and humanitarian resources in order to increase their effectiveness in tackling poverty. At the centre of IATI is the IATI Standard, a format and framework for publishing data on development cooperation activities. For more information see: www.aidtransparency.net

Meeting the Central Emergency Response Fund (CERF) target of USD 1 billion: Seventeen Member States reported on their political support and financial contributions to the CERF. This include support to increasing its annual funding target from USD 450 million to USD 1 billion by 2018, which the General Assembly approved in December 2016.[57] The reports of stakeholders confirms the ongoing and diverse support to the CERF, with 51 Member States and Observers contributing to the Fund in 2016.[58] While initial reports indicate that some donors are already increasing financial commitments to support the Fund in 2017, new commitments are necessary to make significant progress towards meeting the USD 1 billion target.

Creating cost efficiencies: Some stakeholders reported increasing efficiencies by streamlining and harmonizing processes with other actors, while improving the cost effectiveness and efficiency of their own programmes. The Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP) are harmonizing partnership agreements, and recently expanded their discussion to International Council of Voluntary Agencies (ICVA) partners. In 2016 OCHA began using newly harmonized and simplified partner capacity assessments for country-based pooled funds. The ACT Alliance has changed reporting requirements for local and national members to reflect a new common format being developed, and soon piloted, by Grand Bargain signatories. Others reported finding ways to put more money into programmes, including by making existing systems more efficient. WFP improved its supply chain in six countries, reducing both retail prices and transport costs.

Advocacy to diversify the resource base: Several stakeholders reported on advocacy with multilateral development banks, the private sector and Islamic institutions to increase funds for humanitarian action. Luxembourg reported plans to provide the International Federation of the Red Cross / Red Crescent Societies (IFRC) with a staff member for an initial year to explore humanitarian funding opportunities related to Islamic social finance. Switzerland, Norway and the European Union reached out to the private sector, calling for increased engagement to address growing humanitarian needs.

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[57] A/71/126
[58] www.unocha.org/cerf/donors/donorspage

People divide up sacks of food aid distributed after an airdrop in the village of Aburoc, South Sudan, on May 14, 2017. For many people, displaced for months, this is the first food aid they have received.

UNICEF

On April 16 2016, Ecuador suffered a 7.8 magnitude earthquake. OCHA deployed an UNDAC team which included an environmental expert who assessed hazards posed by industries and waste.

Mira Ecuador/ Salomon Ruales

Achieving the transformation

Stakeholders have taken significant, coordinated steps toward ensuring greater transparency, reducing reporting burdens, and putting in place more comparable cost structures to create efficiencies. To continue on the path set by the Grand Bargain, donors, UN entities and NGOs must remain steadfast in their commitment to change the way they do business for the common good. At the same time, the failure to attract new and diversified sources of funding continues to prevent millions of people from receiving the assistance and protection they need in crises. There was little reporting on efforts to address this shortfall. To deliver on Transformation 5E will require stakeholders to:

- **Devise strategies for raising new resources:** Concerted action has begun to enhance efficiency and effectiveness in the way that aid is provided and spent, helping to reduce need, risk and vulnerability. More attention is now needed to deepen and broaden the resource base for humanitarian action, starting with implementation of the recommendations from the UN Secretary-General's High Level Panel on Humanitarian Financing.

- **Give to the CERF:** All Member States must stand behind their December 2016 commitment to a USD 1 billion CERF by increasing contributions to the fund within their abilities, to truly make the CERF a "fund for all, by all." Donors should also increase flexible unearmarked funding to narrow the funding gap for urgent life-saving assistance.

- **Improve transparency and data:** A wider range of stakeholders, especially national organizations, should subscribe to IATI. Reporting to OCHA's Financial Tracking Service (FTS) should be compulsory for all relevant stakeholders, as it remains an essential means of ensuring accountability to Agenda for Humanity commitments, including increasing funds to national and local actors, increasing unearmarked allocations, advancing multi-year financing, scaling-up cash transfer programming; and reducing transaction costs. Additionally, tracking of humanitarian aid flows through FTS should shift from its narrow focus on projects included in joint appeals to tracking the cost of activities linked to common strategic priorities as well as tracking contributions from new types of actors such as the private sector.

- **Consolidate cost-efficiency gains:** To realize the promise of early efforts to achieve system-wide efficiencies, all key stakeholders must remain fully engaged with the work begun under the Grand Bargain, while strengthening synergies with other initiatives under the IASC and with the Good Humanitarian Donorship initiative.[59] Dialogue around the Grand Bargain should include States and other national and local actors to ensure different views and perspectives result in a common effort.

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[59] The Good Humanitarian Donorship (GHD) initiative is an informal donor forum and network which facilitates collective advancement of GHD principles and good practices. More information is available at: www. ghdinitiative.org

Grand Bargain

The Grand Bargain commits 52 of the humanitarian system's largest contributors to a package of transformations that seeks to reduce the financing gap by improving the effectiveness of humanitarian response and the financial efficiency of aid. The initiative complements efforts to shrink needs and broaden the resource base for humanitarian action. One year on, the signatories, 22 of whom joined after its launch, reported taking action in ten areas to change the way they work.[60]

- **Transparency:** 73 per cent of donors and most aid organizations publish high quality data to IATI.

- **Localization:** 51 per cent of signatories took steps to better understand and remove barriers that prevent organizations and donors from partnering with local and national responders.

- **Cash programming:** 73 per cent made efforts to understand the risks and benefits of, and develop standards for, cash programming, while 36 per cent increased the routine use of cash.

- **Reduce duplication:** 42 per cent of aid organizations reported participating in efforts to

Horriya, 12, carries a jerrycan of water in the makeshift camp at Ain Issa, 50 km north of the Raqqa in the Syrian Arab Republic.

UNICEF

provide transparent and comparable cost structures.

- **Needs assessment:** More than 60 per cent strengthened and shared needs assessment data.

- **A participation revolution:** More than a third of aid organizations took action through humanitarian country teams to promote engagement and accountability to people and communities, and to build systematic links between feedback mechanisms and corrective action. 42 per cent of donors provided more flexible funding to facilitate programme adaptation in response to feedback.

- **Multi-year planning and funding:** 65 per cent of signatories made efforts to increase multi-year, collaborative and flexible planning and funding.

- **Earmarking:** 63 per cent of donors took step to progressively reduce the degree of earmarking of funds.

- **Simplify reporting:** 65 per cent of signatories reported actions to simplify and harmonize reporting requirements.

- **Humanitarian-development engagement:** 70 per cent of signatories invested in durable solutions for refugees and internally displaced people (IDPs), as well as sustainable support for migrants, returnees and host-receiving communities and other situations of recurring vulnerabilities.

Looking ahead to May 2018, signatories have agreed to a set of actions to maintain the political momentum to the Grand Bargain commitment, increase synergies across work streams and with other groups and make changes visible at the field level. For more information on the Grand Bargain see https://interagencystandingcommittee.org/grand-bargain-hosted-iasc.

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[60] Global Public Policy Institute, *Independent Grand Bargain Report* (2017). The report can be accessed at: https://interagencystandingcommittee.org/system/files/nn_-_grand_bargain_report_final.pdf

Notes on the data

- Commitments data is as of 29 September 2017. The commitments process is ongoing so the number is subject to change.

- Use of the word "commitment" in the report refers to individual and joint commitments only.

- When core commitments are specifically referenced, UN entities are not included in these figures.

- Self-reporting data is as of 9 August 2017.

- Statistics on reporting do not include self-report attachments[61] or any transformations that were skipped by a stakeholder when reporting.

- Self-reporting data classified under more than one transformation was counted only once, under the primary transformation.

Notes on Graphics

- **Graphic: Most-used words stakeholders mentioned when referring to implementation challenges of Core Responsibility 2 commitments.** The word cloud is based on reports tagged to one or more transformation under Core Responsibility 2. Only answers to the question on the most significant challenges faced in implementing WHS commitments were analyzed. The more a specific word appeared in the reports, the bigger and bolder it appears in the word cloud. This visual was created using a computer software programme which analyzes the data. (page 36)

- **Graphic: Breakdown of reporting by refugee-related action.** The breakdown was derived using reporting which referenced refugees under the achievements question across all 24 transformations. This included reporting inputs from 74 stakeholders. Each report record was further distilled into the number of references/mentions to a certain type of action. (page 41)

- **Graphic: 3A Breakdown of reporting by displacement type.** This breakdown was derived using reports tagged to transformation 3A and answers to the questions on achievement. Generic references to "displacement" were not factored. Each report record was further distilled into the number of references/mentions to one of the 3 categories if displacement noted above. (page 42)

- **Graphic: Breakdown of references in reports related to women and girls, gender equality, and other actions.** This breakdown is based on reporting which referenced women and girls under the achievements question across all 24 transformation. This includes reporting inputs from about 80 stakeholders. Each report record was further broken down by the number of references/mentions to the five categories depicted in the visual, using interference and judgment. Each category was further broken down into two types of actions (e.g. financial contributions and other actions). Those reports that did not directly relate to the scope of the analysis were not included. (page 48)

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[61] With the exception of the World Health Organization: although WHO did not make commitments, it prepared a report on progress in taking forward key outcomes of the Summit, which was factored into the analysis.

- **Graphic: 4A Breakdown of reporting by topic.** The breakdown is based on reporting tagged to transformation 4A as the primary transformation. Only actions listed under the achievements question were analyzed. Each report input was further broken down by references/mentions using the using the six categories included in the graphic. Those actions that did not directly relate to transformation 4A were not included. (page 61)

- **Graphic: 5A Breakdown of reporting by topic**. The breakdown is based on reporting tagged to transformation 5A as the primary transformation. Only actions listed under the achievements question were analyzed. Each report input was further broken down by references/mentions using the categories included in the graphic. Those actions that did not directly relate to transformation 5A were not included. Additional topics not related to the 4 categories above were referenced under transformation 5A. (page 77)

5 CORE RESPONSIBILITIES

THE AGENDA
FOR HUMANITY

THE AGENDA FOR HUMANITY

Two young boys carrying water walk down a road next to an IDP camp near the town of Jowhar, Somalia, on December 14. Fighting between clans has displaced more than twelve thousand people near the town of Jowhar, Somalia. Many have sought temporary shelter near an African Union military camp in the area, who are currently providing security for the IDPs.

AU UN IST /Tobin Jones.

The Agenda for Humanity was presented as an annex to the United Nations Secretary-General's report for the World Humanitarian Summit "One Humanity: Shared Responsibility" (A/70/709)

CORE RESPONSIBILITY ONE

Political leadership to prevent and end conflicts

An end to human suffering requires political solutions, unity of purpose and sustained leadership and investment in peaceful and inclusive societies.

A Demonstrate timely, coherent and decisive political leadership

• Prioritize political leadership to address the causes of crisis; to own risk and act early to prevent situations from deteriorating; to use political and economic leverage to prevent and resolve conflicts and find political settlements; to ensure that parties to conflict comply with the norms that safeguard humanity; and to act boldly with sustained determination to deliver better outcomes for people in need.

B Act early

Invest in risk analysis and act early on findings

• Build capacity in national Governments and regional and international organizations to analyse risks and monitor deteriorating situations.

- Accept responsibility to protect populations from violence and war and to work with bilateral, regional and international organizations, including the United Nations, to prevent conflicts.

- Accept risk information and analysis and act before situations deteriorate, including through accepting early assistance from bilateral, regional and international partners as needed, to prevent suffering.

Create political unity to prevent and not just respond

- Create unity in preventing and ending crises, including through early and unified political messaging at the regional and international levels and ensuring that initiatives are closely aligned.

- The Security Council should be more actively involved in crisis prevention, including through embracing risk analysis earlier and using its leverage to defuse tensions, urge restraint and open up space for dialogue.

- The Security Council should hold a monthly update on situations of concern, informed by multidisciplinary analysis as appropriate.

Make success visible

- Capture, consolidate and share good practices and lessons learned on conflict prevention.

C Remain engaged and invest in stability

Work on more than one crisis at a time

- Increase the capacity, skills and number of staff in foreign and development ministries of States, regional organizations and the United Nations to be able to handle multiple crises at the same time, including capacities dedicated to conflict prevention and the resolution of crises.

- Ensure that all crises receive political attention, including through high-level coordination that leverages engagement by different actors based on where they have political and economic influence.

Sustain engagement

- Use contact groups systematically at the regional and international levels in fragile and post-conflict settings to maintain political attention and sustained investment over the long term.

Invest in stability and change time frames for results

- Commit to sustained, evidence-based and predictable investment in fragile and post-conflict settings to create and strengthen inclusive, accountable and transparent institutions and provide access to justice for all.

- Develop cooperation and assistance frameworks over 10 to 15 years, and adjust measures of success in order to better reflect time frames for the building of peaceful and inclusive societies.

D Develop solutions with and for people

• Establish platforms between national and local governments and civil societies to enable men and women of all ages, religions and ethnicities to engage and work together on civic issues, and promote "constituencies of peace and non-violence".

• Promote and require the meaningful inclusion of women and women's groups in political decision-making and peace processes at all levels.

• Engage young people in national parliaments and in conflict prevention and resolution processes.

• Promote faith-based dialogue that addresses grievances, strengthens social cohesion and promotes long-term community reconciliation.

• Encourage business leaders to utilize leverage, knowledge and technology to contribute to sustainable solutions that bring stability and dignity to people's lives.

CORE RESPONSIBILITY TWO

Uphold the norms that safeguard humanity

Even wars have limits: minimizing human suffering and protecting civilians require strengthened compliance with international law.

A Respect and protect civilians and civilian objects in the conduct of hostilities

Uphold the cardinal rules

• Comply with the fundamental rules of distinction, proportionality and precautions in attack, and strongly urge all parties to armed conflict to respect them.

• Ensure that interpretations of international humanitarian and human rights law are guided by the requirements of humanity, refraining from expansive or contentious interpretations that expand the range of weapons, tactics, targets and civilian casualties considered permissible.

• Stop the military use and targeting of hospitals, schools, places of worship and other critical civilian infrastructure.

• Allow impartial humanitarian actors to engage in dialogue with all relevant States as well as non-State armed groups in order to enhance the acceptance and implementation of international humanitarian and human rights law and to gain and maintain access and operate in safety.

Refrain from bombing and shelling populated areas

- Commit to refraining from using explosive weapons with wide-area effects in populated areas owing to their likelihood of causing indiscriminate effects.

- Collect and share good practices on minimizing impacts on civilians when using explosive weapons in populated areas.

- Identify targets and indicators to monitor progress in reducing the humanitarian impacts of explosive weapons in populated areas.

B Ensure full access to and the protection of humanitarian and medical missions

Meet the essential needs of people

- Ensure that all parties to armed conflict meet the essential needs of the civilian population under their control.

- Ensure full respect for the guiding principles of humanitarian action, namely, humanity, impartiality, neutrality and independence.

- Ensure that States consent to access, and that all parties to armed conflict fulfil their obligation to allow and facilitate rapid and unimpeded passage for impartial humanitarian organizations when the essential needs of the population are not being met.

- Immediately lift sieges of communities, and allow and facilitate urgently needed impartial humanitarian assistance to people in need.

- Adopt clear, simple and expedited procedures to facilitate rapid and unimpeded access.

- Condemn any instances of arbitrary withholding of consent or impediment to impartial humanitarian relief operations and address them proactively, including through the Security Council.

- Ensure that counter-terrorism or counter-insurgency measures do not inhibit humanitarian action, and provide for necessary exemptions.

Respect and protect humanitarian and medical missions

- Ensure that all State and non-State parties to armed conflict fulfil their obligations to respect and protect humanitarian and medical workers and facilities, as well as the wounded and sick, against attack.

- Put in place political, legal, social and safety measures to protect humanitarian and medical personnel and facilities, including enacting and enforcing domestic laws and regulations, education and training, and enhancing cooperation with local communities.

C Speak out on violations

Gather the facts

- Track, collect, analyse, investigate and report systematically information on violations of international humanitarian law to enhance compliance and accountability.

- Establish a dedicated "watchdog" to track, collect data and report on trends of violations of and gaps in compliance with international humanitarian law.

- Encourage the Security Council, the Human Rights Council and States, including parties to conflict to mandate independent and impartial commissions of inquiry or fact-finding commissions — where national fact-finding endeavours are insufficient — in order to ascertain facts and recommend the way forward in protecting rights.

Systematically condemn serious violations

- Condemn serious violations of international humanitarian and human rights law, and ensure that the facts are publicly known.

- Bring systematically to the attention of the Security Council any instances of serious violations of international humanitarian and human rights law.

D Take concrete steps to improve compliance and accountability

Ensure respect through spheres of influence

- Use all available political and economic leverage to ensure that parties to armed conflict comply with international humanitarian and human rights law.

- Comply with the Arms Trade Treaty and similar regional treaty obligations, including assessing the likelihood that conventional weapons will be used to commit serious violations of international humanitarian or human rights law, and refrain from exporting them if there is a substantial risk of such serious violations.

Reinforce our global justice system

- Adopt national legislation encompassing the full range of international crimes and universal jurisdiction over them, strengthen and invest politically in national law enforcement, and invest financially in strong and impartial judicial systems.

- Carry out systematically effective investigations into and prosecutions of allegations of serious violations of international humanitarian and human rights law.

- Provide adequate political, technical and financial cooperation and support to the International Criminal Court and for the systematic investigation and prosecution of international crimes.

Use of the Security Council

- Encourage the Security Council to meet automatically when serious violations of international humanitarian or human rights law are alleged and the protection of civilians is in jeopardy.

- Encourage the Security Council to politically commit to supporting timely and decisive action in situations involving the most serious violations and not to vote against credible resolutions aimed at preventing or ending them.

- Encourage the permanent members of the Security Council to withhold veto power on measures aimed at preventing or ending mass atrocities.

Eradicate sexual and gender-based violence and treat survivors with dignity

- Enact and implement national legislation in line with international norms on women's rights and outlaw all forms of violence against women and girls.

- Ensure that perpetrators of sexual and gender-based violence are held to account, and strengthen and bolster national justice mechanisms, including as part of long-term efforts to end discrimination against women and girls.

- Prioritize comprehensive survivor-centred support, including medical and trauma treatment and care; psychosocial, legal and sexual and reproductive health-care services; and programmes that promote social inclusion.

- Forge partnerships and initiate advocacy campaigns between Governments and women's groups to shift societal attitudes in order to end the stigma of sexual and gender-based violence and uphold the dignity of survivors.

E Uphold the rules: a global campaign to affirm the norms that safeguard humanity

Launch a global campaign

- Launch a global effort to mobilize States parties to relevant international instruments, in particular humanitarian and human rights conventions and treaties, civil society and other global leaders to prevent the erosion of international humanitarian and human rights law, demand greater compliance with such legislation, and ardently pursue the protection of civilians.

Adhere to core instruments

- Urge all States to accede to core international instruments aimed at protecting civilians and their rights and to implement them.

Promote compliance by engaging in dialogue on the law

- Hold regular meetings of States parties to international instruments, in particular humanitarian and human rights conventions and treaties, and experts, on the implementation of international humanitarian and human rights law and new challenges to reinforce its relevance, identify areas requiring clarification and provide opportunities for legal assistance, to ultimately compel compliance.

- Use high-level Member State forums, such as the General Assembly, the Security Council or the Human Rights Council, for dialogue on compliance with international humanitarian and human rights law.

Leave no one behind

Honouring our commitment to leave no one behind requires reaching everyone in situations of conflict, disaster, vulnerability and risk.

A Reduce and address displacement

Reduce forced internal displacement by 2030. Commit to a comprehensive global plan to reduce internal displacement in a dignified and safe manner by at least 50 per cent.

- Invest in political solutions to end the causes of displacement and in the return, integration or resettlement of the displaced.

- Develop national legislation, policies and capacities for the protection of displaced persons and their integration into national social safety nets, education programmes, labour markets and development plans.

- Recognize displaced people as socioeconomic assets and contributors, rather than "responsibilities", and incentivize the development of local markets and private sector activity to that end.

- Direct appropriate national resources and international financing towards national and local systems that address the needs of internally displaced persons and their host communities.

- Ensure that humanitarian and development actors, local authorities and private sector enterprises work collectively, across institutional divides and mandates and in multi-year frameworks, to end aid dependency and promote the self reliance of internally displaced populations.

- Adopt and implement regional and national legal and policy frameworks on internal displacement.

Share responsibility for addressing large-scale movements of refugees

- Develop a new cooperation framework on predictable and equitable responsibility-sharing to address major refugee movements.

- Reinforce the principle of non-refoulement and the importance of the 1951 Convention relating to the Status of Refugees and the 1967 Protocol thereto.

Prepare for cross-border displacement owing to disasters and climate change

- Adopt an appropriate international framework, national legislation and regional cooperation frameworks by 2025 to ensure that countries in disaster-prone regions are prepared to receive and protect those displaced across borders without refugee status.

Ensure adequate support to host countries and communities

- Provide adequate long-term and predictable international political and financial support to host countries and communities, where needed, including for housing, employment, education, health care and other vital public services.

B Address the vulnerabilities of migrants and provide more regular and lawful opportunities for migration

- Agree on a comprehensive response to human mobility, based on partnerships among States, international organizations, local authorities, the private sector and civil society.

- Integrate migrants and their specific vulnerabilities into humanitarian and other response plans.

- Provide greater regular opportunities for lawful migration, including family reunification, work- and study-related mobility, humanitarian visas and protection for those who do not fall under the 1951 Convention.

- Cooperate effectively to combat migrant smuggling and human trafficking.

C End statelessness in the next decade

- Support the "I Belong" campaign to end statelessness by 2024 by resolving existing major situations of statelessness and preventing new cases from emerging.

D Empower and protect women and girls

- Implement and adequately resource policies and programmes aimed at the full and equal participation of women and girls in decision-making at all levels.

- Hold all actors to account for integrating the specific needs of women and girls in national and international development and humanitarian programming and funding and ensuring that women and girls are empowered.

- Guarantee access to sustainable and dignified livelihoods and comprehensive sexual and reproductive health-care services.

- Substantially increase funding to local women's groups.

E Eliminate gaps in education for children, adolescents and young people

- Commit to ensuring safe, quality and inclusive access to primary and secondary education and vocational opportunities during and after crises, including for children and young people with disabilities.

- Provide primary, secondary and vocational education and certification for those living in displacement, in line with national qualifications and standards.

- Provide sufficient domestic and international funding to enable all children and adolescents to receive education and vocational training opportunities, including in crisis settings.

F Enable adolescents and young people to be agents of positive transformation

- Empower and promote the participation and leadership of young people in national, local and international humanitarian and development programmes and processes, specifically in conflict prevention and resolution, in the response to crises and in the recovery of communities.

- Develop programmes that successfully integrate refugee youth into communities, providing education, vocational training and employment opportunities and platforms to address grievances.

G Address other groups or minorities in crisis settings

- Commit to collecting comprehensive data and analysis to identify, prioritize and track the progress of the most vulnerable and disadvantaged groups towards the achievement of the 2030 Agenda, including persons with disabilities and older persons, ethnic minorities, trafficked persons, persons in conditions of slavery or forced labour, and other groups.

- Commit to putting in place inclusive national development strategies, laws, economic and social policies and programmes and safety nets with a specific focus on protecting and respecting the rights of the most vulnerable and disadvantaged groups.

- Increase support to small island developing States and their communities to prevent, reduce and address sustainably their vulnerabilities owing to climate change and the resultant natural disasters, including the potential loss of homelands.

CORE RESPONSIBILITY FOUR

Change people's lives: from delivering aid to ending need

Ending need requires the reinforcement of local systems and the anticipation and transcendence of the humanitarian-development divide.

A Reinforce, do not replace, national and local systems

Put people at the centre: build community resilience

• Enable people to be the central drivers in building their resilience and be accountable to them, including by ensuring consistent community engagement, involvement in decision-making and participation by women at all levels.

• Build on positive local coping strategies and capacities in preparedness, response and recovery, and ensure relevant, demand-led support that reduces reliance on international assistance.

• Ensure that financial incentives promote genuine community engagement.

• Use cash-based programming as the preferred and default method of support.

• Enhance national social protection systems that ensure equitable access to social services, and safety nets that are not vulnerable to market shocks.

Commit to as local as possible, as international as necessary

• Support and enable national and local leadership and their preparedness and response capacities, and strengthen local capacity systematically over multi-year time frames.

• Tailor international support based on a clear assessment of complementarity with national and local efforts, and avoid investing in parallel international coordination and response mechanisms.

• Shift tasks and leadership from international actors to local actors as part of a planned and systematic approach from the outset of a crisis.

B Anticipate, do not wait, for crises

• Develop a comprehensive action plan by 2017 to significantly strengthen the response capacities of the 20 most risk-prone countries by 2020.

Invest in data and risk analysis

• Significantly increase financial and human resources for collecting data and monitoring and analysing risk before, during and after crises, particularly in the most risk-prone countries and areas.

• Commit to consolidating data in open and widely accessible databases, with adequate security and privacy protection, to guide the efforts of all relevant actors at the national, regional and international levels and to inform joint analysis and a common picture of the most pressing risks.

Accept, own and act on risk

• Accept information and analysis related to risk, and establish national and local risk management strategies with clear triggers and lines of responsibility for acting early on identified risks.

- Provide financial incentives that reward national and local early action, and overcome political blockages, including through the use of the good offices of bilateral, regional and international partners.

C Deliver collective outcomes: transcend humanitarian-development divides

- Commit to the following elements in order to move beyond traditional silos, and work across mandates, sectors and institutional boundaries, with a greater diversity of partners, towards ending need and reducing risk and vulnerability in support of national and local capacities and the achievement of the 2030 Agenda.

Create a joint problem statement driven by data and analysis

- Collect, analyse, aggregate and share reliable, sex- and age-disaggregated data with adequate security and privacy protection as a collective obligation to inform priorities.

- Make data and analysis the basis and driver for determining a common understanding of context, needs and capacities between national and local authorities and the humanitarian, development, human rights and peace and security sectors.

- Develop a joint problem statement to identify priorities, the capacities of all available actors to address priorities, and where international actors can support or complement existing capacities.

Identify and implement collective outcomes

- Formulate collective outcomes that are strategic, clear, quantifiable and measurable and prioritized on the areas of greatest risk and vulnerability of people identified in the joint problem statement.

- Aim for collective outcomes to have a positive impact on overall national indicators of advancement towards the 2030 Agenda and for multi-year plans to be instalments towards the achievement of national development strategies, in line with the 2030 Agenda.

- Develop multi-year plans with a duration of three to five years that set out roles for various actors, adopt targets and drive resource mobilization to achieve collective outcomes.

Draw on comparative advantage

- Deliver agreed outcomes based on complementarity and identified comparative advantage among actors, whether local, national or international, public or private.

- Promote a strong focus on innovation, specialization and consolidation in the humanitarian sector.

Coordinate collective outcomes

- Coordinate around each collective outcome with the diverse range of actors responsible for achieving it.

Empower leadership for collective outcomes

- Empower national and international leadership to coordinate and consolidate stakeholders towards achieving the collective outcomes.

- Empower the resident/humanitarian coordinator to ensure coherent, collective and predictable programme delivery by the United Nations and its partners towards the full programme cycle of the multi-year plan and the achievement of collective outcomes.

- Empower the resident/humanitarian coordinator to request and consolidate data and analysis to develop the common problem statement; moderate and conclude the setting of collective outcomes; ensure implementation and the monitoring of progress; and steer adequate resources towards the agreed multi-year plan.

- Adapt structures, processes and financial systems at headquarters of agencies and donors as appropriate to reinforce this approach towards collective outcomes.

Monitor progress
- Ensure that clear performance benchmarks and arrangements are in place to monitor and measure progress towards achieving collective outcomes, to ensure timely adjustments, and to ensure that the right resources and political support are in place.

Retain emergency capacity
- Enable and facilitate emergency response and people's access to life-saving assistance and protection in contexts where it will be difficult to achieve longer-term collective outcomes.

- Recognize the provision of emergency response as a short-term exception and make every effort to reduce need, risk and vulnerability from the outset.

CORE RESPONSIBILITY FIVE
Invest in humanity

Accepting and acting upon our shared responsibilities for humanity requires political, institutional and financing investment.

A Invest in local capacities
- Develop concrete targets to increase the provision of direct and predictable financing to national and local actors, and provide long-term support to develop the capacity of such actors to seek and manage funds where needed.

- Increase the overall portion of humanitarian appeal funding channelled through United Nations country-based pooled funds to 15 per cent.

- Address blockages to direct investments at the local level, including risk aversion, limited local capacity and the effects of counter-terrorism and anti money-laundering measures.

- Accelerate the lowering of transaction costs for remittances in line with commitments made in the 2030 Agenda, the Addis Ababa Action Agenda, the Group of Eight (G-8) and the Group of Twenty (G-20).

B Invest according to risk

- Commit to all investments in sustainable development being risk-informed.

- Increase domestic resources for risk management, including by expanding tax coverage, increasing expenditure efficiency, setting aside emergency reserve funds, dedicating budget lines for risk-reduction activities and taking out risk insurance. Complement national investments with bilateral and South-South cooperation, including by providing expertise, knowledge transfer and technology.

- Facilitate public-private partnerships to enable risk-based investment. Encourage the insurance industry to integrate risk consideration into asset investments.

- Fulfil commitments made in the Sendai Framework for Disaster Risk Reduction 2015-2030, the Paris Agreement under the United Nations Framework Convention on Climate Change and the Addis Ababa Action Agenda of the Third International Conference on Financing for Development to increase support to countries that are vulnerable to disaster risks in order to adapt to the negative consequences of climate change and prevent humanitarian crises.

- Dedicate at least 1 per cent of official development assistance (ODA) to disaster risk reduction and preparedness activities by 2020. Dedicate a significant percentage of climate change adaptation funding to disaster preparedness and prevention, and utilize the Green Climate Fund to support activities that build national capacity to reduce climate risks.

- Disburse resources based on risk, on a "no regrets" basis, and develop financial and other incentives to reward risk-informed local and national early action.

C Invest in stability

- Set a target to substantially increase the percentage of aid budgets allocated to fragile situations, including to strengthen national and local inclusive institutions sustainably until 2030.

- Triple the World Bank's International Development Association Crisis Response Window.

- Allocate additional, predictable resources to the Peacebuilding Fund to continue operations at the current level of $100 million per year, and scale up the fast-track window of the Peacebuilding Fund with enhanced flexibility for its partners.

- Significantly strengthen, and resource more reliably, the core prevention and mediation capacities of the Secretariat through the United Nations regular budget.

D Finance outcomes, not fragmentation: shift from funding to financing

Finance collective outcomes

- Commit to financing collective outcomes rather than individual projects and activities and do so in a manner that is flexible, nimble and predictable over multiple years so that actors can plan and work towards achieving collective outcomes in a sustainable manner and adapt to changing risk levels and needs in a particular context.

Shift from funding to financing

- Direct finance towards the actors identified in the multi-year plan as having the comparative advantage to deliver collective outcomes.

- Employ the full range of financial options, including grants, risk-pooling and transfer tools, social impact bonds, microlevies, loans and guarantees, based on the actor and their identified contribution to the collective outcome.

- Commit to providing financing equitably to ensure that people in small- and medium-sized crises are not left behind and have their needs met, reinforce "balancing instruments", such as the Central Emergency Response Fund, and explore other mechanisms, to address global inequalities in funding between crises.

Create a new financing platform to address protracted crises

- The United Nations and international and regional financial institutions should consider co-hosting an international financing platform to ensure predictable and adequate resourcing of collective outcomes in protracted and fragile situations.

- Map available financing instruments and the relevant actors involved to enable the shift from funding to financing, and present the findings at the World Humanitarian Summit. Following the Summit, develop an action plan based on discussions, including on the way forward on the new international financing platform and its scope of action, tools and governance.

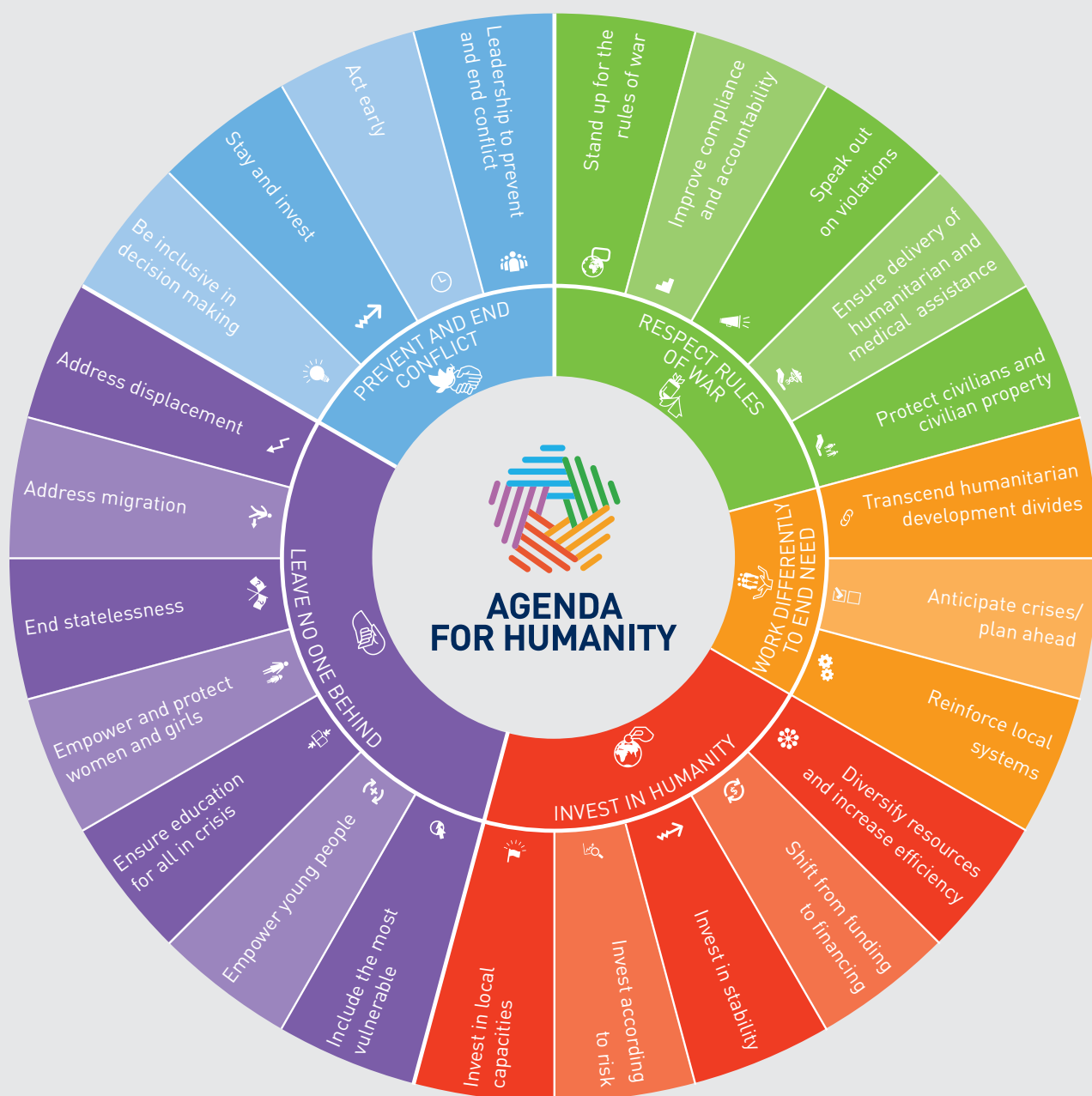## E Diversify the resource base and increase cost-efficiency

Increase and diversify the resource base

- Increase the coverage of inter-agency humanitarian appeals to a minimum average of 75 per cent per year by 2018.

- Expand the Central Emergency Response Fund from $500 million to $1 billion by 2018.

- Increase and leverage resources from other actors, making an effort to recognize, promote and make visible alternative sources of funding.

- Fulfil commitments to provide 0.7 per cent of gross domestic product as ODA.

Improve cost-efficiency and transparency

- Subscribe to the "grand bargain" put forward by the High-level Panel on Humanitarian Financing.

- Develop and implement a more transparent process for costing aid programmes in order to drive efficiency gains and reduce overhead costs.

- Improve transparency in reporting disbursement and expenditures, and subscribe to the principles of the International Aid Transparency Initiative.

PREVENT AND END CONFLICT
- Leadership to prevent and end conflict
- Act early
- Stay and invest
- Be inclusive in decision making

RESPECT RULES OF WAR
- Stand up for the rules of war
- Improve compliance and accountability
- Speak out on violations
- Ensure delivery of humanitarian and medical assistance
- Protect civilians and civilian property

WORK DIFFERENTLY TO END NEED
- Transcend humanitarian development divides
- Anticipate crises/ plan ahead
- Reinforce local systems

INVEST IN HUMANITY
- Diversify resources and increase efficiency
- Shift from funding to financing
- Invest in stability
- Invest according to risk
- Invest in local capacities

LEAVE NO ONE BEHIND
- Address displacement
- Address migration
- End statelessness
- Empower and protect women and girls
- Ensure education for all in crisis
- Empower young people
- Include the most vulnerable

AGENDA FOR HUMANITY