

CONTEXT READY

ENSURING THE WORLD HUMANITARIAN SUMMIT
OUTCOMES PROTECT THE MOST VULNERABLE CHILDREN
IN THE MOST DIFFICULT PLACES



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Cover photo caption: Children play in the streets of a refugee camp in Jordan

World Vision is a Christian relief, development and advocacy organisation dedicated to working with children, families and communities to overcome poverty and injustice.

www.wvi.org

SUMMARY

A key outcome of the World Humanitarian Summit (WHS) must be to ensure that the future success of humanitarian action is measured by the improvements in safety and well-being of the most vulnerable children¹ in countries which are highly susceptible to natural hazards, fragility and conflict.

In order to achieve this, the WHS must seek to deliver the following goals through contextually appropriate humanitarian action:

- 1.** Develop indicators to measure the impact of humanitarian action in contexts that are highly susceptible to natural hazards, fragility and conflict, including improvements in the most vulnerable children's safety and well-being, and build and tailor humanitarian response capacity and capabilities by context and risk type.
- 2.** Strengthen accountability to affected populations and empower them to take on a leading role and participate in humanitarian action.
- 3.** Radically reform humanitarian financing and develop new funding models that are more demand-led, efficient, transparent and accountable.

INTRODUCTION

Since the establishment of the current humanitarian system by the UN General Assembly 24 years ago² the world has experienced a multitude of disasters requiring an international humanitarian response. In the past decade alone the number of people affected by emergencies has almost doubled and is expected to keep rising.³ While undeniable progress has been made in the sector, including in the areas of coordination, improved effectiveness and accountability, big changes are necessary to address the challenges that humanitarian action will face today and in the future.

The World Humanitarian Summit in May 2016 presents an unprecedented opportunity to make bold, fundamental changes to the way the humanitarian system functions and to ensure that no vulnerable child is missed out in the provision of protection and assistance when a disaster strikes.

To do this, humanitarian action must not only strive to address immediacy of disasters but also ensure that it does so in a way that contributes to addressing the root causes of crises through context-appropriate responses and risk management. Multiple challenges, such as climate change, population growth,

¹ World Vision defines the most vulnerable children (MVCs) as 'children whose quality of life and ability to fulfil their potential are most affected by extreme deprivation and violations of their rights. These children often live in catastrophic situations and relationships characterised by violence, abuse, neglect, exploitation, exclusion and discrimination.' WVI Public Policy Positions, 2013.

² 'Strengthening of the Coordination of Humanitarian Emergency Assistance of the United Nations', UN Resolution 46/182, 1991.

³ *Saving Lives Today and Tomorrow: Managing the risk of humanitarian crises*, UN OCHA, 2014.

fragility, urbanisation and the increasingly protracted nature of disasters, underpin the need for new approaches and more sustainable solutions.

World Vision believes that several key trends must drive the need for change in humanitarian action:

- an increasing complexity and risk of humanitarian contexts characterised by protracted conflict, violence and fragility
- an overstretching of the humanitarian sector capacity due to the protracted nature of emergencies and growing responsibilities
- the failure of development interventions to tackle root causes of risks, exacerbated by the siloed approaches of development and humanitarian action
- increasing engagement of non-traditional humanitarian actors, such as new donors and the private sector
- a demand from citizens and states to be empowered to respond themselves to national emergencies
- the lack of humanitarian funding available to meet the growing needs, particularly for conflict settings.

As a multi-mandated organisation, World Vision is breaking down the silos between humanitarian action, development and peacebuilding, looking for sustainable solutions that require a 'whole of organisation' response to disaster management, and utilising this strength in humanitarian response to children's needs.

On the basis of our work, learning and experience, World Vision recommends that in order to succeed, the WHS must ensure that humanitarian action is context ready and seeks to deliver the following three goals:

1. Develop indicators to measure the impact of humanitarian action in contexts that are highly susceptible to natural hazards, fragility and conflict, including improvements in the most vulnerable children's safety and well-being, and build and tailor humanitarian response capacity and capabilities by context and risk type.
2. Strengthen accountability to affected populations and empower them to take on a leading role and participate in humanitarian action.
3. Radically reform humanitarian financing and develop new funding models that are more demand-led, efficient, transparent and accountable.

ABOUT WORLD VISION

Founded in 1950, World Vision is an international Christian organisation serving children, their families and communities through development, disaster management and promotion of justice. As a federated network of entities in 97 countries, World Vision is driven by one vision: ensuring that every child can live a life in all its fullness. World Vision's governance structure empowers each office around a common set of core values and global strategic mandates and measures, with decision-making delegated to the local level in emergencies.

As a child-focused agency with a substantial global presence, World Vision has responded to multiple disasters, offering significant humanitarian support to affected children and their families. In 2014 alone World Vision responded to 132 humanitarian crises, invested US\$602 million in relief and reached over 10.5 million people across 46 countries. In recent years, World Vision's funding base has diversified, and today one-third of all World Vision's income comes from Asia. For example, in response to Typhoon Haiyan, World Vision's national foundation in the Philippines raised over US\$2 million locally.

World Vision has challenged itself to become more relevant and to excel in the effectiveness of its humanitarian efforts. Its strategy for Disaster Management (DM2020) aims to shift the organisation to a more nimble and responsive model underpinned by increased use of evidence-based impact, use of leading disaster management technologies, strengthened inter-agency collaboration and delivery of specific disaster management programmes focused on children, especially in conflict and urban settings.

Two critical phenomena compel World Vision to look for more effective ways to support the most vulnerable children and their families. First, although there has been an overall global reduction in the number of people living in extreme poverty, those who remain are becoming even more vulnerable, especially children. They are trapped by factors that are most resistant to humanitarian and development activities. Second, poverty is increasingly concentrated in contexts that manifest conflict and fragility because of states being unwilling or unable to ensure the well-being and future of children and their families.⁴

World Vision is an established and active member of civil society in each country that it works in. The vast majority of its national entities are led, managed and directed by local staff with a view to making a long-term contribution to the local development, resilience and humanitarian agenda. In the international humanitarian community, World Vision is a full member of the three NGO consortia in the Inter Agency Standing Committee (IASC), which comprises InterAction, ICVA, SCHR. It is an active participant in many of the global and response-based clusters. In many contexts where Humanitarian Country Teams (HCT) are active, World Vision is either currently a member of an HCT or has been in the past. World Vision contributed to the development of the IASC Transformative Agenda and continues to actively participate in the work of the IASC through IASC/s Task Teams.

World Vision is deeply committed to efforts to strengthen quality of operations in the sector and to increase accountability to affected communities, as well as to ensure that affected children and their families are active participants in response decision-making. It therefore also prioritises engagement in a variety of the most important 'quality' initiatives such as SPHERE, The Core Humanitarian Standard, ALNAP, HAP, People in Aid and CDAC, to name a few. World Vision has engaged strongly with the World Humanitarian Summit process from the start, making staff available to serve as members of technical teams and as stand-by experts. In addition, World Vision is part of the Major Group of Children and Youth and has been advocating for children's rights and their formal inclusion in disaster risk reduction since 2005. In partnership with others, World Vision has showcased how children's inclusion can be brought to scale across Africa, Asia, Latin America and the Middle East.⁵

⁴ *Humanitarian & Emergency Affairs: Annual report 2013*, World Vision, 2014.

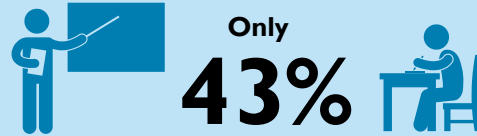
⁵ *Towards the resilient future children want*, World Vision UK on behalf of Children in a Changing Climate Coalition, 2013. <<http://www.unisdr.org/we/inform/publications/33253>>

IMPROVING WELL-BEING FOR DISASTER-AFFECTED CHILDREN

SYRIA CONFLICT



CONTEXT



of school-aged Syrian refugee children in Jordan were enrolled in public schools, **with almost one-third of them** requiring alternative education to help them integrate into the Jordanian school system.

WORLD VISION RESPONSE AND RESULTS



Contributed to:
• a back to school campaign to **increase enrolment in schools.**



• providing **remedial classes** to Syrian and vulnerable Jordanian children in northern Jordan.

• Recruited Syrian teachers from the **refugee population** to ease learning access for Syrian children.

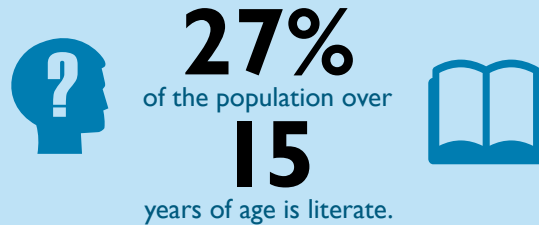


• Children reported that CFS* **helped them feel more at home in their new locations.**

SOUTH SUDAN CONFLICT



Continuing insecurity is a major factor in children dropping out of school, resulting in an **extremely low literacy rate: only**



Assisted in the formation of school management committees and parent-teacher associations and upgraded teacher skills **through in-service teacher training.**



Provided safe places for

4,000

children to learn and play through child-friendly spaces.



VIETNAM DISASTER RISK REDUCTION



Vietnam faces **numerous natural disasters annually** and is highly affected by climate change.



WV Vietnam began a programme of child-focused disaster risk reduction (DRR)

across **23** of its ADPs.†

Children trained in DRR/Climate Change Adaption are better able to prepare for and respond to natural disasters.

* Child-Friendly Spaces
† Area Development Programme

GOAL I: *Develop indicators to measure the impact of humanitarian action in contexts that are highly susceptible to natural hazards, fragility and conflict, including improvements in the most vulnerable children's safety and well-being, and build and tailor humanitarian response capacity and capabilities by context and risk type.*

It is already expected that over the next decade the highest rates of vulnerability and poverty will be concentrated in protracted fragile contexts⁶ and conflict-affected states with very low capacity to manage risk. This trend is coupled with an increasing rate of violence in urban settings and a rise in displacement of affected people for protracted periods of time.⁷ These contexts are also where people will be most vulnerable to natural hazards due to lack of capacity to cope.

Of all the world's children, the most vulnerable are those subject to multiple drivers of poverty in the most marginal, fragile and conflict-affected contexts characterised by violence. Recent studies show that nearly a billion children live in countries that went through conflict in 2013 or 2014 alone.⁸ A child born in a fragile state is twice as likely to die before age 5 as a child born in a more stable low-income country, and 70 per cent of infant deaths worldwide occur in fragile states.⁹

The majority of humanitarian aid is provided in these contexts. This is exactly where humanitarian aid is needed most, yet it is provided in short funding cycles and consequently does not address the underlying causes of fragility. As an example, the Global Humanitarian Appeal for 2015 asks for US\$16.4 billion to respond to crises. More than 70 per cent of this requirement will go to just four countries: Syria, South Sudan, Iraq and Central African Republic.¹⁰

Peace is a key prerequisite for children's well-being, and the cost of conflict to nation states and international and regional actors takes an unprecedented toll on social development and economic growth. It is estimated that the savings in military spending from one year of war alone could allow South Sudan to meet the Addis Ababa Declaration target of allocating 20 per cent of public expenditure to education.¹¹ If the war stopped in 2016, regional actors could save between US\$33 billion and US\$55 billion in avoided GDP loss, and the international community could save around US\$29 billion,¹² which would cover the funding for the whole of the Global Humanitarian Appeal for 2015.

6 World Vision defines fragile contexts as 'those where a government cannot or will not act on its responsibility to protect and fulfil the rights of the majority of the population, particularly the poor. These responsibilities include territorial control, security, public resource management, service delivery and livelihoods support. Ultimately, basic accountability relationships between governments and citizens are weak or broken. Fragile contexts can encompass whole states, sub-national areas or can cross borders. Fragility affects the poor by increasing their vulnerability to disaster and conflict, and making it harder to realise well-being for themselves and their children. The world's children who are most at risk live in fragile contexts.' WVI Public Policy Positions, 2013.

7 *World Humanitarian Data and Trends*, OCHA, 2014.

8 David Steven, *If Not Now, When? Ending Violence Against the World's Children*, New York University, Centre on International Cooperation, October 2014.

9 *Post-2015 Goals for Children: Stop at Nothing*, World Vision International, 2014.

10 'Global Humanitarian Appeal 2015', UN OCHA, 2014. <<http://www.unocha.org/2015appeal>>

11 Addis Ababa Declaration, Ninth Meeting of the High-Level Group on Education for All (EFA) Addis Ababa, Ethiopia, 23–25 February 2010, <<http://unesdoc.unesco.org/images/0018/001871/187149E.pdf>>

12 'South Sudan: The cost of war: An estimation of the economic and financial costs of the conflict', *Frontier Economics*, January 2015, <<http://www.frontier-economics.com/documents/2015/01/south-sudan-cost-war.pdf>>

Yet humanitarian aid continues to be used to address gaps where political and development solutions failed. This type of approach is not sustainable, particularly as the impact of protracted crises is increasing dependency on aid. As a consequence the humanitarian system is too stretched and can no longer meet increasing needs that require a more comprehensive solution to addressing the drivers of fragility, which breaks down the artificial divide between humanitarian, peacebuilding and development approaches.

At the same time, the humanitarian sector must be realistic about what it can achieve and its added value. Issues of resilience, disaster risk reduction, preparedness, prevention and risk management are not the purview of humanitarians alone, though humanitarians seem to carry the lion's share of responsibility. Expectations, both within and outside of the humanitarian sector, of what can be delivered by humanitarian action must be addressed and re-examined, especially within protracted crises. This will require handing over some responsibilities and making a better investment in capacities in others.

More investment in humanitarian capabilities to address risk in fragile contexts will be necessary. These include developing better strategies to work with non-state actors, investing and training humanitarian staff in access negotiation skills, and re-calibrating sector capacities to respond in urban settings, to name a few. In addition, humanitarian action has to become more flexible as well as better able to recognise and invest in the right partnerships and collaborations for a given context including shifting power and decision-making to the affected population.

Combined with investment in appropriate humanitarian capacities and capabilities for context and risk type, humanitarian action must be underpinned by a clear understanding of political economy of contexts and better comprehensive joint context analyses that involve development, peacebuilding and political sectors and civil society. This joint work has to extend to the implementation of resulting strategies.

World Vision proposes that, as one of its key outcomes, the WHS should focus on the most protracted crises¹³ with the highest burden of child vulnerability and develop a framework where success of humanitarian action is measured by indicators that include improvements in the most vulnerable children's safety and well-being during emergencies and where no vulnerable child is missed out in the provision of protection and assistance when a disaster strikes.

This framework must be linked to comprehensive strategies necessary to advance these countries from crisis to long-term stability, development and peace. This will require bringing together multiple global agendas such as the Post 2015 Sustainable Development Goals, the Hyogo Framework for Action on Disaster Risk Reduction, the UN Peacebuilding Architecture and the Peace Operations reviews, as well as the New Deal for Engagement in Fragile States, among others,

¹³ For the purposes of this paper, World Vision identifies the most intractable crises as those that have consistently stayed in the top 10 funded emergencies by the Global Humanitarian Appeals over the past five years.



Barbed wire prevents intruders from entering an area built to protect people who have fled violence in Juba, South Sudan.

to review and compile a set of existing indicators that 1) can already apply to measuring impact of humanitarian action and 2) develop additional indicators that specifically focus on the impact of humanitarian action.

In the first instance World Vision proposes that such indicators include measures of progress in improvements in the safety and well-being of the most vulnerable children across the areas of health, nutrition, education, protection, employment and empowerment.

The framework must be flexible enough to use context-specific impact indicators based on a comprehensive context analysis for each humanitarian response. Importantly, such indicators must contribute to the comprehensive strategy for the graduation and advancement of fragile and conflict-affected states to peace and stability, as well as an exit strategy for humanitarian responses.

In addition to this framework the WHS must present plans that can accompany the framework's implementation and enable, as well as strengthen, humanitarian capabilities by context and risk type.

ACTIONABLE STEPS FOR THE WORLD HUMANITARIAN SUMMIT

- The WHS Thematic Teams must work with others in the humanitarian community to pilot a framework to measure impact of humanitarian action, using indicators that include improvements in the most vulnerable children's safety and well-being. This framework must be linked to comprehensive strategies that address root causes of fragility and that work to advance countries from crisis to long-term stability, development and peace.
- The WHS Secretariat must work with the humanitarian community and member states to launch the pilot framework at the Summit in 2016, coupled with implementation plans for at least three countries that are characterised as protracted crises with high levels of fragility.
- The humanitarian community must work with the WHS Secretariat and donors to present clear plans for development and funding of new humanitarian capabilities that are flexible and can adjust to context and risk type.
- Humanitarian action must be underpinned by new ways to develop comprehensive joint context analyses and by implementation of long-term strategies that aim to address root causes of fragility and that involve humanitarian, development, political, peacebuilding actors and civil society; there must be clear delineation of roles and responsibilities of each group, accompanying accountabilities and exit plans for humanitarian response.
- Donors and the humanitarian community must also work to reinforce the centrality of children in humanitarian action and commit to the improvements in the most vulnerable children's safety and well-being through investments of funding and capacity to address their needs.
- The international community must make commitments to ensure that International Humanitarian Law, International Human Rights Law and the UN Convention on the Rights of the Child are respected during crises, and perpetrators of violations are held accountable without impunity.
- National governments must commit to developing national legal frameworks for disaster and risk management based on the International Disaster Response Laws, Rules and Principles (IDRL)¹⁴ and ensure that capacity in risk management exists across government departments, industry sectors and civil society.

¹⁴ For more information on this, visit <http://www.ifrc.org/what-we-do/disaster-law/about-disaster-law/international-disaster-response-laws-rules-and-principles/>.

GOAL 2: *Strengthen accountability to affected populations and empower them to take on a leading role and participate in humanitarian action*

World Vision's experience indicates that citizens and states have become much more capable, confident and assertive in disaster management. Over the past decade, World Vision has built, maintained and advanced as a result of strong investments in national, regional and global disaster management capacity, including regional 'southern' surge capacity. Out of the 90 humanitarian emergencies World Vision responded to in 2013, only 10 required some form of international support, while 80 were managed by the country offices themselves in partnership with local and national authorities and the affected people.¹⁵ In addition, changes in technology and communications have and will continue to empower citizens and states to act as first responders.

Despite this trend, the international humanitarian system is largely falling behind in adequately including affected people and states in emergency responses; instead, it continues to establish its own systems, which tend to isolate local capacity and lack accountability.

While improvements in humanitarian accountability have been made, the sector as a whole has failed to implement these systematically; and donors, while requesting more focus on accountability, have not prioritised it as part of their funding.

The humanitarian sector has to go much further to empower affected communities and children to participate and take on a more leading role in humanitarian responses. Because affected populations are not adequately empowered to influence the humanitarian system, their demand for goods, services and protection does not sufficiently affect the supply of aid to address their needs. Operational improvements, such as the use of context-appropriate cash transfers in emergencies, are helping to address this by giving decision-making back to the affected populations and letting them prioritise and define their own needs in an emergency. However, humanitarian action is still largely driven by external actors where decision-making is open to bias with a lack of accountability to crisis-affected communities by the international system and in many cases by their own governments.

Non-governmental organisations have a key role to play to meet these challenges. Some steps have already been made towards this through the development of the Core Humanitarian Standard (CHS), which commits NGOs to principled, accountable and high-quality humanitarian action.¹⁶ World Vision believes this standard should be adopted sector-wide. It has great potential to provide an objective way to measure a wide range of capabilities in a fair and objective manner. It could also simplify capacity building for local NGOs because their international partners would have a common set of expectations.

¹⁵ *Humanitarian & Emergency Affairs: Annual report 2013*, World Vision, 2014.

¹⁶ The CHS brings coherence through alignment, harmonisation and consolidation of several existing humanitarian standards to improve clarity and effectiveness. It is a framework through which an organisation commits to quality operational approaches and ways of working that an organisation needs in order to be accountable to crisis-affected communities. <http://www.corehumanitarianstandard.org/the-standard>.



In Niger, a World Vision distribution during the food crisis.

World Vision is investing in improving accountability in the humanitarian sector by engaging in global initiatives such as the Commitments on Accountability to Affected Populations, endorsed by the Inter Agency Standing Committee Principals in 2011; the development of the Accountability to Affected Populations Operational Framework; the CDAC network working to promote better communication with affected communities; and the Core Humanitarian Standard, among others.

World Vision built the Basic Rapid Assessment Tool, which is a prototype for the use of mobile technology to improve accountability to affected children and communities. It is developed to facilitate community input into programme design from the beginning of response and to maximise two-way communication with affected children and their families. It has been translated into more than 10 languages. This technology helped to enhance World Vision's evidence base and improve response decision-making informed by community preferences in multiple emergencies.¹⁷ Furthermore, together with other child-focused organisations, World Vision has increased consultations with children and youth to identify the

¹⁷ *Humanitarian & Emergency Affairs: Annual report 2013*, World Vision, 2014.

risks they face and their priorities for risk management.¹⁸ Continuing to ensure that children's rights and participation are part of risk management policies and humanitarian action from local to international levels will be critical to developing more resilient societies.

It is not only important to give power to communities; those who currently hold it need to be prepared to give it up. This requires a radical shift in the humanitarian system; it may shrink the sector at the international level and expand it locally instead, as well as bring new actors – such as the private sector – to the table.

World Vision believes that there could be a role for the private sector in every stage of the disaster-management cycle, from preparedness to response and recovery, where contextually appropriate. Our research proposes that business, governments, NGOs and affected people could be equal participants in humanitarian action, holding the roles of contributors and benefactors of a relationship. At the same time there's a strong recognition that decisions around such cross-sector partnering (civil society, government, multilateral organisations, business and faith communities) must be underpinned not only by due diligence but by context analysis, the principles of Do No Harm and an internationally recognised decision-making framework to make such an assessment; with clear accountability mechanisms for cross-sector partnerships at the international, regional and national levels.

Partnering modalities should take different shapes and forms on the spectrum, from transactional (philanthropic giving and limited co-ownership) to transformational (co-creational, longer-term accountability, mutual benefit). The goal is to have transformational relationships that also provide mutual benefit for stakeholders, especially the most disadvantaged children and their families as well as communities that are prone to or affected by disasters.¹⁹

Current humanitarian needs assessments more often than not overlook local and private-sector capacities, resources and assistance. Lack of appropriate context analysis that involves these actors is a gap. Using more comprehensive joint analyses that include civil society, local actors and, increasingly, the private sector, will help to develop a clear understanding of capacities, to define roles and responsibilities, and to agree on accompanying accountabilities as well as exit plans for humanitarian response. Striving to carry out analysis before disaster strikes will help manage risk, build national capacities and empower citizens and states to take on a more leading role in disaster management.

¹⁸ *Towards the resilient future children want*, World Vision UK on behalf of Children in a Changing Climate Coalition, 2013. <<http://www.unisdr.org/we/inform/publications/33253>>.

¹⁹ *'Beyond "Gift-in-Kind" -- Opportunities for resource development through cross-sector collaboration in World Vision's disaster management (DM 2020): Landscape Analysis and Recommendations for East Africa*, World Vision, 2014.

A successful example of analysis from World Vision's work, called the Early Warning Buster, won the WHS Humanitarian Innovation Contest for Eastern and Southern Africa Region in 2014. The Early Warning Buster is an early warning for early action application that takes national-level analysis, summarises it into an index, makes possible projections six months in advance of a potential crisis and uses triggered indicators to automatically suggest carefully crafted management and programmatic actions. This seeks to empower local-level decision-making and make it easier to mobilise regional and global support to national level responders.

The Early Warning Buster indicators range from a given country's score on the Human Development Index, the strength of civil society and government response capacity, the potential for fundraising, to malnutrition rates, the increase in incidence of violence, the risk to staff safety and the potential media interest. The application is accessible and easy to use by all and has been used successfully for early warning and early action across southern Africa. This innovation aims to achieve timely early warning and suggests early actions that create a trail of accountability for decisions made at national, regional and global levels in support of local action to respond to emerging crises.²⁰

Assessing likelihood of risk and investing in long-term capacity of people, states and multiple-actor systems of response; learning how to inject immediate support without undermining national capacity where all actors know their role; as well as developing contingency plans that build back better are just a few areas where the humanitarian sector must improve. This will require looking at new business models and new convening mechanisms as part of the WHS.

In order to help achieve this, further investments must be made in innovation and technologies that are human-centred and that aim to deliver against social innovation criteria,²¹ build capacity, empower, decrease the need for international humanitarian response to children's needs and, as far as possible, hand over responsibility to local actors. Children and youth in particular have an important role to play in identifying and contributing to innovations that could have a lasting impact on reducing their vulnerability and limiting the negative residual and long-term effects of disasters for them and their communities.

20 World Vision Early Warning Buster: <http://www.worldhumanitariansummit.org/node/462660>.

21 *Innovation Management, Innovation Ecosystems and Humanitarian Innovation*, J. Bessant, B. Ramalingam, H. Rush, N. Marshall, K. Hoffman, & B. Gray, 2014. <http://r4d.dfid.gov.uk/pdf/outputs/Hum_Response/Humanitarian-Innovation-Ecosystem-research-litrev.pdf>

ACTIONABLE STEPS FOR THE WORLD HUMANITARIAN SUMMIT

- The WHS Secretariat must convene cross-sector partnerships (civil society, government, multilateral organisations, business and faith communities) and agree to multi-stakeholder compacts for a select set of countries to pilot new models of humanitarian action and risk management with the goal of enabling humanitarian action to shift from international to local-level disaster management by 2025. Criteria for selection of the pilot countries should include the following: high levels of vulnerability to disaster risk, especially among the most vulnerable children; an enabling operational environment; governance and institutional openness to improve disaster management; freedom for social empowerment; political investment in developing the necessary accountability and legal frameworks; and an engaged local business community.
- NGOs should strengthen their effectiveness and accountability to the affected populations through the sector-wide adoption of the Core Humanitarian Standard and the Humanitarian Accountability Partnership standards, among other measures.
- Civil society should work together to develop grassroots approaches for citizen engagement in national advocacy to underpin national accountability of states and actors, including calls for the adoption of the necessary legal frameworks for disaster management and accountability based on the International Disaster Response Laws, Rules and Principles (IDRL),²² starting with the identified pilot countries.
- The humanitarian sector must invest in developing comprehensive joint context analyses and likely response strategies before disaster strikes. These need to include civil society, local actors and the private sector to understand existing capacities and to define roles and responsibilities, accompanying accountabilities and exit plans for a humanitarian response.
- At the WHS, agree on new multi-stakeholder partnerships for investment in human-centred innovation and technologies that empower, build capacity and decrease the need for international humanitarian response to children's needs. Children and youth must be included in identifying and contributing to innovation.

²² For more information, visit <http://www.ifrc.org/what-we-do/disaster-law/about-disaster-law/international-disaster-response-laws-rules-and-principles/>.



World Vision staff respond to flooding in the Philippines.

GOAL 3: *Radically reform humanitarian financing and develop new funding models that are more demand-led, transparent and accountable*

The current system is still characterised by statist, mainly intergovernmental and bilateral, approaches to financing responses. Funding for humanitarian assistance is designed to respond to the symptoms of crises and is not adequate or appropriate to address the underlying factors and drivers of emergencies.

There is at present a 'one size fits all' approach to humanitarian financing, which is primarily internationally led. The international architecture of humanitarian policymaking and response evens out potential differences of responses to sudden-onset natural disasters compared with responses to complex and protracted emergencies, rural crises compared with urban ones, national emergencies compared with regional cross-border crises, for example. As a result, funding is not context appropriate, is not targeted according to need and in the end misses the mark because of timing: it often arrives too late and its funding cycles are too short.

The WHS should fundamentally question the current financing system and its efficiency. Increasing evidence shows that every dollar invested in disaster preparedness saves seven dollars in disaster aftermath.²³ However, only 1 per cent of international aid is spent to minimise disaster impact.

There are gaps and disparities because many donors still use international resources to respond according to institutional requirements rather than in response to real evidence of needs and risks. Financing for complex emergencies, in particular, ends up being influenced by politics and geopolitical interests of states. In addition, most humanitarian operations continue to be driven by mandated agencies of the United Nations.

Many international donors opt to give funds through the UN as part of their commitments to Good Humanitarian Donorship Principles agreed in 2003.²⁴ However, most UN agencies do not implement programmes directly but work through implementing partners, such as NGOs. The subcontracting process by UN agencies can be time-consuming, which leads to delays in responding to emergency needs. It also increases transaction costs as UN agencies charge overheads before sub-granting funds to other NGOs, which results in less funding being available at the implementation level to meet the needs of the affected populations.

23 '#ActNow – Save Later', UNDP, accessed 26 January 2015. <http://www.undp.org/content/undp/en/home/ourwork/get_involved/ActNow/>

24 'Good Humanitarian Donorship, General Principle 10: Support and promote the central and unique role of the United Nations in providing leadership and co-ordination of international humanitarian action, the special role of the International Committee of the Red Cross, and the vital role of the United Nations, the International Red Cross and Red Crescent Movement and non-governmental organisations in implementing humanitarian action.' 23 *Principles and Good Practice of Humanitarian Donorship*, Stockholm, 2003. <<http://www.worldhumanitariansummit.org/node/434472>>

Previous evaluation of the UN Central Emergency Response Fund (CERF) found that the process for 'soliciting, reviewing, approving and initiating activities' was approximately 13 weeks for rapid emergencies and 19 weeks for underfunded crises. Where funds are channelled through the CERF, the UN Secretariat retains 3 per cent in overheads, and UN agencies that receive CERF funds can retain up to another 7 per cent before passing the funds on to implementing partners. The UN's single audit principle tends to preclude project-specific monitoring, making it difficult to hold the various actors in the chain of delivery to account for expenditure and programme impact. In contrast, NGO partners are often required by donors to share all financial data, and to commission independent audits if requested.²⁵

World Vision is the largest NGO partner of the UN World Food Programme (WFP), and the two agencies are working closely together to adapt to the increasing pressures that large numbers of global crises place on our joint ability to meet the urgent food needs of highly vulnerable populations. One key area of collaboration is an increasing emphasis on cash-based programming, where appropriate, in order to more quickly and flexibly meet a broader range of urgent household needs. Another key innovation in the WFP-World Vision partnership is longer-term and more flexible contracting arrangements, which have dramatically decreased administrative burdens and response times.²⁶

The current system, with many UN agencies serving as implementer, donor and coordinator, is in practice riddled with conflicting interests that make it difficult for UN agencies to fulfil any of the roles well. Transparent evaluation of the role of UN agencies as funders must form part of an open dialogue in the lead up to and at the WHS. This should include consideration of the value add of the current arrangements and their value for money, based on costs and contribution to humanitarian outcomes, as well as proposals for improvements.

Donors should consider channelling funds directly to humanitarian implementers on the ground through NGO-led, independent, multi-donor response funds at national and international levels. Successful examples already exist in the UK. The UK-based START Fund²⁷ channelled 67 per cent of its grants to local organisations during its 2014 pilot alone, while cutting transaction costs, bureaucracy, time and inefficiencies. Based on context analysis and a clear understanding of the national operating environment, local-capacity funding models such as this one should also go hand in hand with creating space for communities to drive a demand-led response. This should be coupled with increasing direct cash assistance in contextually appropriate humanitarian environments.

25 *Humanitarian Action for Results: Strengthening Australia's approach to preventing and responding to disasters and conflict overseas*, ACFID Policy Paper, 2014. <<http://www.acfid.asn.au/resources-publications/files/humanitarian-action-for-results>>

26 World Vision and WFP have these types of contracts in South Sudan, Kenya, Uganda, DRC and Somalia, with a number of other countries in progress.

27 The Start Fund is designed to fill identified gaps in the emergency funding architecture following a step-change or escalation in humanitarian needs. This includes underfunded emergencies that receive little attention; early response to slow-onset crises to protect at-risk communities; fast response to both rapid-onset crises and spikes in chronic humanitarian crises where agencies on the ground need to act quickly, triggered by an impartial decision-making process. <<http://www.start-network.org/how/start-fund/#.VLRyFkDgUro>>

World Vision believes that several options to reform humanitarian financing should be considered, including splitting international financing to differentiate between responses to sudden-onset natural disasters and responses to protracted crises, as well as to differentiate between national emergencies and regional cross-border crises. Proposals to embed risk financing into development to support early warning and early action in a variety of contexts must be proposed at WHS, as well as calling for an earmarking of 10 per cent of development finance for risk management.

Investing in early warning and early action systems can enhance resilience and reduce the need for international humanitarian assistance when such systems target decision makers at multiple levels, providing relevant management information on potential risk scenarios and recommending early actions. World Vision's experience in this regard through real-time risk monitoring has led to early management decisions for preparedness and mitigation, as with the Early Action Buster tool, for example, discussed under proposed Goal 2 of this paper.

Donors should consider developing new business models for global support to fragile contexts and review the short-term nature of funding for humanitarian responses to chronic protracted crises, ensuring instead that funding is 'holistic' in bringing together existing institutions within donor governments under one framework, proposed in Goal 1 of this briefing. Some donors, such as the UK Department for Humanitarian Development, are already moving to multi-year humanitarian funding in recognition of multiple efficiency gains in cost and the effectiveness of outcomes, as well as long-term impacts.²⁸

World Vision's work with the IASC on Future Humanitarian Funding has identified that, in protracted crises, unpredictability and short planning cycles are damaging to programme outcomes and relationships because humanitarian actors often end up providing long-term support to basic services and operate as a de facto social safety-net for the affected population.²⁹

In non-contested, non-conflict contexts where domestic capacity to prevent and respond to crises already exists but emergency needs overwhelm the available resources, new financing mechanisms and methods should be made to directly support and complement national and local governments, as well as empower communities. This includes understanding and working in support of domestic social protection systems. Investments through cross-sector partnering – among government, multilateral organisations, business and civil society – can also be considered to foster innovations to speed and to scale up emergency preparedness, delivery and response capacity.

28 *Value for Money of Multi Year Approaches to Humanitarian Funding*, UK Department for International Development, 2013. <https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/226161/VfM_of_Multi-year_Humanitarian_Funding_Report.pdf>

29 *DRAFT Future Humanitarian Financing (FHF) Discussion Paper* (from January 2015) is based on results from the FHF dialogues instigated by CAFOD, World Vision and the UN Food and Agriculture Organisation (FAO), with financial support from FAO and the government of Germany, to address a task identified in the IASC Task Team on Humanitarian Financing 2014 work plan.

ACTIONABLE STEPS FOR THE WORLD HUMANITARIAN SUMMIT

- The WHS must propose new ways to gain better efficiencies within the humanitarian funding system. This should include a transparent evaluation of current funding architecture and arrangements in terms of value for money and contribution to humanitarian outcomes as well as time-bound proposals for improvements, including those of the UN.
- As part of the outcomes of the WHS, donors must commit to increasing the allocation of humanitarian funding delivered directly through NGOs to at least 20 per cent of official national humanitarian assistance, with a view to further increasing it in line with the Organisation for Economic Co-Operation and Development (OECD) DAC average of 24 per cent.³⁰ This can be done through NGO-led national and international multi-national response funds.
- In the lead up to WHS, donors must commit to earmarking 10 per cent of development finance for risk management, as well as to developing a financial tracking system to measure risk management expenditure.³¹
- At the WHS, donors must present new business models for global support to fragile contexts that bring together existing institutions within donor governments under one framework, as proposed in Goal 1 to deliver multi-year humanitarian funding for protracted crises.
- In non-contested, non-conflict contexts, new financing mechanisms and methods should be made to directly support and complement national and local governments, as well as to empower communities, including through cross-sector partnering – among government, multilateral organisations, business and civil society – with the aim of fostering innovation to speed up and scale up emergency preparedness, delivery and response capacity.

30 *Humanitarian Action for Results: Strengthening Australia's approach to preventing and responding to disasters and conflict overseas*, ACFID Policy Paper, 2014. <<http://www.acfid.asn.au/resources-publications/files/humanitarian-action-for-results>>

31 World Vision's experience suggests that far greater effort is required to establish common financial metrics that can be applied across all programmes, especially during a transition from community-level disaster risk reduction to a wider multi-sectoral approach to resilience-building. This same challenge will need to be taken up by governments where a similar budget tracking approach is being proposed within the negotiations surrounding the post-2015 Disaster Risk Reduction framework. (See *Institutionalising Resilience*, Carabine et al, ODI and World Vision, 2014. <<http://www.odi.org/publications/8616-institutionalising-resilience-development-programming>>)

World Vision is a Christian relief, development and advocacy organisation dedicated to working with children, families and communities worldwide to reach their full potential by tackling the causes of poverty and injustice. World Vision is dedicated to working with the world's most vulnerable people. World Vision serves all people regardless of religion, race, ethnicity or gender.

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