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Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of the coordination of emergency humanitarian assistance of the United Nations

One Humanity: Shared Responsibility

Report of the Secretary-General for the World Humanitarian Summit

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I.   Introduction

1.   As a boy I grew up in war. I was six years old when I was forced to flee my home and village in Korea with only what I could carry in my arms. The schools destroyed, my home abandoned, I was filled with fear and uncertainty. I could not have known that my darkest hour would so profoundly shape my destiny. With shelter, schoolbooks and relief items, a young United Nations offered hope and protection and inspired me to pursue a career in public service. Seven decades after the founding of the United Nations, I believe its blue flag still remains a banner of hope for all humanity.

2.   Throughout my tenure as Secretary-General, I have been inspired by what the international community can achieve when it acts together. We have agreed on an ambitious sustainable development agenda to end global poverty. We have adopted a universal climate change agreement and a new framework to reduce disaster risk and enhance resilience. We are initiating reforms together in our peace and security sector. But more progress for more people is urgently needed.

3.   As I enter my final year, despite the progress made in agreeing new frameworks and norms, I remain deeply concerned about the state of our humanity. In too many places, peace, stability and sustainable economic growth remain elusive. Brutal and seemingly intractable conflicts have devastated the lives of millions of people, threatening the futures of entire generations. More countries are slipping into fragility, marked by extreme poverty and weak institutions, compounded by natural hazards and climate-induced disasters. Violent extremism, terrorism and transnational crime create persistent instability. Growing economic inequality within countries and the widening gap between rich and poor is further marginalizing the most vulnerable in society. Climate change continues to cause increased humanitarian stress as it exacerbates food insecurity, water scarcity, conflict, migration and other trends. Disasters are becoming more frequent and intense. Pandemics, epidemics and other global health threats continue to emerge at worrying levels and frequency. As millions of people leave their homes in search of safety or opportunity, the capacity and willingness of countries to absorb them is seriously challenged. Although towns and cities provide new opportunities, rapid unplanned urbanization combined with natural hazards, pandemics and aerial bombardments are placing even more people at risk.

4.   These challenges are testing the resilience of communities and national institutions and stretching the ability of regional and international organizations to support them. Peacekeepers, peacemakers and humanitarian workers are deployed for longer periods and at ever-higher cost, even as violent extremism and targeted attacks severely hamper their ability to provide life-saving assistance. At the same time, the international aid system has not kept pace with the aforementioned challenges, the diverse range of organizations now engaged, or with the demand for a more unified approach that draws upon the capacities and resources of all stakeholders to reach those in need.

5.   These external and internal challenges call out for a process of fundamental change to reaffirm our commitment to humanity. That is why I called for a World Humanitarian Summit.

I believe this first Summit of its kind in Istanbul in May 2016 must be a moment for "we the peoples"—Heads of State and Government, representatives of affected communities, national and international aid organizations, global opinion leaders, private sector leaders and others—to agree that we can and must do better to end conflict, alleviate suffering, and reduce risk and vulnerability.

6.   In 1941, amid brutal conflict and suffering, leaders came together at St James's Palace in London. They recognized the need for a fundamental change in the way they collectively managed threats to international peace and security. Diplomacy would take over from war as the primary instrument of managing international relations. Leaders committed themselves to international cooperation, peaceful solutions and a plan to end the scourge of war. While the challenges of today may differ, I believe we are approaching a similar point in history. We must remember the promises we made and respect the rules that we have agreed to. We need to restore trust in our global order and show those millions left behind in conflicts, in chronic need and in constant fear, the solidarity they deserve and expect from us.

7.   Seventy-five years after St James's Palace, the World Humanitarian Summit presents an opportunity to affirm and renew our commitment to humanity and to the unity and cooperation needed to confront the challenges of our time effectively. I ask global leaders to come to the World Humanitarian Summit prepared to assume their responsibilities for a new era in international relations; one in which safeguarding humanity and promoting human progress drives our decision-making and collective actions.

II.   The road to Istanbul

8.   When I called for the World Humanitarian Summit in 2012, I was deeply troubled by the growing number of people in crisis, the dramatic increase in funding requirements, and that humanitarian aid organizations created to offer urgent life-saving assistance were increasingly tied down providing services year after year, to people who may never go home, in countries whose road to peace may be arduous and long. Since then, the sense of urgency for this Summit has only risen. The number of people in need of humanitarian assistance and the related funding requirements have hit record highs. Terror and deliberate brutalization of women and children, aerial bombardments and indiscriminate shelling of residential neighbourhoods, thousands of people trapped and starved in besieged areas, tens of thousands escaping war and destruction on dangerously overcrowded boats, and millions on the move in search of a better life have all acquired a harrowing familiarity.

9.   After almost three years of extensive consultations reaching more than 23,000 people in 153 countries and culminating in the release of the World Humanitarian Summit synthesis report, Restoring Humanity – Global Voices Calling for Action, and the global consultation in Geneva in October 2015, it is clear that people feel outrage and frustration at the challenges to humanity and the lack of global unity and solidarity to end this suffering and are calling for change.

10.   There was outrage that humanitarian action is still often used as a substitute for political solutions. There was outrage that the numbers of people forced from their homes have risen to levels not seen since the Second World War, without enough done to enable them to find lasting solutions. And there was outrage that national sovereignty and security are placed above people's rights to protection and assistance, and that the most basic tenets of international humanitarian and human rights law are violated every day without accountability.

11.   There was frustration from men, women, youth and children in crises who feel their voices are not heard, their capabilities are not recognized, their needs not met and their hopes for a peaceful, self-sufficient future are not realized. There was frustration from governments and local organizations who struggle to be seen by the international community as the primary agents of response and to access resources, and feel their governance and coordination structures are pushed aside by international actors rather than respected and strengthened. Humanitarian organizations were frustrated that they are expected to do more and to stay longer, without predictable and adequate resources to do so, and that the politicization of humanitarian aid obstructs their efforts to help those in need.

12.   There was considerable frustration with the international aid architecture. It was seen as out-dated and resistant to change, fragmented and uncommitted to working collaboratively and too dominated by the interests and funding of a few countries. There was frustration about inequity in the aid system, with so many people suffering in crises that receive little aid or attention, and frustration by neighbouring communities or countries that open their homes or borders with little support. And there was wide frustration that the responsibility to respond politically and financially to human suffering is not shared by all.

13.   Alongside the outrage and the frustration, however, was the pride of national governments that have invested in preparedness, led response efforts and saved lives, and pride of individual citizens, local responders and civil society groups that have contributed to the resilience, rebuilding and regrowth of their communities. There was compassion from neighbours and citizens abroad who open their houses, communities to welcome refugees. There was hope in hearing what women and youth achieve as first responders and the creative solutions they initiate when empowered. There was the pride from United Nations' and humanitarian organizations' staff members determined to support communities in these efforts. And there was determination among all to explore new partnerships, technologies and financing to give people the dignity and resources they are calling for.

14.   But above all people everywhere have expressed their desire for change, not only in the World Humanitarian Summit consultations, but across the other recent UN reviews and reform processes.[1] Change that results in global leaders finding political solutions to end suffering and

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[1] Transforming our world: the 2030 Agenda for Sustainable Development; Sendai Framework for Disaster Risk Reduction 2015-20130; Addis Ababa Action Agenda of the Third International Conference on Financing for Development; Paris Agreement under the UN Framework Convention on Climate Change; 32nd International Conference of the Red Cross and Red Crescent; Report of the High-Level Independent Panel on Peace Operations in uniting strengths for politics, partnership and people; The Challenges of Sustaining Peace: Report of the Advisory Group of Experts for the 2015 Review of the UN Peacebuilding Architecture; A Global Study on the Implementation of UN Security Council resolution 1325: Preventing Conflict, Transforming Justice, Securing the Peace; Report of the Secretary-General on women, peace and security (S/2015/716); Report of the High-Level Panel

prevent crises and to uphold the international laws they have agreed to. Change that reaches the most marginalized and furthest behind. Change that gives a voice and leadership to affected people and local organizations as primary agents of their own destiny. Change that promotes self-reliance rather than perpetuates dependence on international assistance. Change that ushers in a new model of how governments, local communities, the private sector and aid organizations work together for people in crisis. And change that inspires global leaders, international organizations and other stakeholders to assume their responsibilities with a greater sense of urgency and determination to deliver better for those who need it the most. People are looking to the World Humanitarian Summit to deliver this change.

III. One humanity: A vision for change

15.   Such change requires a unified vision. In a globalized world, this vision needs to be inclusive and universal, and bring people, communities and countries together, while recognizing and transcending cultural, religious or political difference. It needs to be grounded in mutual benefit, where all stand to gain. At a time when many express doubt in the ability of the international community to live up to the promises of the United Nations Charter to end wars or to confront global challenges, we need, more than ever, to reaffirm the values that connect us. Our vision for change therefore must be grounded in the value that unites us: our common humanity.

16.   This common humanity has many different ethnic and national identities, religious beliefs and cultural customs. Yet it connects in the universal principle that there is inherent dignity and worth in every individual that must be protected, respected and given the opportunity and conditions to flourish. I have seen this reaffirmed across the world. People call for safety, dignity and an opportunity to thrive.

17.   People want to be safe: free from violence, oppression, persecution and fear. Without physical security none of their other needs, rights and aspirations can be met. Services cannot be accessed, livelihoods and education cannot continue, and prosperity cannot be achieved. People want to be treated with dignity and to know that their life matters, without distinction by gender, race, national or social origin, religious belief, political affiliation, property, or birth or any other status. People want to express their needs and desires, and know that their voice makes a difference. People want to be recognized and empowered as the central agent of their lives and their futures. And people want to thrive, to be self-reliant and to improve life for themselves and for their families. These needs, desires and aspirations do not stop in a crisis.

18.   These desires are not complicated or abstract. They are all very real and human. The nature of them so inherent and universally agreed that they can also be seen throughout the preambles of national constitutions and at the heart of many religions. They are also central to our international order. The inherent dignity and worth of the human person, equality between men and women, and the economic and social advancement of all peoples is the bedrock of the UN

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on Humanitarian Financing, *Too important to fail-addressing the humanitarian financial gap*, January 2016.

Charter. To prevent and alleviate human suffering, to protect life and health, and to ensure respect for the human person is the first and most important of the humanitarian principles, one all the others work to achieve. In the Universal Declaration of Human Rights, humanity underpins the full range of human rights and fundamental freedoms that enable every man, woman and child to live free from fear and want. At the Millennium Summit, humanity was at the heart of the values agreed by world leaders to guide international relations in the twenty-first century. Last September, global leaders built on this vision for humanity, putting people at the centre of the 2030 Agenda for Sustainable Development.

19.   However, despite these affirmations of the centrality of humanity, the reality for hundreds of millions of people in conflicts, disasters or situations of chronic poverty and deprivation is that humanity remains a daily struggle for life and dignity, safety, food, shelter, education and health care, as well as for advancement. They are not concerned with whether the international community can agree upon humanity, core values and principles at a normative level. They are concerned with whether the international community can turn this vision into a reality for each of them. Their concern must become ours, and their daily struggle our responsibility.

IV.   Humanity, a shared responsibility: Confronting the challenges of our time together

20.   Achieving these affirmations of humanity for millions of people will need to go beyond a declaratory vision. It will need to shape our politics, steer our behaviour, and be a consistent driver of our political, social and financial decisions. Humanity will need to become inseparable from our responsibility to act. Accepting and acting upon our individual and shared responsibilities must therefore be the central theme of the World Humanitarian Summit.

21.   In drawing from recent reviews and international reform processes and the World Humanitarian Summit consultations, I believe the following core responsibilities are critical to delivering better for humanity: 1) global leadership to prevent and end conflicts; 2) uphold the norms that safeguard humanity; 3) leave no one behind; 4) change people's lives – from delivering aid to ending need; and 5) invest in humanity.

A.   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 societies.

22.   Wars lead to prolonged human suffering and political turmoil. Humanitarian assistance may ameliorate this suffering and peacekeepers may stabilize situations, but they cannot create

lasting peace and prosperity. Preventing and ending conflicts and building peace is recognized in the United Nations Charter as our first and foremost responsibility to humanity. Yet, this effort is not where our political leadership or resources are presently focused. The World Humanitarian Summit should be the turning point at which we re-affirm our commitment to our responsibilities as States, international organizations, the private sector, civil society and individual leaders.

23.   After declining in the late 1990s and early 2000s, major civil wars increased from four in 2007 to eleven in 2014.[2] The root causes of each conflict are different and complex. The result is often the same: conflicts emerge in places once considered secure, they gain in intensity and they relapse where once thought resolved. A third of today's civil wars see involvement of external actors supporting one or more parties to a conflict. This "internationalization" makes civil wars more deadly and prolonged.[3] Transnational criminal groups thrive in fragile and conflict-affected States, particularly in urban cities, destabilizing post-conflict countries, undermining State-building efforts and prolonging violence.

24.   Negotiating peace agreements and settlements has also become more difficult. The number of parties to a conflict has increased dramatically and their diverging interests now require the parallel engagement of a variety of actors: global powers, States with regional influence, international and regional organizations, and individuals with political or economic influence. But involving more actors can add to the complexity and duration of conflict resolution efforts and lead to duplication or counter-productive processes. Armed groups can be difficult to engage and negotiate with and may defy settlements that have been reached.

25.   As a result of these trends, the international community is in a state of constant crisis management. Between 2012 and 2014, non-United Nations peace-keeping forces increased by 60 per cent.[4] Almost two-thirds of UN peacekeepers and almost 90 per cent of personnel in United Nations Special Political Missions are working in or on countries experiencing high-intensity conflict.[5] Missions now last on average three-times longer than their predecessors.[6] Over 80 per cent of humanitarian funding requested by the United Nations goes towards meeting life-saving needs in conflict settings.[7] The international community is increasing its response to crises while struggling to find sustainable political and security solutions to end

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[2] Representing a mix of both new conflicts and of previously low-intensity violence that has dramatically 'scaled up' to 'civil war'. Von Einsiedel, S., *Major Recent Trends in Violence Conflict*, Occasional Paper (Tokyo, University Centre for Policy Research, 2014).

[3] Von Einsiedel, S, *Major Recent Trends in Violence Conflict*, Occasional Paper (Tokyo, University Centre for Policy Research, 2014).

[4] *Global Peace Operations Review* (2015). Figure excludes the NATO mission in Afghanistan.

[5] Von Einsiedel, S., *Major Recent Trends in Violence Conflict*, Occasional Paper (Tokyo, University Centre for Policy Research, 2014); *Report of the Advisory Group of Experts for the 2015 Review of the United Nations Peacebuilding Architecture*, June 2015.

[6] Von Einsiedel, S., *Major Recent Trends in Violence Conflict*, Occasional Paper (Tokyo, University Centre for Policy Research, 2014); *High-Level Independent Panel on Peace Operations on united our strengths for peace: politics, partnership and people*, June 2015.

[7] Between 2002 and 2013, 86 per cent of resources requested through United Nations humanitarian appeals were destined to humanitarian action in conflict situations ($83 billion out of $96 billion). *Report of the Secretary-General on Strengthening of the coordination of emergency humanitarian assistance of the United Nations* (A/69/80-E/2014/68).

them.

26.   The economic and financial cost of conflict and violence in 2014 has been estimated by some to be US$14.3 trillion, or 13.4 per cent of the global economy.[8] Yet it is the human cost that is most devastating, rendering conflict the biggest obstacle to human development.[9] The use of urban centres as battlegrounds has led to more civilians being killed and vital infrastructure being destroyed. Civilians suffer from long-term injuries and psychosocial trauma from combat, rape and torture. Health systems and water infrastructure are destroyed and disease spreads. Agriculture is interrupted and food stocks depleted, and endemic hunger, malnutrition and child stunting follow. Schools are destroyed, education ceases, and children fall prey to abuse, trafficking and forced recruitment. Women are stripped of their rights and deliberately targeted. People flee their homes in the millions, moving from town to town, across seas and over borders. The effects last for generations: widespread fear, distrust and tensions that run along ethnic, religious or political lines. Countries coming out of prolonged civil war are never the same, their social and political fabric changed forever.

27.   When conflicts are protracted and intractable, often it seems to be easier for the international community to invest in humanitarian responses than in concerted efforts to prevent and resolve conflicts. But humanitarian assistance will never be the solution and deployments of peacekeepers will not be enough. As the high-level reviews over the past year have emphasized, the answer ultimately lies in far greater global leadership to find political solutions, along with a cultural, operational and financial reprioritization toward prevention.[10]

28.   While this finding is not new, a lack of risk-tolerance and a demand for short-term, measurable results has thwarted early and sustained engagement that is focused on prevention and peacebuilding in countries most at risk of conflict. Capacities to analyse and monitor situations are insufficient and not often sustained. Early warning signs are not acted upon. Political leadership is too often only triggered by immediate, narrowly defined national security and economic interests and only once a situation has deteriorated. Some crises enjoy high-level political attention while others appear forgotten altogether. Some conflicts are so intense, complex, long-standing or geo-politically divided that it appears efforts to find political solutions have been suspended.

29.   A shift from perpetual crisis management toward effectively managing prevention and early action is urgently needed. In the follow-up to the recommendations of the High-Level Independent Panel on Peace Operations and the 2015 Review of the United Nations Peacebuilding Architecture, as well as through the Human Rights Up Front Initiative, the United Nations is undergoing a series of transformations to make early warning, prevention and conflict resolution a greater priority. However, the primary responsibility for conflict

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[8] Institute for Economics and Peace, *Global Peace Index,* 2015.
[9] United Nations, *The Millennium Development Goals Report,* 2015.
[10] *High-Level Independent Panel on Peace Operations on united our strengths for peace: politics, partnership and people,* June 2015; *Report of the Advisory Group of Experts for the 2015 Review of the United Nations Peacebuilding Architecture*, June 2015.

prevention and resolution lies with Member States and the United Nations Security Council. Global leaders need to take far greater ownership of political solutions to existing conflicts and to preventing new ones, working nationally, regionally and through their membership of the United Nations.

30.   The effort necessary to prevent and resolve conflict will be massive, but can be broken down into sets of core actions. They include demonstrating courageous leadership, acting early, investing in stability, and ensuring broad participation by affected people and other stakeholders.

Demonstrate timely, coherent and decisive political leadership

31.   Successful prevention rarely makes the headlines, and decisions to act early or with compassion may even be criticized. But for millions of people dying or suffering daily in conflict, there can be no alternative to timely, coherent and decisive leadership. Leaders must look beyond national interests and focus more on the interests of our common humanity in order to better address the causes of crises, including displacement: long-standing social and economic inequalities; corruption and injustice; and the failure to respect and uphold international humanitarian and human rights laws. To embark on a path to end conflict and reach political settlements that address these causes requires a willingness to set aside differences entrenched in political positions.

32.   Political leaders need to guide national discourse, spark public debate and build support for policies that uphold the humanity of others. They must speak against fear-driven rhetoric. Compassionate, courageous and coordinated leadership is needed to open borders to those fleeing conflict, violence and persecution. To confront the challenges that face us, leaders must become more determined, bold and willing to use their positions in every way they can to deliver better outcomes for people in need, and to commit to the long path ahead.

Act early

Invest in risk analysis and act on findings

33.   National governments and regional and international organizations should increase their capacity to analyse risks and monitor deteriorating situations. Violations of human rights and violence against civilians, political exclusion, judicial bias, socio-economic marginalization, corruption and an influx of arms can be key indicators for political tension, risk of violence, or the outbreak or relapse of conflict.

34.   Information, however, must be matched with early action and the necessary resources. There is no shortage of warning signs or tools for conflict prevention: it is the repeated and systemic failure to act that has been the greatest obstacle. This problem will persist until States accept that with sovereignty comes responsibility to protect their populations from violence and war and to work closely with bilateral and regional actors, the UN and other international organizations to diffuse tensions, stop violations of human rights, and prevent conflicts.

National leaders need to be more willing to accept information and analysis and to act before situations deteriorate, seeking and/or accepting early assistance from bilateral, regional and international partners as needed.

35. Consistent with my Human Rights Up Front initiative, I will continue to speak up for millions of people who suffer and bring to the Security Council's early attention full information with respect to the risks or occurrence of serious violations of international humanitarian or human rights law. The United Nations system must be more proficient in identifying early signs of violations and deteriorating situations, and develop early responses in partnership with States. This is a key to prevention of humanitarian crises. While Human Rights up Front is an internal United Nations initiative, its spirit is one that speaks to the very purposes of the United Nations as a whole. Member State support is important for the initiative's impact on preventive efforts and should consider embracing some of its elements when they take action.

Create political unity to prevent and not just manage crises

36. Time and again, disunity at the early stages of a crisis can stall engagement, with disastrous consequences. While there may be different interpretations of a particular context, there needs to be greater resolve to work more quickly toward unity and to ensure that initiatives to address tensions and de-escalate violence are closely aligned. The lack of early and unified political messaging at the regional and international level has often led to tragic results.

37. The United Nations Security Council, with the primary responsibility for the maintenance of international peace and security, must overcome its divisions and move from being a predominantly conflict management body to one that is actively engaged in conflict prevention. Earlier and more unified action by the Council could be a decisive factor in preventing and quickly de-escalating crises and saving lives. The Council should embrace risk analysis earlier and bring its leverage to bear to defuse tensions, urge restraint and open up space for dialogue before positions harden. The United Nations Secretariat must be bold with its recommendations to the Council. I also encourage the Council to improve the timing and quality of dialogue with the Secretariat and to request through its President a monthly update on situations of concern informed by multidisciplinary analysis.

Make success visible

38. It is easier to mobilize resources for crisis response and management than for crisis prevention. For this trend to change, more evidence and visibility of how conflict can be prevented will be necessary. The international community needs to get better at capturing success stories on conflict prevention and resolution, good practices and lessons learned. Success will only be recognized and rewarded if we can make it visible.

Stay engaged and invest in stability

39.   To be most effective, early action must take place within an expanded range of investments and time horizons, enabling us to work on more than one crisis at a time, sustain engagement before and after a crisis peaks, and invest in stability over longer timeframes.

Work on more than one crisis at a time

40.   It is clear that the international community struggles to sustain the necessary political focus and attention required to respond to multiple crises, at different stages, at the same time. It is also falls short in sustaining hard-won peace over the longer-term. Our tools and mechanisms need to be reoriented to simultaneously work on preventing and responding to crises effectively and sustainably. This shift will require dedicated, long-term capacity and leadership to look beyond only the high-profile crises of the day. The capacity, skills and number of staff in foreign and development ministries of Member States, in regional organizations and in the United Nations dedicated to working on conflict prevention and crisis resolution needs to increase substantially. Member States and global leaders with influence should also use their political and economic leverage where it achieves most impact. Not all crises are intractable or characterized by lack of unity in the international community. We must not all be absorbed by the one or two current major crises but provide political leadership, and rally engagement of others, to resolve or prevent those crises where one can more easily make a difference.

Sustain engagement

41.   Political investment and attention is rarely sustained over the lifetime of a crisis. It tends to be low at the early warning stages, high in crises and low again after a settlement. We cannot afford complacency or political disengagement in the critical "before" and "after" phases. The foreign ministries of national governments, the analytical and conflict prevention and resolution capacities of regional organizations and the United Nations need to be sustainably resourced and empowered to work quickly and effectively in the aforementioned phases.   I strongly encourage more systematic use of contact groups at the regional and international level that benefit from long-term engagement by their members. These contact groups should sustain political momentum, look beyond narrow electoral cycles, and provide a forum to exchange information and monitor developments on a continuous basis. To maintain political attention and sustained investment over the long-term, contact groups could explore the possibility of "mini-Marshall Plans" after conflicts.

Invest in stability and change timeframes for results

42.   Successful prevention starts long before crisis situations deteriorate or serious violations of human rights and humanitarian law are committed. To become better at prevention, there will need to be more sustained investment and engagement in promoting peaceful and inclusive societies, creating and strengthening legitimate and inclusive institutions, providing access to

justice for all, and reactivating markets and economies. Political leaders need to restore trust and faith in public institutions so they are able to make a positive difference to people at all levels.

43.   There also needs to be a shift from "media headline" funding to "stability investment". Financing should be equitable and based on risk analysis and not simply on geo-political interests. It needs to be predictable, long-term and evidence-based. There also needs to be acceptance of the fact that results will not materialize in short timeframes and might be difficult to measure or require qualitative methods. Transformations of institutions can take between 20 and 30 years for adequate improvements.[11] In line with the provisions in the 2030 Agenda, assistance frameworks and strategic goals of national governments and international partners should be adjusted accordingly to 10-15 -year time spans to reflect this reality better. Strengthening the evidence base will be important for financing the humanitarian, development and peace-building interventions known to prevent conflicts, reduce people's vulnerability, and contribute to peaceful and inclusive societies.

Develop solutions with and for people

44.   Successful crisis and conflict prevention or resolution requires the robust engagement of people and civil society in political and governance processes. Local constituencies and strong national civil society mobilize public opinion against violence and demand peace. Their participation is critical to address marginalization and ensure that political solutions benefit the whole population, not just elites or select groups. Leaders should promote and require the inclusion of women and women's groups into decision-making at all levels. Unquestionable evidence proves that women's meaningful participation increases the effectiveness of humanitarian assistance, the credibility and quality of peacekeeping, the pace of economic recovery in post-conflict settings, and the sustainability of peace agreements. Political solutions are most likely to be supported by civil societies and be successful in the long term when both men and women are party to them. I also encourage national and local governments to establish platforms with civil society that enable men and women of all ages, different religions and ethnicities to voice opinions, engage and work together on civic issues.

45.   In a multi-polar and globalized world, different groups and individuals must get engaged and exercise leadership. Young people, in particular, have an important role in shifting mind sets and attitudes. They are our future leaders and must be part of developing and implementing solutions to create stability, with a voice in national parliaments and political processes. Faith-based dialogue can be crucial to preventive diplomacy, addressing grievances after a conflict has broken out, and promoting long-term community reconciliation efforts. Faith leaders have a responsibility to use their influence with their constituencies and government leaders to promote stability, reconciliation and social cohesion. Finally, private sector leaders and business councils are not only providers of goods or logistics. They also have interests in stable economic markets, in healthy and secure consumers who can purchase their products and services, and in good governance and strong institutions. I encourage business leaders to use

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[11] World Bank, *World Development Report,* 2011.

their knowledge, technology, and individual influence and leverage to promote sustainable solutions that bring stability and dignity to people's lives.

B.   Core Responsibility Two: Uphold the norms that safeguard humanity

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

46.   Over the past 150 years, and in the last two decades in particular, we have invested considerable effort and political will into strengthening the international legal frameworks governing the rules of war, promoting the protection of civilians, restricting the use and transfer of certain arms and ammunition, setting up human rights monitoring mechanisms, and establishing courts to address the most serious violations of international humanitarian and human rights law. Human rights advocacy and the protection of civilians are now a universal affair. And yet, our global landscape is still blighted with the brazen and brutal erosion of respect for international human rights and humanitarian law. Every day, civilians are deliberately or indiscriminately injured and killed. Airstrikes rip families apart. Women and girls are abused and sold as sexual slaves. Populations in besieged areas are deliberately starved, intimidated and deprived of essential goods for years. Journalists are detained or killed. Schools, hospitals and places of worship are bombed at alarming levels. Monuments that have stood for millennia as emblems of culture and civilization are deliberately reduced to rubble. The brutality of today's armed conflicts and the utter lack of respect for the fundamental rules of international humanitarian law—on care for the wounded and sick, humane treatment, and the distinction between civilians and combatants—threaten to unravel 150 years of achievements, and to regress to an era of war without limits.

47.   Urban areas have become death traps for thousands of civilians. Airstrikes labelled "surgical" end up causing indiscriminate casualties and destruction. An appalling 92 per cent of people killed or injured by the use of explosive weapons in populated areas are civilians. Cluster munitions continue to maim, kill and devastate even years after hostilities are over, with children making up half of those killed and injured. In 2014, 80 per cent of recorded landmine and explosive remnant of war casualties were civilian, with an incidence rate of ten casualties per day.[12] Humanitarian and healthcare workers are kidnapped and killed, medical facilities and ambulances looted and destroyed as a tactic of warfare. The denial and deliberate obstruction of access for humanitarian relief operations only exacerbates death, suffering and vulnerabilities. People continue to be arbitrarily arrested and detained, ill-treated and tortured, often without safeguards or access to justice and effective remedies. All this violence is directly fuelled by irresponsible and illicit arms transfers. The result is an indictment of our common humanity: people fleeing the horrors of war and abuse across seas and deserts, often in

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[12] Landmine and Cluster Munition Monitor, *Landmine Monitor,* 2015.

dehumanizing conditions and in many cases without any prospect of return. At the end of 2014, almost 60 million people were forcibly displaced, either in their country or across borders. [13]

48. Flouting the most basic rules governing the conduct of war has become contagious, creating further risks to reinterpret and blur their application. The failure to demand and promote respect for our shared norms, to enforce the law, and to support or cooperate with national and international monitoring and accountability mechanisms all contribute to the erosion of the rule of law and bring about great human suffering. When States disrespect or undermine international humanitarian and human rights law, including through expansive interpretations, other States and non-State actors regard this as an invitation to do the same. A global society without a common adherence to rules and norms surely cannot be our goal. Indifference and inertia cannot be our mantra. We can—and we must—do better.

49. Member States must seize the opportunity of the World Humanitarian Summit to recommit to protecting civilians and the human rights of all by respecting the rules they have already agreed upon. Ensuring the centrality of protection and preserving the humanity and dignity of affected people in all circumstances must drive our individual and collective action. Our commitment, strategies, activities and resources must be geared towards preserving the safety, physical integrity and dignity of affected people. We can start by taking action to ensure humanitarian access, seek and speak out about violations, improve compliance and accountability, and affirm the norms that safeguard our humanity.

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

Uphold the cardinal rules

50. All State and non-State parties to armed conflict must comply with the customary rules of distinction, proportionality and precautions. Attacks directed against civilians, persons hors de combat and civilian objects, the use of indiscriminate means such as improvised explosive devices, and the use of civilians to shield military objectives are all prohibited. Schools, hospitals, places of worship and other critical civilian infrastructure must not only be spared from military force, but also from military use. Through legislation, military manuals and procedures and other measures, States must limit military use of these places that could render them military objectives.

51. State and non-State parties must refrain from expansive and contentious interpretations that dangerously expand the range of weapons, tactics, targets and incidental civilian casualties considered permissible. They must repel any inclination to broaden or blur the rules, and instead must apply the law with the requirements of humanity in mind. Counter-terrorism efforts, asymmetric warfare, and the emergence of new threats and enemies cannot legitimize the loosening, or the outright dismissal, of rules that aim to spare civilians and limit harm to what is necessary to weaken the enemy. At a time when most conflicts are non-international, it

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[13] UNHCR, *Global Trends: World at War,* 2015.

is critical for impartial humanitarian actors to engage in dialogue with States as well as non-State armed groups to enhance their acceptance, understanding and implementation of obligations under international humanitarian and human rights law.

Stop bombing and shelling populated areas

52.   Whether by shelling or aerial bombardment, suicide or car bombs, the use of explosive weapons in populated areas is the primary killer of civilians in conflict. The effects of these weapons are widely known. Those who plan or decide to launch barrel bombs, mortars, rockets, or other explosives with wide-area effects into urban areas can easily anticipate that they will cause excessive harm and destruction by killing large numbers of civilians, destroying homes, severely hindering critical services, and leaving behind explosive remnants of war for years. While the use of many of these weapons is not per se prohibited by international law, the cardinal rules of distinction, proportionality and precautions circumscribe the use of explosive weapons in populated areas and must always inform military planning and decision-making.

53.   Firm political commitments to constrain the use of these weapons are an essential step. States should improve, collect and exchange good policies, practices and lessons learned on minimizing impacts on civilians, and on practical measures civilians in exposed areas can take to protect against explosive weapons. Experts should simulate their effects in urban areas and make the results available for all military forces. Targets and indicators are needed to monitor progress in reducing their humanitarian impact in populated areas. The reckless bombardment and shelling of civilian neighbourhoods must be consistently recorded, investigated, and referred to relevant national and international courts.

Ensure full access to and protection of the humanitarian and medical mission

Meet people's essential needs

54.   States bear the primary responsibility to respect and ensure the human rights of all individuals within their territory and subject to their jurisdiction. Parties to armed conflict have the obligation to meet the essential needs for food, water, medical care and shelter of persons living under their control. Affected people have a right to receive assistance, including from impartial humanitarian organizations. This is a core obligation of parties to conflict and a fundamental prerequisite of humanity. Where people's essential needs are not being met, parties to armed conflict have an obligation to allow and facilitate access for impartial humanitarian assistance. This is not a mere technical requirement. It is essential to save lives and reduce suffering, and must always override the political interests of parties to armed conflict and their allies. Denying humanitarian access to besieged areas in order to achieve military gains is deplorable and against the law.

55.   The humanitarian principles—humanity, impartiality, neutrality and independence—are central to obtaining access to populations in need. Ensuring that all humanitarian assistance is impartial, neutral and independent from military interventions or political agendas is critical

for humanitarian organizations to earn trust and acceptance among State and non-State armed groups, and to gain and maintain access and operate in safety.

56.   Under international humanitarian law, organizations that are impartial and humanitarian are entitled to make offers of services. Yet, today's reality is a daily struggle for many humanitarian organizations to gain access to people in need. States do not enjoy unfettered discretion to turn down offers of humanitarian assistance if persons are in need of relief. Whenever the essential needs of civilians are not being met, concerned States must not arbitrarily withhold consent to humanitarian relief operations. The onus for securing access cannot rest solely on humanitarian actors, and States should justify any refusal of relief. Mechanisms to verify and inspect humanitarian convoys can be useful in overcoming reticence about allowing access for humanitarian relief. State and non-State parties must ensure freedom of movement of humanitarian personnel and adopt clear, simple and expedited procedures to facilitate their rapid and unimpeded access. States, and the Security Council in particular, play a critical role in ensuring humanitarian access. Where access to people in need is arbitrarily denied or hindered, such acts must be effectively addressed at the highest political level. States and the Council must ensure accountability and work to overcome instances of arbitrary denial of access.

57.   Member States and the Security Council should also ensure that counter-terrorism or counter-insurgency measures do not inhibit humanitarian action or prevent funding for humanitarian operations. Any measures should include the necessary exemptions to allow humanitarian organizations to engage in dialogue and coordinate with all parties to armed conflict in order to reach those in need and alleviate suffering.

Respect and protect the humanitarian and medical mission

58.   The delivery of food, water, medicine, essential health services and shelter to civilians in need demands the highest respect and protection from the effects of hostilities. Yet, all too frequently, health care practitioners, facilities, transport and patients are attacked, humanitarian workers killed and convoys looted, often as a tactic of war. We must do much more to reverse this deplorable trend. We must re-double our effort to remind all State and non-State parties to armed conflict that they are bound by a strict obligation to respect and protect humanitarian and medical health care workers and facilities, as well as the wounded and sick, against attacks, threats or other violent acts that prevent them from fulfilling their exclusively humanitarian function. In fulfilling their obligation to protect humanitarian and health care personnel and facilities, States and other parties to conflict must ensure that all context-specific political, legal, social and safety measures are put in place and strictly adhered to in order to protect humanitarian and medical personnel and facilities. Hospitals must be sanctuaries in wartime. The enactment and enforcement of domestic laws and regulations, education and training, cooperation with local communities, and the systematic collection and reporting of data on violations will help enhance the delivery and safety of humanitarian and medical assistance.

Speak out on violations

59.   Remaining silent while serious violations of international law are unfolding is morally unacceptable and undermines States' legal obligations. Our common humanity demands that we must do everything we can to prevent and end violations and hold perpetrators accountable. Gathering facts, taking preventive and protective action, including speaking out against violations, recognizing victims' suffering and advocating for proactive solutions are among the most basic duties we owe to people enduring the effects of armed conflict.

Seek the facts

60.   States must seize upon every available tracking, investigative, reporting and decision-making mechanism to enhance compliance with international humanitarian law. Tools must be in place to systematically track, collate, analyse, report, and where necessary, investigate, on the use of certain weapons and tactics of war, civilian casualties and damage to civilian objects, and to prosecute serious violations. Options include recording and sharing digital evidence of crimes, a central register for tracking and recording violations, or a dedicated "watchdog" to systematically track, collect data, and report on trends of violations, gaps in compliance, accountability and State cooperation in all conflicts. Reliable data and information, even from public sources, does not only reveal trends, threats and vulnerabilities, but is a powerful driver of respect and compliance with international law. Most importantly, it can promote early and effective preventive and protective action. Journalists, human rights defenders, and civil society can all play an important role in reporting facts as they happen.

61.   Where national fact-finding endeavours are insufficient, the Security Council or Human Rights Council, and States, including those party to armed conflict, should mandate independent and impartial commissions of inquiry to assist the international community in ascertaining facts and recommending the way forward in protecting rights. States should also use the International Humanitarian Fact-Finding Commission's role of enquiry into serious violations of international humanitarian law in all types of armed conflict, and strive to make its findings available to affected parties.

Systematically condemn serious violations

62.   Whenever serious violations of international humanitarian and human rights law occur, global leaders, governments and concerned individuals must systematically condemn them. Even where we may not be able to stop violence and suffering immediately, we have a minimum responsibility to speak out and ensure that the facts are known. The experience of the United Nations has shown that speaking up earlier usually strengthens our role. In the context of my Human Rights Up Front initiative, I have asked all United Nations senior officials to do so and I encourage all United Nations staff to act with moral courage in the face of early, serious and/or large-scale violations. I also exhort all relevant actors and stakeholders to end the double standard of condemning the violations of some while not of others. This weakens the collective resolve to prevent conflicts and our credibility in demanding compliance the law.

Take concrete steps to improve compliance and accountability

Ensure respect through spheres of influence

63.   All States must use their political and economic leverage to ensure that parties to armed conflict comply with international humanitarian and human rights 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 and coercive measures against parties and individuals who violate their obligations to protect civilians. In the spirit of the Arms Trade Treaty and similar regional instruments, States that export conventional weapons must assess the likelihood that they 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. Any State that does not dedicate effort to enhancing compliance with the law ultimately contributes to its erosion. Ensuring respect for international humanitarian and human rights law, and protecting civilians, must become a priority national interest of Member States, and a central driver of foreign policies and international relations. Finally, each one of us has the moral obligation to speak against violations, and to use our sphere of influence to shape the policies and decisions of our leaders.

Reinforce our global justice system

64.   All States need to redouble their efforts to fight impunity and establish a truly global justice system. Effective investigations into allegations of serious violations must be systematically conducted and perpetrators prosecuted. Structures and practices must be put in place by States to ensure enforcement of the law, including robust legislation that encompasses the full range of international crimes and establishes universal jurisdiction over them. Good practices in evidence gathering and witness protection, cooperation between governments and with international courts, and other accountability mechanisms, legal training, impartial judiciaries, judicial guarantees for the accused and adequate resourcing of national and international judicial and law enforcement institutions are all critical in this endeavour.

65.   International investigative and judicial systems should be strengthened to complement national frameworks, and the International Criminal Court (ICC) should be used when national options prove inadequate. The establishment of the ICC is one of the great achievements of the last 25 years, aimed at ending impunity and upholding the rules safeguarding humanity. We must reinvigorate enthusiasm and the sense of historic achievement leading to the adoption of the Rome Statute. States must provide sustained political, financial, judicial and technical cooperation and support to fulfil the Court's mandate, to investigate and prosecute crimes more systematically.

66.   Among the most appalling crimes is sexual and gender-based violence. Perpetrators must be held to account and the rampant impunity witnessed in conflicts around the world must be stopped. States who have not already adopted national legislation in line with international norms on women's rights, including outlawing all forms of violence against women and girls,

must do so without delay. National justice systems must be strengthened to investigate and prosecute gender-based violence, as part of a long-term effort to end discrimination against women and girls in institutional and cultural structures, in both peacetime and crises. Demanding and resourcing these efforts must be a top priority for international, national and community leaders.

Seize the Security Council

67.   As a standard practice, the Security Council should call upon parties to conflict, and multinational forces that it has authorized, to uphold their international humanitarian law and human rights obligations. The Security Council should be automatically seized whenever serious violations of international humanitarian or human rights law are alleged and the protection of civilians is in jeopardy. I join others in urging the Council's permanent members to withhold their veto power on measures addressing mass atrocities. All Security Council members should make a political commitment to support timely and decisive action in situations involving the most serious international crimes, and not to vote against credible resolutions aimed at preventing or ending them. Anything short of unified Security Council action in the face of serious violations will undermine the credibility and purpose of the United Nations Charter and foster a culture of selective impunity.

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

Launch a global campaign

68.   We must launch a global effort to mobilize States Parties, civil society and other global leaders to prevent the erosion of international humanitarian and human rights law, demand greater compliance with them and uncompromisingly pursue the protection of civilians. Compliance with international law and the protection of civilians must remain a central concern. There can be no flexibility and no overriding concerns in our determination to protect civilians and reverse their plight. We owe it to the millions of people affected by war to end their suffering and ensure it does not recur. Faced with those who evade or disrespect the law, the United Nations must remain a place to uphold and affirm it.

Adhere to core instruments

69.   I urge all States that are not already parties to core international humanitarian law and human rights conventions to accede to them with urgency, and to commit to doing so at the World Humanitarian Summit. Governments, civil society and individuals should mobilize and advocate for accession to and implementation of international humanitarian and human rights law instruments, including among others, the 1977 Protocols additional to the 1949 Geneva Conventions, the Rome Statute of the International Criminal Court as amended, the 1951 Convention relating to Refugees and its 1967 Protocol, the Convention on Cluster Munitions, the Antipersonnel Mine Ban Treaty, the Arms Trade Treaty, the International Covenant on

Economic, Social and Cultural Rights, the International Convention on the Elimination of All Forms of Racial Discrimination, the Convention on the Elimination of all Forms of Discrimination Against Women, the International Covenant on Civil and Political Rights, the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, Convention on the Rights of the Child and its Optional Protocol on the involvement of children in armed conflict, International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, the International Convention for the Protection of All Persons from Enforced Disappearance, International Convention on the Rights of Persons with Disabilities, the Kampala Convention for the Protection and Assistance of Internally Displaced Persons in Africa, and the Convention Relating to the Status of Stateless Persons.

Actively promote compliance and engage in dialogue regularly

70. Regular meetings of States Parties and experts should be convened to discuss implementation of international humanitarian and human rights law and the emergence of new challenges to reinforce its relevance, identify areas requiring clarification, offer opportunities for legal assistance, and ultimately ensure compliance to strengthen both the law and its application. High-level United Nations Member State forums such as the General Assembly, Security Council or the Human Rights Council, the United Nations human rights treaty bodies as well as mechanisms of other regional and international organizations, should be more widely used for dialogue on compliance with international humanitarian and human rights law. Ultimately, however, it will be critical for States Parties to international treaties to accept their responsibility to ensure compliance and find meaningful ways to strengthen their mutual accountability in this respect. Individual and collective efforts to promote and ensure respect for the norms that safeguard humanity should be regularly reviewed.

71. The International Conference of the Red Cross and Red Crescent also has a key role to play in this respect. The 32nd International Conference recommended the continuation of "a State-driven inter-governmental consultation process to find agreement on features and functions of a potential forum of States and to find ways to enhance the implementation of international humanitarian law, using the potential of the International Conference and International Humanitarian Law regional forums". I encourage States to actively support the next phase of the process, which will be facilitated by Switzerland in conjunction with the International Committee of the Red Cross.

C. Core Responsibility Three: Leave no one behind

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

72. Leaving no one behind is a central aspiration of most political, ethical or religious codes and has always been at the heart of the humanitarian imperative. The pledge to leave no one

behind is the central theme of the 2030 Agenda and has placed a new obligation on us all to reach those in situations of conflict, disasters, vulnerability and risk first so that they benefit from and contribute to sustainable long-term development. The World Humanitarian Summit provides a first test of the international community's commitment to transforming the lives of those most at risk of being left behind.

73.   One of the most visible consequences of conflict, violence and disasters has been the mass displacement of people within countries or across borders, often for protracted periods. Every day in 2014, conflicts and violence forced approximately 42,500 people to flee their homes and seek safety either internally or across borders. As a result the number of internally displaced persons (IDPs), refugees and asylum-seekers, reached nearly 60 million.[14] In 2014 one estimate suggested that the average length of displacement due to war and persecution is 17 years. Fewer refugees returned than at any point in 30 years, with only one per cent of refugees being able to return home in 2014. Millions more people are displaced by disasters triggered by natural hazards, a figure that has increased by 60 per cent from 1970 to 2014; with an average of more than 26 million people newly displaced in each of the last seven years.[15] More frequent and intense extreme weather events associated with climate change, including rising sea levels, are expected to increase this trend further.[16]

74.   Patterns of displacement have changed as well. Over half of the 19.5 million refugees and 38 million IDPs now reside outside camps in cities or informal settlements. In urban areas they are at risk of falling to the bottom of society, as they are not easily identifiable and tend to be unemployed or work in low-paid insecure or informal sectors; to be in female-headed households; to have children at work instead of school; and to experience housing insecurity. National and local health and education systems, social protection mechanisms and infrastructure may be unavailable or overwhelmed by the volume of demand. Those displaced in camps often survive on inadequate humanitarian assistance, with few opportunities for self-reliance, living in the margins and routinely overlooked by national programmes for sustainable development.

75.   Increasing numbers of migrants are crossing international borders in search of protection and a better life. During the past 15 years, the number of international migrants has soared from 173 million to 244 million,[17] a figure that is likely to continue to rise. While millions of international migrants cross borders safely each year, for some the journey is a perilous one. In 2015, more than 5,000 migrants lost their lives.[18] Since the beginning of the millennium, more than 45,000 migrants are reported to have died at land or sea, though the actual figure is probably higher.[19] Thousands more are exploited and abused by human traffickers each year, or face discrimination and xenophobia in countries of transit or destination. Other migrants caught

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[14] UNHCR, *Global Trends: World at War*, 2015; UNHCR press release "UNHCR report confirms worldwide rise in forced displacement in first half 2015" (18 December 2015).

[15] IDMC, *Global Estimates 2015: People Displaced by Disasters*, 2015.

[16] IDMC, *Disaster-related displacement risk: Measuring the risk and addressing its drivers*, 2015.

[17] Department of Economic and Social Affairs, Population Division, *Trends in International Migration,* 2015 Population Facts No.2015/4 (December) (from 2000 to 2015).

[18] IOM Missing Migrants Project, *Latest Global Figures*, 2015.

[19] IOM, *Fatal Journeys: Tracking Lives Lost During Migration*, 2014.

in crisis may not receive the assistance they need due to language barriers or fear of arrest or discrimination.

76.   While many people are excluded from government services or inadequately reached by national, humanitarian and development programmes, some are deprived of a legal identity altogether. At least 10 million people are stateless worldwide, a third of them children, unable to claim rights, protection, education, health care and others services and jobs through a national system.[20]

77.   Women and girls will continue to be left behind if their voices are not heard, their capabilities not recognized, and their opportunity denied to participate in and to lead decision-making. Women and girls may suffer multiple forms of discrimination in a crisis if they are displaced, migrants, in an ethnic minority, single mothers, stateless or have disabilities. Discrimination also often leaves them without access to crucial health, legal, and psychosocial services and safe and sufficient livelihood opportunities. In some crisis settings, gender-based violence affects over 70 per cent of women.[21] The social stigma and shame that is attached along with insufficient access to health care services, often leads to a second wave of neglect and suffering.

78.   In 2014, children constituted 51 per cent of the refugee population, the highest percentage in more than a decade.[22] About half of the world's refugee children are missing out on primary education and three quarters do not have access to secondary education. Conflict-affected countries are home to over 20 per cent of all children of primary school age, but account for around half of all out-of-school children of that age.[23] Two-thirds of youth in developing economies are not studying or gaining vocational training and skills and are without work or engaged in irregular or informal employment.[24] Years of enduring conflict and exposure to violence and displacement, often paired with abuse and marginalization, can leave adolescents with extreme psychological stress, at risk of exploitation and engagement in political violence. Yet recent analysis suggests that adolescents, and specifically girls, are the age group most frequently missed by international assistance.[25] The increasingly young societies in developing countries combined with high youth unemployment makes specific work programmes, education and migration policies vital to achieving the 2030 Agenda, including building peaceful and inclusive societies.

79.   There are many others in conflict, disasters and even during peace-time who are being left behind. Persons with disabilities and older people–often suffering from physical, mental and

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[20] OCHA, *World Humanitarian Data and Trends,* 2015.

[21] World Health Organization, London School of Hygiene and Tropical Medicine and the South African Medical Research Council, *Global and regional estimates of violence against women: prevalence and health effects of intimate partner violence and non-partner sexual violence,* 2013.

[22] UNHCR, *World at War: Global Trends,* 2014.

[23] Justino, P. "Barriers to education in conflict-affected countries and policy opportunities" (2014) Paper commissioned for UIS/UNICEF, *Fixing the Broken Promise of Education for All: Findings from the global Initiative on Out-of-School Children*, 2015.

[24] UNDO, *Economic Empowerment of Youth*, no date.

[25] Mercy Corps, *No one hears us,* 2015; Casey J. and Hawrylyshyn, K., *Adolescent girls in emergencies: a neglected priority*, ODI/HPN, February 2014.

mobility limitations, social stigmatization and exclusions–are among the most marginalized. Without targeted national and international efforts they will continue to face barriers to education, health programmes, and livelihoods and be at great risk of abuse, injury and death during conflicts and disasters. People living in geographically remote, mountainous, rural or desert regions, on small islands, and in coastal or riverine areas are often isolated and highly dependent on the land and sea for livelihoods, making the impact of natural hazards, climate change, and conflicts particularly devastating. For some people living in Small Island States, rising sea levels put them at risk of losing their entire homeland. Millions of others are at risk or are actively excluded because of their race, political affiliation, religion, economic status, or sexual identity.

80. The universality of the 2030 Agenda makes it imperative that every country commit to collecting comprehensive data and analysis to better identify, prioritize and track progress of the most vulnerable and disadvantaged groups toward the SDGs. Every country should have inclusive national development strategies, laws, economic and social policies and safety nets to protect, respect and include them. In addition, there are some particular actions that are required if we are to ensure some of the most vulnerable people are not left behind.

Reduce and address displacement

Reduce forced internal displacement by 2030

81. Forced displacement is neither a short-term challenge nor primarily a humanitarian one: it is a persistent and complex political and development challenge. While humanitarian assistance to displaced populations in a crisis is essential, humanitarian organizations are left to provide short-term assistance to millions of displaced, sometimes for decades. A fundamental shift in our approach to internal displacement is therefore needed. One that goes from meeting immediate humanitarian needs to one that preserves the dignity and improves the lives and self-reliance of displaced persons. This change requires political resolve at national and international levels to address the causes of displacement and to transfer IDPs into sustainable situations of improved lives and livelihoods; for humanitarian and development actors to work together towards the reduction of displacement, differently; and for national governments to make the necessary policy shifts.

82. The 2030 Agenda declaration recognizes the importance of addressing forced displacement as part of sustainable development. For millions of those displaced within their own countries, not being left behind means the ability to return to their homes, to be better integrated into their host communities, or to be settled elsewhere if needed. It means the difference between a continued life of aid dependency and the chance of a better life in dignity and self-reliance.

83. We must therefore set a target for reducing internal displacement. In this regard, I urge everyone to collectively work towards a clear, ambitious and quantifiable target for reducing new and protracted internal displacement by 2030, in a dignified and safe manner. While effort

should be made to prevent all new forced displacement and to resolve existing displacement, a measurable target of at least 50 per cent should be set, and its implementation monitored through a set of targets and indicators.

84. To achieve this ambition, a number of critical operational and policy steps will need to be taken, adapted to each specific context:

- National governments need to recall their primary responsibility for the well-being and protection of their citizens and lead efforts to develop and implement long-term strategies to address internal displacement and support durable solutions. National governments and communities need to adopt inclusive policies to integrate displaced people better into society and social safety nets; to recognize them as socio-economic assets and contributors; to allocate the appropriate amount of domestic resources to meet their needs in a transparent and sustainable way; and to strengthen the laws that ensure the protection and human rights of displaced people. IDPs must have full freedom of movement, access to basic services, labour markets, education, durable housing, livelihood and other opportunities and secure land tenure. Underscoring all of these actions must be the understanding that efforts to reduce displacement must always guarantee voluntariness, dignity and safety. Reducing protracted internal displacement must never compromise people's rights to flee violence, persecution, or conflict, nor should it be used to condone forcible returns.

- International organizations and bilateral partners need to assist States in their efforts to reduce protracted internal displacement and not only to manage "caseloads" indefinitely. Global leaders must provide high-level political support and keep the ambition of reducing displacement by 2030 as a priority, including when meeting with relevant national governments. Accelerated and additional international financing needs to reinforce existing national systems; help build the necessary local and national mechanisms and institutions; help create local markets and incentivise local and international business communities; and promote localized programmes that address the needs of IDPs and their host communities. Humanitarian and development actors need to work collaboratively across silos and mandates to implement plans with a clear and measurable collective outcome that reduces the vulnerability of IDPs over the longer-term. Displaced people and host communities must be actively involved in the design and implementation of these outcomes.

- Regional frameworks, such as the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa, national policies and legal frameworks on internal displacement, and the Guiding Principles on Internal Displacement are important to ensure a normative system that addresses the needs of displaced persons. These instruments and policies should be developed and/or applied in other regions and countries.

85. To reduce forced displacement the political, policy and financial steps outlined above need to be applied, irrespective of whether such displacement is internal or across international

borders. However, when people do move across borders in search of protection, additional measures are needed to effectively address their assistance and protection needs.

Share responsibility for addressing large movements of refugees

86.   The large number of people fleeing conflicts, violence and persecution across borders in the past few years has found countries ill-prepared, and in some cases unwilling, to handle such influxes of people, resulting in increased suffering and death for those desperately seeking safety and a new life. Borders have closed and walls have gone up, while those countries that have generously opened their borders have been overwhelmed. A renewed global commitment to the international protection framework for refugees and asylum seekers is needed. Over the past sixty-five years, the 1951 Convention and its 1967 Protocol relating to the Status of Refugees have afforded refugee protection to people fleeing a wide array of threats in their countries of origin. These global refugee instruments are more than just legal texts: they catalyse a fundamental humanitarian tradition that has helped millions of vulnerable people at risk. The Convention and Protocol equally reflect the recognition that refugee issues are of international concern, engender international responsibilities and make international cooperation a necessity. The Convention framework sets out a broad yet minimalist set of State responsibilities. Its fundaments are unchallengeable and as essential today as they were in 1951. People should not be returned to danger, nor should they be discriminated against. They should be able to enjoy a minimum standard of treatment, such as freedom of movement, basic health, social and economic rights, and recognition of identity and legal status. It must be recognized that for asylum seekers and refugees, their lack of legal status can be their biggest vulnerability, particularly in a world so reliant on legal identity.

87.   To address one of the most critical global problems of today, a new international cooperation framework on predictable and equitable responsibility-sharing to respond to large-scale refugee movements is needed. The framework could create a mechanism for early consultation with all relevant countries and other stakeholders in the event of mass movement of refugees, addressing resourcing for host countries and, as necessary, expedited pathways for admission in third countries. The General Assembly High-Level Meeting on Addressing Large Movements of Refugees and Migrants, to be held on 19 September 2016, could be provide an ideal opportunity to develop and agree on such a framework.

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

88.   Cross-border displacement due to disasters and climate change, such as rising sea levels, is now a reality. National legislation and institutional and operational measures should be put in place alongside regional cooperation frameworks to prepare countries to receive and protect people displaced across borders due to disasters and climate change who do not have the protection of refugee status. People in Small Island Developing States that face the permanent loss of their homelands will need particular attention to ensure their continued safety, cultural identity and legal citizenship. Like those fleeing conflict, people displaced by disasters triggered by natural hazards and climate change, as well as their host countries and

communities, will need both short and long-term support.

Ensure adequate support to host countries and communities

89.   Countries and communities that host displaced persons need much greater support. Countries should review and adapt their national policies, legislation and budgets to provide displaced persons, and their host communities with better services and economic opportunities, including on housing, employment, education, and access to health care and other vital public services and infrastructure. The international community should also recognize the global public good that host countries of refugees provide by increasing their long-term, predictable and sustainable financial, policy and political support. Wherever possible, international support should complement and strengthen existing national and local systems and structures; create jobs and strengthen local markets, including through cash transfers; and provide productive and taxable economic opportunities for displaced persons and host communities. International support should also be part of area based development interventions.

90.   Reducing displacement is everyone's responsibility. The World Humanitarian Summit, the the General Assembly High-Level Meeting on Addressing Large Movements of Refugees and Migrants and other relevant meetings can make 2016 a transformative year in redefining and focusing international cooperation on one of the most critical challenges of our generation.

Address migrants' vulnerabilities and provide more regular and legal opportunities for migration

91.   The 2030 Agenda provides a partial framework to address the multiple causes of forced displacement, to strengthen the development outcomes of migration, to reduce migration's human and financial costs, and to facilitate orderly, safe and regular migration. To deliver, the international community should devise a collective and comprehensive response to displacement, migration and mobility, based on enhanced cooperation among countries of origin, transit, and destination, including along migratory routes. Such a response needs to be based on partnerships among States, international organizations, the private sector, local authorities and civil society at all levels of governance.

92.   To achieve the 2030 Agenda target of safe, orderly, and regular migration, Member States need to provide greater opportunities for regular, safe, and legal migration. They should expand and guarantee safe and legal pathways for family reunification, work and study related mobility, and where necessary, humanitarian visas and protection for those who do not fall under the 1951 Refugee Convention. We also must ensure migrants and their specific vulnerabilities are more effectively integrated into humanitarian and other response plans. And we must cooperate effectively to fight human trafficking and migrant smuggling; the latter by ensuring legal pathways; we should not criminalize migrants and erect barriers; we should prosecute those who have made a business of exploiting human misery and endangering the lives of children, youth, women and men.

End statelessness in the next decade

93. Ending statelessness within the next decade is within the power of the international community. States should support the 'I Belong' campaign to end statelessness by 2024. They should continue to accede to the United Nations Conventions on Statelessness, identify persons who are stateless or at risk and commit to finding solutions to arbitrary deprivation of nationality. Existing major situations of statelessness should be resolved by granting nationality to stateless persons in the country where they have their strongest ties, including through birth and long-term residence. Where required, laws should grant nationality to children found abandoned and those born within the territory who would otherwise be stateless. Laws should also be reformed to ensure women and men can equally confer nationality to their children. The denial, loss or deprivation of nationality on discriminatory grounds should be prevented, including in situations of state succession. Nationality documents should be issued to those entitled to them, and protection status should be granted to stateless people and their naturalization facilitated. Quantitative and qualitative data on stateless populations should be improved and made publically available.

Empower and protect women and girls

94. Women and girls' full and equal participation in civil, political, economic and social spheres and in decision-making at all levels must become the standard to which all actors, including the United Nations, are held accountable in their development and humanitarian programming and funding. We must also ensure that women of all ages benefit from the programmes provided and there is also accountability to this effect. Women's groups and women's participation have had and continue to have significant positive impacts on peace processes, combatting gender-based violence, and delivering services for communities. Given this, the minimal funding they currently receive must be immediately and substantially increased to be commensurate with their role.

95. Access to livelihoods can empower women to be self-reliant, increase their status and influence in families and communities, enable their children to stay in school and access health services, and allow them and their daughters to avoid trafficking and transactional sex. Programmes providing income-generation opportunities for women must be scaled up and expanded as part of preparedness and resilience initiatives as well as in crisis response and recovery, and done so in a manner which ensures women's safety and dignity. Web-based platforms linking women to training opportunities, suppliers, providers of finance and customers could profoundly shape and broaden livelihood opportunities.

96. Priority must also be given to providing women and adolescent girls with comprehensive sexual and reproductive health services without discrimination. To achieve the ambitions of the 2030 Agenda on maternal, newborn and adolescent health we must ensure that all women and adolescent girls can give birth safely in crisis and fragile settings, including in situations of displacement. This will require improved access to information, voluntary family planning, basic items for safe delivery and sanitary supplies, as well as improved capacity of health care systems and workers.

Eradicate gender-based violence and treat survivors with dignity

97. Gender-based violence, particularly in crises, is a serious and life-threatening issue for women and girls. In addition to the urgent need to adopt and implement laws to prevent gender-based violence and prosecute perpetrators, action is needed to combat the social stigma attached to survivors. Evidence suggests that legislation is more likely to be implemented, survivors are more willing to seek help, and social exclusion is minimised when public discourse condemns such violence. Governments and women's groups should forge partnerships to shift society's view of gender-based violence from a private and shameful experience to a fundamental human rights violation, the most extreme manifestation of gender inequality, and a public health epidemic that damages the physical and mental health of women and girls and their ability to engage in education, livelihoods and public life.

98. Comprehensive support for survivors must also be a priority action for any national and international assistance. Where preventing such violence fails, stigma, abandonment and silent pain make it paramount to work with trusted medical personnel and communities to prevent a secondary wave of suffering by neglect. Dedicated, well-resourced, community-based and comprehensive long-term support packages need to be put in place. Such packages should include: medical and trauma treatment and care that is safe, confidential and provided without discrimination; survivor-centred services, including psychosocial support and sexual and reproductive health services; and programmes that promote social inclusion.

99. Men and boys, and especially boys who are displaced or separated from their families, may be targeted for sexual exploitation and abuse. Awareness of this risk must lead to consistent efforts to prevent violence and protect individuals. They too must have access to services that enable them to receive confidential and safe health care, stay in school and avoid rejection by their communities.

Eliminate gaps in education for children, adolescents and youth

100. Education and vocational training for children, adolescents and youth, including children and youth with disabilities, is not a luxury that can stop and start due to external circumstances. Parents and children in crises identify education as one of their highest priority concerns. Education can prevent early, forced and child marriage, abuse, and recruitment of children in the short term. Sufficient domestic and international funding must be made available for quality education programmes, in and after crises, that include educational materials, teachers' salaries and psychosocial support services for all children and youth who need them. Education must be safe, inclusive, free of exploitation and protected from attacks and abuse by military groups. All education programmes should include secondary education and provide vocational opportunities, particularly for adolescent girls and boys. States should commit to providing education and certification for displaced persons, in line with national qualifications and standards.

Enable adolescents and youth to be agents of positive transformation

101. The success of the 2030 Agenda will depend on whether adolescents and youth become agents of positive change. Education, vocational and alternative livelihood opportunities must go together with young people's sustained participation, ownership and leadership in efforts to resolve conflict and in civic processes at all levels. National, local and international humanitarian and development programmes should ensure adolescents are given opportunities to engage in the recovery of their communities. Countries that host refugees should enable the integration of young people, mitigate potential grievances, and provide them the opportunities they have risked their lives to find.

102. The universality of the 2030 Agenda and the commitment to leave no one behind calls for a new era in how the international community works together in support of local and national efforts to meet needs, reduce vulnerability and change people's lives.

D. Core Responsibility Four: Change people's lives – from delivering aid to ending need

Ending need requires reinforcing local systems, anticipating crises and transcending the humanitarian-development divide.

103. The Sustainable Development Goals constitute a new era in national and international cooperation and provide a comprehensive, transformational 15-year "results framework" for all actors working to meet the needs of people. Success will now be defined by the achievement of measurable reductions in people's risk and vulnerability and their ability to become more self-reliant rather than simply attain basic needs for years on end. This will put people and their humanity at the centre of all our efforts.

104. Conflict and fragility remain the biggest threats to human development.[26] Nearly 1.4 billion people live in fragile situations, and this population is projected to grow to 1.9 billion by 2030.[27] Almost two-thirds of countries in fragility failed to meet the goal of halving poverty by 2015. By 2030, around 62 per cent of the world's poor are expected to be living in fragile situations, up from 43 per cent today.[28] States experiencing fragility are also more vulnerable to the impact of internal and external shocks, including conflict and natural hazards.

105. The impact of natural hazards on development is staggering. Future annual losses due to natural disasters are estimated at $314 billion in built environments,[29] however they are particularly devastating for people's long-term development in low and middle-income

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[26] United Nations, *The Millennium Development Goals Report,* 2015.
[27] OECD, *States of Fragility 2015 – Meeting Post-2015 Ambitions*, 2015.
[28] OECD, *States of Fragility 2015 – Meeting Post-2015 Ambitions*, 2015.
[29] UNISDR, *Global Assessment Report on Disaster Risk Reduction,* 2015.

countries that are struggling to maintain public infrastructure and services, and for Small Island Developing States where a single event can devastate economic activity for the whole country. [30] Without urgent action, increased disaster risk, fuelled by climate change, threatens to reach a tipping point where the effort and resources necessary to reduce it will exceed the capacity of future generations.

106. The impact of conflict and natural hazards is compounded by unplanned and rapid urbanization. Urban areas hold the promise of economic opportunity and access to services, but in many places they are also frontiers for conflict, violence, disaster risk, pandemics and marginalization. Over the past 40 years, the urban population in lower income and fragile situations is estimated to have increased by 326 per cent. [31] By 2014, over 800 million people were living in low-income, informal settlements, residing on land exposed to hazards and without adequate protective infrastructure, decent housing and access to basic services. [32] The number of people wounded by conflicts in urban settings or by large-scale disasters can overwhelm any local health system, quickly deplete medical and blood supplies, and hinder time-sensitive operations such as evacuating and treating the wounded.

107. While international humanitarian and development approaches bring relief and advancement to millions, they too often fail to sustainably improve the prospects of many people in fragile and crisis-prone environments. Millions are trapped in dependency on short-term aid that keeps them alive but falls short of ensuring their safety, dignity and ability to thrive and be self-reliant over the long term.

108. We must return our focus to the people at the centre of these crises, moving beyond short-term, supply-driven response efforts towards demand-driven outcomes that reduce need and vulnerability. Achieving this will require international providers to set aside artificial institutional labels of "development" or "humanitarian", working together over multi-year horizons with the SDGs as our common overall results and accountability framework. Providers of aid will need to assess what skills and assets they can contribute in a given context, at a particular time (short, medium and long-term), and toward a specific outcome.

109. To this end, we need to embrace the opportunities of the 21st century. Capacities to prevent and respond to crises are now diverse and widespread. Community-level capacity in many crisis and risk-prone environments has increased. Technology and communications have given more people the means to articulate their needs or offer their assistance more quickly. Yet, international assistance too often still works in traditional ways: focused on delivery of individual projects rather than bringing together expertise to deliver more strategic outcomes. We operate in silos created by mandates and financial structures rather than towards collective outcomes by leveraging comparative advantage. We measure success by projects achieved, people deployed, structures set up and funds released, rather than the results they produce. Achieving ambitious outcomes for people, particularly in fragile and crisis-affected

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[30] UNISDR, *Global Assessment Report on Disaster Risk Reduction*, 2015; CRED and ISDR, *The Human Cost of Weather Related Events 1995-2015,* 2015; SIDS Accelerated Modalities of Action (SAMOA) Pathway.

[31] OCHA, *World Humanitarian Data and Trends,* 2015.

[32] OCHA, *World Humanitarian Data and Trends,* 2015.

environments, requires a different kind of collaboration among governments, international humanitarian and development actors, and other actors. One that is based on complementarity, greater levels of interoperability and achieving sustainable, collective outcomes rather than coordination of individual projects and activities.

110. I therefore urge the international aid system, including the UN, NGOs, and donors to commit to working in a new paradigm marked by three fundamental shifts: 1) reinforce, do not replace, national and local systems; 2) anticipate, do not wait, for crises; and 3) transcend the humanitarian-development divide by working towards collective outcomes, based on comparative advantage and over multi-year timeframes.

Reinforce, do not replace, national and local systems

Commit to as local as possible, as international as necessary

111. Remarkable improvements have been made in the last decade at both national and local levels in preparing for and responding to crises. The international community has an obligation to respect and further strengthen this capacity and local leadership in crises, and not to put in place parallel structures that may undermine it. International partners need to make greater effort to support and enable national and local actors, to provide expertise, good practice, and add capacity and capability rather than "take over" and run the response.

112. International engagement should be based on trust and a good understanding of existing response capacity and critical gaps, to arrive at a clear assessment of comparative advantage and complementarity with national and local efforts. International support is most valued if provided predictably and sustained in the form of technical cooperation, guidance or expertise based on standards and experience. It may also come as surge support or rapid mobilization of resources to bolster or reimburse national response efforts. International actors must work together and sustainably, where necessary over multi-year time frames, to build and strengthen national and local response capacity. This will respect people's dignity and desire to be resilient, reduce dependency on foreign assistance and prevent longer-term, costly international engagements.

113. Where national and local capacities in an emergency situation cannot yet deliver to scale, rapid international assistance, including delivery of goods and services, may be required. However, connecting with and reinforcing the capacity of local responders must still be central to efforts. From the outset, international actors should be looking for opportunities to "shift tasks" and leadership to local actors. This must be the mindset and a predictable part of any international response plan from the start of an operation.

Put people at the centre: build community resilience

114. People are the central agents of their lives and are the first and last responders to any crisis. Any effort to reduce the vulnerability of people and strengthen their resilience must

begin at the local level first, with national and international efforts building on local expertise, leadership and capacities. Affected people must be consistently engaged and involved in decision-making, ensuring participation of women at all levels. Legitimate representatives of communities should be systematically placed at the leadership level in every context. People must also be able to influence decisions about how their needs are met and rely upon all actors to deliver predictably and transparently.

115. International assistance and protection providers need to understand what is truly needed by affected people and communities and how to best support preparedness, positive coping strategies and recovery. This requires a mind-set shift away from focusing on what "we" can offer toward what "people" need and want. International actors should increasingly ask "what can we do to add value to what people and communities are already doing?" This requires a deep and respectful engagement with local people, institutions, conditions and issues, and will greatly add to international aid being relevant and complementary to local and national capacities even in complex and rapidly changing contexts.

116. Assistance and protection providers should also ensure that people know what aid will be provided and make available feedback tools that enable people to easily communicate needs and concerns. These measures of direct accountability to affected people are central to delivering demand-driven and effective assistance. Today's financial incentive structure should be changed from one that incentivizes international organizations to improve their own service delivery toward one that supports genuine community engagement and a transitioning of capacity to local actors on a systematic basis.

117. Resilience and self-reliance should underpin the delivery of assistance and risk management processes. As one important example, cash-based programming supports the agency of people by allowing them to purchase the goods and services they need most while also supporting local economies. Where markets and operational contexts permit, cash-based programming should be the preferred and default method of support. Measures to enhance national social protection systems that ensure equitable access to social services, as well as safety nets that are not vulnerable to market shocks, should also be promoted.

Anticipate, do not wait, for crises

118. Today, sophisticated modelling and risk analysis can largely anticipate crises, whether man-made or natural. However, these tools have yet to translate into a change in the way the international community operates. National and international actors continue to focus their financial and human resources on costly crisis response and post-conflict interventions, rather than increasing preparedness and reducing vulnerability. The Sendai Framework for Disaster Risk Reduction 2015-2030, the 2030 Agenda and the resounding call during the WHS consultations for greater prevention and preparedness must now lead to a step change in our efforts to anticipate better and then to act to prevent crises.

119. International and bilateral cooperation and assistance must increase and be focused on strengthening local and national response capacities in risk prone countries outside of crises.

To this end, I call for the development of a comprehensive action plan by 2017 to significantly strengthen the response capacities of the 20 most risk-prone countries by 2020.[33]

Invest in data and risk analysis

120. Data and joint analysis must become the bedrock of our action. Data and analysis are the starting point for moving from a supply-driven approach to one driven by addressing the greatest risks and the needs of the most vulnerable. National governments, sub-regional, regional and international actors need to dedicate significant financial and human resource capacity towards collecting data and monitoring and analysing risk before, during and after crises, particularly in the most risk-prone countries and areas. International actors should increase their support to strengthening national and local capacity in this respect.

121. Resources should also be increased to enable mapping of the available and scalable response capacities of national, local and regional, governmental and non-governmental actors (hereafter response capacity mapping) before a crisis. Efforts should then be made to connect with and support these actors before crises happen in order to promote greater preparedness work outside of crisis periods.

122. Risk analysis and capacity mapping should be the primary basis for determining the type and level of international engagement. All actors should commit to consolidating available data in open and widely accessible data bases—with adequate security and privacy protections—to guide the efforts of all relevant actors and to inform joint analysis and a common picture of the most pressing risks. This common picture should be used to set ambitious targets towards implementing and financing preparedness and risk management strategies.

Accept, own and act on risk

123. On its own, more investment into risk analysis does not lead to better preparedness or prevention of crises. National and local authorities and other stakeholders need to recognize data and analysis identifying risk and establish clear ownership of that risk by assigning entities with the command and control necessary to manage it. International organizations and donors must reward such ownership of risk by assisting and investing in developing the necessary capacities. Failure to recognize risk, to institutionally own a response, or to act on risk and analysis has led to numerous examples of governments and the international community moving too slowly, resulting in devastating suffering and loss of life. Political and financial blockages to early action must be overcome more decisively. The good offices of bilateral or regional partners, or the United Nations and its partners, can be critical in this respect.

Deliver collective outcomes: transcend humanitarian-development divides

124. At present, in many countries humanitarian, development, peace and security and other

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[33] This could be on the basis of INFORM Index for Risk Management.

international institutions work side-by-side on differing projects but within the same communities. Too often each sector brings different goals, timeframes, disjointed data and analysis, and resources to these same communities, creating and implementing activities toward different objectives. The resulting divisions, inefficiencies and even contradictions hinder optimum results for the most vulnerable.

125. Humanitarian actors need to move beyond repeatedly carrying out short-term interventions year after year towards contributing to achieving longer-term development results. Development actors will need to plan and act with greater urgency to tackle people's vulnerability, inequality and risk as they pursue the SDGs. Development responses also need to become more predictable—both in programmatic and financial terms—from day one of a crisis, to ensure that a country is put back on the pathway to achieving resilience and national development indicators as soon as possible. This approach is consistent with some of the efforts by the United Nations Development Group to support SDG implementation, including through strengthened United Nations Development Assistance Frameworks. We must now bring the different aid communities together and use the opportunity of the 2030 Agenda, the Sendai Framework, the Paris Agreement under the United Nations Framework Convention on Climate Change and the World Humanitarian Summit to leave institutional divides behind. It is time to focus on demand rather than provision of supplies, and on collective outcomes and comparative advantage, rather than project delivery and "mandates first".

126. Based on the broad-based consultations of the WHS preparatory process with local and national actors, humanitarian and development agencies, donors and international financial institutions, and in line with my previous calls for a United Nations system that must move beyond the comfort of traditional silos, able to work across mandates, sectors and institutional boundaries, and with a greater diversity of partners, toward shared results, I believe the following eight elements are critical to achieving this new approach:

1)   Context matters: create joint problem statements driven by data and analysis

127. Context analysis is not simply an assessment of need, but rather the means to achieve a full picture of the causes of need, the most prominent risks, and available capacities and gaps in national and local systems. International actors need to be clear from the outset what problems they are trying to solve, what issues are most pressing, and how they can best support and scale-up existing national and local leadership and other capacity. Open and transparent joint needs assessments are critical in this respect. All relevant actors from national and local authorities and the humanitarian, development, environmental, and peace and security communities need to come together to achieve a common understanding of risks, needs, gaps and existing capacities.

128. Collecting, analysing, aggregating and sharing data with adequate security and privacy protections must be understood as a collective obligation. Without reliable data, we cannot know who is in need, what challenges they face, what support can assist them and whether interventions are making a difference. The international community must support the

development of national capacity and infrastructure to enable timely and continuous data collection and analysis that is compatible and can be shared. Data collection and analysis must be disaggregated by sex and age, indicating the unique needs of vulnerable groups or segments of a population. In the 21st century, our response must be driven by data and empirical evidence of need.

129. A common understanding of context, needs and capacities should then lead to a common "problem statement". The problem statement should identify: priorities in meeting immediate needs but also reducing vulnerability and risk over several years; the capacities of all available actors, particularly national and local, to address those priorities; and where international actors can support existing capacities, complement and scale them up, and improve the circumstances of the most vulnerable.

2) Move from individual short-term projects to collective outcomes

130. Most importantly, the problem statement needs to lead to agreement on collective outcomes that are strategic, clear, quantifiable, and measurable. Working towards agreed collective outcomes over a multi-year horizon is ultimately how we transcend the humanitarian-development divide. The articulation and achievement of such collective outcomes will allow a range of diverse actors – national and local authorities, humanitarian, development, human rights, peace and security actors, and even possibly private enterprises– to work together toward a common goal. Having this common goal requires actors to transcend their traditional siloes and work together based on clear and predictable roles and contributions.

131. To be meaningful, collective outcomes need to be small in number, strategic and significant. Outcomes must be prioritized based on the areas of greatest risk and vulnerability of people in a given context, and aim to have a positive impact on overall national indicators of advancement toward the SDGs. Working to collective outcomes over multiple years would require those engaged in a response to work backwards from the envisaged outcome and ask "what does it take to achieve this outcome and by whom?" The answer to this question then becomes the driver of the response and the related planning and resource mobilization effort.

For example, strategic collective outcomes might take the form of:

- a shift from emergency food distributions toward the deliberate achievement of a measurable reduction in food insecurity.

- a shift from delivering increasing annual amounts of short-term assistance to displaced people toward an approach that seeks to reduce displacement and strengthen self-reliance of IDPs over three to five years through returns, integrations, or resettlement.

- a shift from treating predictable cholera outbreaks on a seasonal basis in high-risk areas toward the establishment of sustainable water infrastructure and disease prevention methods.

132. The achievement of each of these outcomes may require the provision of short-medium- and longer-term interventions. Depending on the context and the outcome, they may all happen concurrently, or certain interventions may follow others, but they will all build toward achieving the collective outcome at the end of the three to five years.

133. Multi-year plans will therefore need to set out the roles for various actors, adopt targets and drive resource mobilization to achieve the outcomes and monitor progress. Given the reality of protracted, fragile, and recurrent contexts, plans need to be at least three to five years in duration to allow for adaptation to changing environments; to enable progress to be made year on year; and to invest in national and local capacity development, with international actors steadily evolving from being deliverers of goods to being providers of technical cooperation and strategic advice. Each of these three to five year outcomes would be an instalment to a larger 10 to 15 -year national development plan, and the achievement of the SDGs.

3)   Draw on comparative advantage

134. Collective outcomes will require a new level of collaboration among diverse groups of stakeholders–national and local governments, humanitarian, development, peace and security, human rights and environmental actors, civil society and the private sector– based on comparative advantage. Working based on comparative advantage could also promote a stronger focus on innovation in the humanitarian sector, as well as stimulate specialisation or consolidation. Predictability, trust, technical skill, established reputation, ability to access people in need, or local expertise, are all examples of what may be considered a comparative advantage in a given context. The collective outcome and the assessment of what capacities are available and required to achieve it should ultimately drive the determination of comparative advantage, taking into account mandate responsibilities. International providers of assistance and protection will need to recognize that a mandate or mission statement alone may not automatically equate to a comparative advantage.

4)   Shift from coordinating inputs to achieving outcomes together

135. Where collective outcomes have been identified and multi-year plans have been established, coordination needs to be organized around achieving those outcomes. For the international humanitarian sector this will require participating in a coordination framework that is based around each collective outcome and the diverse, wide-range of actors responsible to achieve it, rather than coordinating around largely sectoral inputs. This requires actors in these "outcome-based coordination groups" to pursue benchmarks against the overall collective outcome, rather than coordinating short-term delivery of commodities and goods. The leadership and composition of these outcome-based coordination groups will be different in each context based on the particular collective outcomes and the actors identified with the comparative advantage to meet them.

5) Empower leadership for collective outcomes

136. Achieving collective outcomes and ensuring the necessary resources will require empowered leadership to coordinate and consolidate stakeholders. In most contexts the national government will take a strong central role in leading coordination and the pursuit of collective outcomes. Partnership with the international community and how a government wants to be supported in this respect will depend on the context and available national and local capacities and gaps. However, where international actors are engaged, coherent coordination and predictable delivery among international and national partners is critical.

137. For the United Nations and its partners this means that where a Resident/Humanitarian Coordinator (RC/HC) is present, agencies should work within one team, led by an adequately empowered and resourced RC/HC to ensure coherent, collective and predictable programme delivery of the United Nations and its partners toward the full programme cycle of the multi-year plan and the collective outcomes identified in them. RC/HCs should be empowered to: request and consolidate the necessary data and analysis to develop the common problem statement; moderate and conclude the setting of collective outcomes; and ensure implementation and monitor progress in securing the collective outcomes on reducing need and vulnerability. The RC/HC needs to be able to steer adequate resources toward the agreed multi-year plan and program. To fulfil these new functions, the RC/HC would need to be supported by adequate capacity and resources, particularly in support of data analysis and in monitoring progress.

138. While this approach would strengthen the role of the RC/HC in bringing together individual agencies to achieve the collectively agreed outcomes, United Nations agencies would retain their operational independence, advocacy role, and budget authority. However, agencies have a responsibility to work collaboratively and predictably toward achieving the collective outcomes they have agreed to, and to focus and adjust capacities, resources and internal management processes accordingly and I encourage executive boards to support this way forward. Transcending the divide between humanitarian and development actors is a top priority. It will only be successful if structures, processes and financial systems at headquarters of agencies and donors reinforce this approach.

6) Monitor progress: accountability for change

139. In order to ensure better results for the most vulnerable, it will be important for the government and the RC/HC to ensure that clear performance benchmarks and arrangements are in place to guide the implementation of the multi-year plan, and to monitor and measure progress toward achieving the collective outcomes and the targets identified in the plan. Such monitoring would help to sustain focus on the collective outcomes over the time frame of the plan; allow for timely adjustments to be made in response to new shocks or developments in context, needs and risks, and capacities of actors; and ensure that those actors working to achieve the collective outcomes have the right resources and political support.

7) Retain emergency capacity

140. While working to collective outcomes to reduce vulnerability and risk needs to be the rule, we must recognize the existence of contexts that require delivery of urgent and life-saving assistance and protection in the short-term. In contexts such as acute conflict or the immediate aftermath of sudden-onset disaster situations long-term development results or moving national indicators may be difficult or impossible to achieve. In these situations the priority will be to enact emergency response and to ensure people have access to humanitarian assistance and protection. However, this emergency approach cannot be a sustainable long-term mode of operation and should be the exception, even though certain needs for assistance and protection may remain. In every situation, we should seek the opportunities to cooperate with local, national and other actors to work toward collective outcomes that reduce need, risk and vulnerability.

8) Finance collective outcomes

141. Finally, resources must underpin and support this new approach. One resource mobilization framework should be put in place to support the multi-year plan and its collective outcomes, with each collective outcome presented with an overall cost of achieving it. Financing will need to be provided predictably, over several years, and directed to those actors identified in the multi-year plan as having the comparative advantage to achieve the collective outcomes. This could entail a diverse group of actors—government, local organizations, private sector—with different financing needs, such as grants, loans and risk insurance, to deliver toward that outcome. This will necessitate a significant shift from the present approach in which funding is largely provided on the basis of mandates or established partnerships. This will be discussed in further detail in the next section.

142. Ultimately, the elements of this new approach can only be achieved if there is a commitment from international aid providers and donors. Donors need to commit to fund in new ways that do not perpetuate fragmentation through a myriad of individual projects. United Nations agencies and other international organizations need to commit to move beyond artificial labels and divides, and work based on comparative advantage, and to reinforce, not replace national and local capacity. National governments, civil society and the private sector need to commit to changing the way they plan, cooperate and finance and enable achievements of collective outcomes through their policies. I urge international organizations and donors to use the World Humanitarian Summit to announce their commitments in this respect, so that together we can deliver the changes that people and their communities deserve.

E.   Core Responsibility Five: Invest in humanity

Accepting and acting upon our shared responsibilities for humanity requires political, institutional and financial investments.

143. Delivering on the aforementioned four core responsibilities requires acceptance of a fifth responsibility: investing in humanity. The most important investment we can make in humanity and the most critical shift we must agree upon at the World Humanitarian Summit is the need for greater political and resource investment into preventing human suffering. With the combined knowledge, technology and resources we have today, it is unacceptable that the levels of suffering from conflict, disasters and other emergencies remain so high. What makes this particularly devastating and deplorable is that so much of this suffering could have been prevented or reduced, if we had taken risk and early warning information seriously and invested in the necessary political, institutional and local civil society capacity early and sustainably.

144. Greater investment in people, local actors and national systems must become an urgent priority. In 2014, just 0.2 per cent of international humanitarian funding was provided directly to national and local NGOs. Funding directly to affected governments was similarly low, reaching only 3 per cent of all humanitarian funding.[34] This must change. Without capacity building, local actors may not be in a position to respond to risks or adequately respond in crises. Capacity also impacts the ability of national and local governments and organizations to receive large grants, implement successful programmes and meet donor requirements. Local organizations may face further constraints imposed by counter-terrorism measures. For their part, donors may lack the capacity to disburse multiple small grants to local actors and monitor their impact. Supporting local and national actors to respond better themselves during crises must be a core activity and outcome of humanitarian and development efforts. Without strengthened local capacity, any investment into response will remain without return.

145. In addition to insufficient investment in local actors, the international community continues to under-invest in high-risk areas to prevent catastrophes today and tomorrow. The latest estimates for 2014 indicate that only 0.4 per cent of Overseas Development Assistance (ODA) was spent on disaster prevention and preparedness.[35] Funding that focuses on peacebuilding remains scarce, inconsistent and unpredictable, and while it can reap the greatest returns, funding for conflict prevention is negligible. Funding is not equitable based on need and the greatest areas of risk, with high-profile crises often diverting resources and attention away from protracted and recurrent crises. This continual crisis response mode and "funding flight" toward peaks of crisis is highly detrimental to our collective ability to build disaster resilience and sustain peace.

146. The current aid financing architecture will also need to change if we are to invest more based on risk and incentivize actors to work toward collective outcomes. At present,

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[34] Development Initiatives, *Global Humanitarian Assistance*, 2015.
[35] Data retrieved from OECD.Stat on 19 January 2016.

humanitarian funding usually takes the form of short-term grants and is often provided in yearly cycles to annual projects, even when responses continue for years on end. In protracted contexts, where there is little other investment, these short-term grants become an expensive and ineffective safety net of first resort when they should instead be a last resort, complementing a full range of financial tools employed to reduce vulnerability and risk over the longer term. Donor practices are also not often flexible enough to adapt to evolving needs and contexts, and in practice can encourage fragmentation and create incentives for humanitarian and development actors to operate in isolation. Finally, few incentives exist for financing that promotes early action or innovation.

147. At the same time as working differently, we must act with much greater urgency and solidarity to meet the needs of the 120 million people today who cannot wait for the dividends of greater investment in disaster risk reduction, peacebuilding and development. The escalating humanitarian needs and the widening gap in financing was one of the pressing concerns that led me to call for the World Humanitarian Summit and to appoint a High-level Panel on Humanitarian Financing, whose findings and recommendations I take into consideration and build upon in this report.[36] Since 2004, the funding requirements of inter-agency humanitarian appeals have increased six-fold from $3.4 billion to $19.5 billion in 2015. These all-time-high needs have been matched by record levels of generosity, yet never before has this generosity been so insufficient with the gap widening to a staggering 47 per cent ($9.3 billion) in 2015. There remains an over-reliance on a small group of donors, while other sources of finance are not sufficiently captured, channelled or recognized. In a $78-trillion economy, this gap cannot only be closed but must be our shared responsibility and our moral imperative.

148. In sum, the international community's capacities, skills and resources must now be shifted towards delivering better for people: contributing to their safety, upholding their dignity, empowering their agency and enabling them to thrive. Achieving this will require first and foremost greater investment in people themselves, enabling individuals, households, local governments and civil society to manage their own risks, reduce the impact of crises, and seek a more prosperous future. It will also require increased, predictable and long-term investment that is based on risk in order to prevent and reduce the causes of suffering. Investment will need to underpin and support a new way for the international community to work together to achieve collective outcomes that reduce people's vulnerability. Finally, investment will need to be increased, diversified and optimized so that we can better address growing humanitarian needs at the same time as reducing people's vulnerability over the medium to longer term.

Invest in local capacities

149. Local actors are usually the best placed to know the underlying vulnerabilities and priorities of communities and often have the trust and access to reach those most vulnerable and at risk. While these factors place them in the ideal position to provide humanitarian assistance, local actors can struggle to scale high-volume delivery and sustain adequate

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[36] High-Level Panel on Humanitarian Financing, Report to the Secretary-General, *Too important to fail–addressing the humanitarian financial gap,* January 2016.

resources to support a lasting organizational presence. In this context, we cannot continue to provide resources through humanitarian appeals almost exclusively to international organizations, while local capacities and first responders remain under-resourced and under-recognized. Their access to direct, predictable financing in the short-, medium- and long-term must be increased, for both activities and capacity development. This is particularly important for women's groups, given their proven positive impact on broader outcomes for their communities. Donors and international aid actors should develop concrete targets to immediately increase direct funding to local partners, combined with long-term support to develop their capacity to seek and manage funds where needed. To facilitate access of local NGOs, civil society and women's groups to more predictable funding, the overall portion of humanitarian appeal funding channelled through United Nations country-based pooled funds to local actors should be doubled to 15 per cent. Remittances can be a valuable source of financing for local groups. Transaction costs for remittances should be lowered, and I encourage the commitments made by the G-8, G-20 and in the 2030 Agenda to be implemented.

150. From the outset, risk management, development and humanitarian response planning should identify how local capacity and resilience can be strengthened through direct cash transfers, technology, information and data. Cash transfers proved to have transformative potential for local communities, strengthened local markets, and are a more dignified way of providing assistance across sectors. To this end, obstacles to direct investments at the local level need to be addressed, including by mitigating risks, addressing the effects of counter-terrorism and anti-money laundering measures, and developing local technical capacity.

Invest in risk

151. Risk reduction is not only more cost-effective in saving lives, it is the only way to deal sustainably with the growing impacts of natural hazards, climate change and other weather related effects. As I called for earlier, the international community must shift from its disproportionate focus on crisis management and response toward investing in crisis prevention and building up community resilience. This call has been made before and was affirmed in the 2030 Agenda, the Sendai Framework and the Paris Agreement. We must now use the opportunity of the World Humanitarian Summit to agree on a clear and measurable shift towards investing far greater resources before and after crises. This will require a number of policy, programmatic and financing shifts.

- National governments must dedicate sufficient resources in national and local capacities, build resilience and reduce risk to crises. All investments in sustainable development should be risk-informed and domestic resources, both public and private, should play the pre-eminent role in financing. Options could include expanding tax coverage, increasing expenditure efficiency, taking out risk insurance, setting aside emergency reserve funds and dedicating budget lines for risk-reduction activities. As appropriate and necessary, donors, bilateral partners and South-South cooperation should complement such investments through expertise, knowledge transfer, and financial investments.

- Public-private partnerships should promote risk-based investment. They can expand access to open, transparent risk modelling methods. They can also build governments' capacity in low-income countries to improve the quality of risk analysis to inform decision-making. The insurance industry's experience in risk identification, risk regulation and pricing can provide crucial support for a shift from managing crises to managing risks. I encourage the insurance industry to integrate risk considerations into their asset investments. This can ensure not only that capital returns are real, but that they will not undermine future growth or place people and infrastructure in danger.

- Donors and bilateral partners should support national investments and fulfil their commitments made in the 2030 Agenda, the Sendai Framework, the Addis Ababa Action Agenda and the Paris Agreement, to increase support to vulnerable countries to reduce disaster risks, adapt to the negative consequences of climate change and prevent humanitarian crises. To that end, I also encourage the percentage of ODA allocated for disaster risk reduction and preparedness to be doubled to at least 1 per cent by 2020.[37] Based on 2014 levels of ODA, this would bring total ODA for disaster risk reduction to $1 billion. I also call for a significant percentage of climate change adaptation financing to be used to fund prevention measures and address the needs of those displaced by the extreme impact of climate change, such as sea level rise or desertification. The Green Climate Fund in particular should support activities that build national capacity to reduce climate risks.

- The right investments outside of crises should be made sustainably and early, even if not "rewarded" by domestic or international visibility. Resources should be disbursed on a "no-regrets" basis and support provided to interventions that deliver benefits, whether or not the anticipated risk event materializes, such as stockpiling relief supplies.

- Risk-informed local and national early action should be incentivized and rewarded. Development and bilateral partners could consider subsidies for governments to pay for risk-pooling premiums by matching payments to reach the ambitious goal set in my Anticipate, Adapt and Reshape initiative to ensure that over 30 countries are provided with $2 billion in risk-pooling coverage against drought, flood, cyclones and climate volatility by 2020. Other kinds of financial incentives could include access to loans from multilateral development banks that support governments to develop emergency plans that anticipate a wide range of hazards.

Invest in stability

152. Investment must also increase in situations of fragility. Donors should set targets for a significant percentage of their aid budgets to be allocated to fragile situations. Such investments need to ensure increased support to legitimate and inclusive institutions, while strengthening the justice and security sectors. I echo the High-Level Panel on Humanitarian Financing in calling for tripling the World Bank's International Development Association Crisis Response

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[37] As proposed by the Second Session of the Global Platform for Disaster Risk Reduction, 2009.

Window.

153. Investment in fragile situations also requires more sustained, intense and concerted political and financial investment to prevent and end conflicts. Yet, in 2014, resources available for humanitarian response were larger than for peacekeeping and special political missions combined.[38] Tipping the balance and increasing the pool of resources available for conflict prevention and resolution, and for stronger institutions, social protection and other arrangements, will be paramount to reaping the dividends of peace.

154. Resources should be increased to improve the capacity, skills and number of staff working on conflict prevention and crisis resolution in foreign and development ministries of Member States, in regional organizations and in the United Nations. Resources should also be increased to local civil society groups and "constituencies for peace". These new resources will be required to stay engaged before, during and after crises to ensure sustainable peace.

155. The Advisory Group of Experts for the 2015 Review of the United Nations Peacebuilding Architecture and the High-Level Panel on United Nations Peace Operations identified several critical measures to strengthen our collective prevention measures, some of which I addressed in the earlier shared responsibility to "Prevent and end conflict". I further support the recommendation that the United Nations Peacebuilding Fund should be allocated additional, predictable resources to continue operations at the current level of $100 million per year. The fast-track window of the Fund should be scaled up with enhanced flexibility for its partners. As I noted in my implementation report on the High Level Panel on United Nations Peace Operations, there is also a need for a significant strengthening of and more reliable resourcing through the regular budget for the Secretariat's core prevention and mediation capacities. Ancillary peace processes, such as mediation and electoral missions in support of peacekeeping operations, should have access to the peacekeeping support account.

Finance outcomes, not fragmentation: shift from funding to financing

Finance collective outcomes

156. Without a fundamental shift from funding individual projects to financing outcomes, it will be difficult to transcend the humanitarian-development divide and achieve the vision I have outlined on working to collective outcomes. The current humanitarian approach is often geared around funding individual, often short-term, projects. This approach incentivises competition between agencies, NGOs and other assistance and protection providers, rather than coherence. It encourages projects to be funded based on the priorities of a donor, rather than the priorities that have been identified by affected people, data and analysis. It promotes funding to international assistance and protection providers based on mandate or pre-existing relationships rather than who is best placed to deliver in that given context. It sets up funding gaps in appeals to be measured by how many projects have not been funded, rather than what

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[38] UN peacekeeping received $8 billion, while United Nations humanitarian operations received $10 billion through appeals. OCHA, *World Humanitarian Data and Trends*, 2015.

impact that gap in financing will have overall on achieving an outcome. It locks funding to the delivery of a particular project, rather than allow the flexibility for programmes to adjust to new needs, risks or shocks that may arise over the course of the programme. It leads to results and success being based on the delivery of that particular project, rather than how it contributes to a more strategic outcome to reduce need and vulnerability.

157. A new approach to financing is needed; it should be one that is flexible so that actors can adapt programming to changing risk levels in a context; nimble to resource a range of diverse actors with different funding requirements; and predictable over multiple years, so that actors can plan and work toward achieving collective outcomes in reducing vulnerability in the longer-term. Emphasising the findings of the High-Level Panel on Humanitarian Financing, I encourage all donors at the World Humanitarian Summit to commit to this new approach to enable assistance and protection providers to move beyond humanitarian-development divides that foster fragmentation in the aid sector towards an approach that allows strategic outcomes to be achieved in a predictable and sustainable manner.

Shift from funding to financing

158. Resourcing collective outcomes also requires financing to be directed to those actors identified to have the comparative advantage to deliver those outcomes. The diversity of actors working simultaneously to deliver short-, medium- and longer-term programmes toward achievement of the collective outcome will necessitate different financing instruments, for different actors, and over different time lengths. It will require a shift from funding to financing.

159. Collective outcomes cannot be achieved by short-term grants alone. While grants will continue to play a central role in the aid sector, particularly in acute conflict or sudden-onset disaster situations, they will need to be complemented by a broader range of financing options, including risk-pooling and transfer tools, impact bonds, micro-levies, loans and guarantees. Ultimately, shifting from funding to financing means offering the right finance tool, for the right actor, at the right time. For example, grants to local NGOs to provide lifesaving assistance, or an insurance pay-out to affected people after a disaster, may be accompanied at the same time by a concessional loan and technical assistance to a municipality to build back better and improve its disaster risk management capacity and prevent future crises.

160. This new approach, using a broad range of financing tools, will also enable grants-based funds to be reserved for emergency situations that cannot otherwise be supported through a more diversified financing architecture. Where traditional grants are used, funding must fill gaps to ensure that people in small- and medium-sized crises are not left behind and have their needs met. Donors must take into account the need to provide financing equitably. While the Central Emergency Response Fund (CERF) has played a highly valuable role in assisting to balance inequalities in humanitarian funding, it does not have the volume of resources to adequately address global inequalities in funding between emergencies. To better balance global inequalities, CERF should be reinforced to reflect growing global humanitarian needs, and other effective "balancing instruments" should explored.

Create a new financing platform to address protracted crises

161. To ensure predictable and adequate resourcing of collective outcomes in protracted and fragile situations and to assist the need to provide a full range of financing options to a more diverse set of actors, the United Nations and international/regional financial institutions should consider co-hosting an International Financing Platform. The Platform could have different windows, for different purposes, actors and timeframes, and would help to avoid fragmentation by catering to the wide array of constituencies involved in delivering collective outcomes, each based on their comparative advantage. The Platform would offer finance instruments beyond traditional grants, to include loan guarantees, risk insurance, and technical assistance, among others. I would further recommend that one of the 'windows' in such a platform be dedicated to financing innovation, research and development in order to generate an evidence base of success and support pilot innovations to reduce fragility and risk. Another 'window' should be used to provide quick and direct support to local capacities and responders. To make such a Platform effective and given the dramatically increased emergency needs in crises, consideration should be given to providing an initial capital investment in the range of $5-7 billion, potentially as an endowment. This would allow the Platform to grow over time and achieve the right volume to incentivize and secure achievement of collective outcomes, particularly in protracted and fragile contexts.

162. Shifting from funding to financing is a significant and complex undertaking. The key actors and available financial instruments should be mapped and presented to world leaders at the World Humanitarian Summit. Based on discussions at the Summit, the mapping should be developed into an action plan between the United Nations, OECD, the World Bank, regional risk pooling institutions, regional banks and governments, to be finalized and presented by the time of the 71st session of the UN General Assembly. The action plan will include guidance on financial instruments to increase "no-regrets financing" and on how to pilot innovative approaches. It should also provide further detail and a way forward on the new International Financing Platform to address protracted crises, including its scope of action, tools and governance.

Diversify the resource base and increase cost-efficiency

163. The above changes will create a substantive impact on people's lives over the long term. However, we need to understand that the global challenges we face will continue to increase people's need and vulnerability in years to come. The international community must be prepared to build forecasts of global challenges and predictions of risk and vulnerability into their own budget and resource mobilisation strategies in order to respond adequately to growing need.

Increase and diversify the resource base

164. Before significant investment in reducing vulnerability and risk reaps dividends, donors will need to invest more and the donor base will need to diversify to cover growing

humanitarian needs. Greater contributions from more governments are needed; however, this must be matched by drawing on a broader and more diverse set of financial sources. Private sector contributions, including increased investments into markets or job creation, resources from non-OECD DAC countries, triangular and South-South cooperation, private individual and foundation giving, crowdfunding, solidarity levies, social and faith-based financing, such as Islamic social finance, and diaspora remittances are some important additional sources of financing that should be better leveraged to reduce vulnerability. To encourage more generous giving, more effort should be made to recognize and provide alternative sources of funding and financing more visibility.

165. To narrow the current gap between urgent life-saving requirements and funding provided, a minimum financial support package should be committed to at the World Humanitarian Summit for implementation by 2018:

- Increase the coverage of inter-agency humanitarian appeals from the current low average of 60 per cent to an initial, minimum average of 75 percent, with the aim of attaining full coverage as soon as possible.

- Expand the CERF from $500 million to $1 billion to reflect that the number of people targeted for assistance has more than doubled and financial requirements have increased nearly six-fold, since the Fund was re-designed in 2005.

166. Additional humanitarian financing cannot come at the expense of development funding: alleviating suffering and putting people onto a path of sustainable development cannot be a zero-sum game. To this end, governments must do all they can to fulfil their commitment to provide 0.7 per cent of gross domestic product as ODA, and I applaud those who have met or exceeded this commitment.

Increase cost-efficiency and transparency

167. Increased resources must be matched by increased efficiency and transparency in how financing is spent, a "grand bargain" as envisioned by the High-Level Panel on Humanitarian Financing.[39] This "grand bargain" would be a critical complement to the new approach of working collective outcomes as outlined in responsibility four. On the one hand, UN agencies and other recipient organizations need to increase transparency and visibility in the process used to determine funding requirements, costing, availability of resources and accomplishments. They also have an obligation to minimize overhead costs, especially when disbursing funds to implementing partners. At the same time, donors and national authorities need to improve transparency in reporting disbursement of funds and expenditures by national governments, donors, particularly new donors, and others. National and international organizations should subscribe to the principles of the International Aid Transparency Initiative. Existing reporting mechanisms, such as the Financial Tracking Service, should have a compulsory and comprehensive reporting system similar to that employed by the OECD-

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[39] High-level Panel on Humanitarian Financing, Report to the Secretary-General, *Too important to fail–addressing the humanitarian financial gap*, January 2016.

DAC.

168. Investing in humanity—building national and local capacity, acting early and based on risk, resourcing conflict prevention and peacebuilding, and financing collective outcomes— will not come without a price tag. Political leadership is essential to secure the technical and financial capital to advance these shifts so that people can move out of crises. Yet the human and financial cost of continuing with the status quo cannot be sustained, nor is it morally acceptable. As the High-Level Panel on Humanitarian Financing stated, no one should have to die or live without dignity for the lack of money. We must act now with greater urgency to use the knowledge and tools we have to make smarter investments, and to develop new financial products and stimulate sustainable national and private sector investments that reduce need, risk and vulnerability. There is no better investment to make than in humanity.

V.   Istanbul – A call to action

169. The major challenges facing us today are global, interconnected, borderless and beyond the capacity of any one country or organization. Working together across nations and networks of engaged citizens, in a rejuvenated vision of multilateralism, must now be practiced. The World Humanitarian Summit must be the occasion, an "Istanbul moment", where we firmly commit to the unity and cooperation needed to confront these challenges, to accept our responsibilities to prevent and end suffering, and to take all steps necessary to accept humanity as the driver of our decision-making and collective action.

170. I have outlined in this report the sense of urgency and the measures required to meet these responsibilities. A number of them have been identified, agreed upon or reaffirmed before. That they are not wholly new is testament to the failure to learn from the past and to embrace necessity and change more forcefully. As Secretary-General, I fully recognize the United Nations' responsibilities. The organization must provide strong leadership in speaking up for the most vulnerable and in stating the facts, in order to remain a global moral compass. We must promote the values we have agreed upon and provide space for new common values and standards to emerge. We must get better at supporting and strengthening national and local capacities rather than replacing them. We must redouble our efforts to become a more coherent and effective organization, by overcoming institutional silos and fragmented approaches to work toward outcomes that reduce people's vulnerability. To make the United Nations fit for the future, the Summit must spark a process of renewal in the way the organization works across mandates and responsibilities. 2016 must become the year of transformation so that together we can deliver on the achievements we made in 2015.

171. The United Nations, however, cannot substitute for lack of leadership and political will to recognize risk, comply with law or invest far more in preventing and ending conflicts, disasters and suffering. It cannot substitute for the innovation, knowledge or technology developed by States, the private sector or academia, or for the knowledge transfers, policy shifts and investments needed by these actors to address the challenges we face and achieve the 2030 Agenda. It cannot substitute for the expertise, compassion and leadership of local leaders,

including women and youth. It is the UN's responsibility to embrace all of these resources and capacities, help identify ways to resolve conflict and end suffering, and highlight what is needed to do so. This responsibility is a shared one, however: States, international and regional organizations, private sector enterprises, civil society and concerned citizens have opportunities, capacities, obligations and responsibilities they must accept and act upon.

172. I therefore call upon global leaders: place humanity—the concern for the dignity, safety and well-being of our citizens—at the forefront of all policies, strategies and decision-making. Take more initiative to prevent and end conflicts, putting the appropriate national capacities and resources behind these objectives. Increase the number of staff working on peace, conflict resolution and prevention. Bring other leaders together to find solutions, and invest in international cooperation and a stronger United Nations. Stand up for values and respect for the rules we have agreed upon, and show the courage to look beyond short-term election cycles and political mandates. Leaders of the 21st century must think beyond borders and national interests.

173. I call upon the leaders of parties to conflicts: apply the lessons of past peacemakers; end the bloodshed and suffering; find sustainable political solutions. While doing so, you must respect the basic rules of law that protect humanity, refrain from deliberately harming civilians and allow access for humanitarian workers and goods.

174. I call upon national and community leaders to accept your responsibilities and put people's lives at the forefront of your decision-making. Sovereignty means responsibility, faith means compassion: protecting people from harm, owning the risks and vulnerabilities of your citizens and neighbours, providing refuge and ensuring humanitarian access. Responsibility also requires social and labour policies to prevent long-term aid dependency, and to treat the displaced as future assets rather than burdens. It requires solidarity with and support for those most at risk of being left behind.

175. I call upon the leaders of businesses and enterprises to invest in humanity. You are bearers of social responsibility and political influence, and can be force multipliers of the norms and values the United Nations and its partners have long stood for. Use your ingenuity and innovative powers to share the knowledge and technology needed to minimize the human impact of crises. Invest in and create new markets and infrastructure that connect us even further. We cannot confront the challenges of our time successfully, delivering better for humanity and achieving the 2030 Agenda, without you.

176. I call upon the youth—our future leaders and innovators—to participate, organize, and bring new ideas. Matters of war and peace, of human suffering and development, cannot be left only to diplomats. They require your active engagement, your drive and ingenuity, and your desire for life in peace and prosperity. Make humanity your cause. And hold us accountable, for it is our responsibility to invest in you and ensure your ownership of the future by providing the opportunities to engage in political and civic processes and to provide education and employment opportunities.

177. I call upon the leaders of international aid organizations and donors to make transcending the humanitarian-development divide a reality. We have been discussing this imperative for too long. We must commit ourselves to the changes necessary to work towards collective outcomes that meet needs and reduce vulnerability. We must commit to work according to comparative advantage, under one leadership, and to move beyond the comfort of traditional silos, mandates and institutional boundaries to operate with a greater diversity of partners and in support of local and national actors. And, I call upon the many courageous and invaluable non-governmental organizations to join in this cause and contribute to collective outcomes, including through specialization and consolidation of your efforts.

178. And finally, I call upon individual citizens to make humanity—the dignity, safety, and well-being of people—our common cause. Challenge your leaders to make decisions that uphold and safeguard people's humanity. Support them in their efforts to make bold and courageous decisions, to take risks and when they accept their responsibilities to prevent and end disasters and conflict, and to reduce need, vulnerability and risk around the world. Your voices and ideas, your compassion, engagement and concern, and your capacities and resourcefulness matter and are essential to achieving a better future for all. Xenophobia, nationalism, exclusion and bigotry must not be the hallmarks of our time. Making humanity the central driver of our decision-making and action can be done. We can close the gap between the world that is and that world that should be. We have the knowledge, the connectivity, and the means and resources to do so. It is in our power, and there is no better time than now.

179. The test of our commitment to humanity does not lie in the outcome of the World Humanitarian Summit alone, but in Aleppo or Bangui. It lies in the islands of the Pacific and Indian Oceans; it lies in the refugee and displaced camps in Darfur, Kenya or the Middle East; and, it lies in the refugee and migrant boats adrift in the Mediterranean and Andaman Seas. A few months ago a local health worker told me: "I am 33 years old, I have borne and raised four children, and I have seen compassion in the midst of turmoil. But I have never seen a day of peace in my life. I don't even know what it feels like." We have shown that we can provide her with a measure of relief. Now we must urgently join together across borders, sectors and mandates to help her discover what a day of peace looks like, and what hope for her children feels like.

180. The World Humanitarian Summit must be for the people living on the frontline of humanity. They count on us and we cannot let them down. Let us make the Summit in Istanbul the turning point the world sorely needs and the beginning of change those most vulnerable require for a life in safety, dignity and with the opportunity to thrive.

VI. Annex

AGENDA FOR HUMANITY

The World Humanitarian Summit must be a turning point in the way we address the challenges facing our common humanity. The community of "we the peoples"—Governments, local communities, private sector, international organizations and aid providers, and the thousands of committed and compassionate individuals assisting in crises and disasters every day—will only succeed if we work with a unified sense of purpose to end crises and suffering. The Summit must lead to genuine change in the way we deliver assistance and reduce risk and vulnerability; in our commitment to respecting, promoting and implementing international law; in the progress we make in reaching those furthest left behind; in the way we commit to collective outcomes and based on comparative advantage; in the way we resolve to reduce the fragmentation of international assistance into unmanageable numbers of projects and activities; and in the greater investments we make to prevent and resolve conflicts and human suffering.

We must build on the commitments made in the 2030 Agenda for Sustainable Development by seizing the opportunity of this Summit to prevent and end suffering more decisively, and with more capacity, resolve and resources. We need to commit to working together collectively and coherently across political, cultural, religious and institutional divides. We need to inspire faith in national, regional and international solidarity and our willingness and capacity to prioritize humanity in our decision-making. Most importantly, we need to recognize people's rights to live in safety, dignity and with the prospects to thrive as agents of their own destinies. Acting upon our individual and collective responsibilities must be our global commitment.

To this end, I urge you to commit to taking forward this Agenda for Humanity and use it as a framework for action, change and mutual accountability. I urge all stakeholders at the Summit to commit to implementing concrete initiatives aimed at making the Agenda a reality. Given the urgency of protecting and improving people's lives, and ending suffering experienced by millions today, we must commit to making immediate progress in implementing the Agenda over the next three years, measuring further progress thereafter. My report to the 71st session of the General Assembly on the outcomes of the Summit will reflect further on this and make recommendations on how to best implement and monitor the necessary strategic shifts and actions to make a decisive difference for people today and tomorrow.

Change will require a steady and determined effort to do better and overcome the structures and arrangements that we have been used to for decades. It will require a new and creative spirit of collaboration at all levels and openness to new and diverse partnerships. And it will require recognition that we must do far better in accepting our responsibilities for humanity, by ensuring an international order based on solidarity and collaboration - with people at its centre.

Today the values of the United Nations and the vision of humanity that we have agreed upon in its Charter and key instruments such as the Universal Declaration of Human Rights, the humanitarian principles agreed upon by the Red Cross and Red Crescent Movement and reaffirmed by General Assembly resolution 46/182, the Millennium Declaration and most recently the 2030 Agenda for

Sustainable Development, is needed more than ever. Humanity is not just a moral imperative but also a strategic necessity. We must therefore act upon our individual and shared responsibilities. And we must start by making the strategic, operational and policy shifts identified in this Agenda for Humanity a reality, with a heightened sense of urgency and resolve.

CORE RESPONSIBILITY ONE
Global leadership to prevent and end conflicts

An end to human suffering requires political solutions, unity of purpose and sustained leadership and investment in peaceful 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 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 analyze risks and monitor deteriorating situations.

→   Accept responsibility to protect populations from violence and war and to work with bilateral, regional, the 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 level and ensuring initiatives are closely aligned.

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

→   The Security Council to 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.   Stay 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, in regional organizations and in the United Nations to be able to handle multiple crises at the same, including capacities dedicated to conflict prevention and 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 level in fragile and post-conflict settings to maintain political attention and sustained investment over the long-term.

Invest in stability and change timeframes 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 timeframes 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, different 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 into political decision-making and peace processes at all levels.

  → Engage youth 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 requires strengthening 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 to enhance 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 refrain from using explosive weapons with wide-area effects in populated areas due 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 protection of the humanitarian and medical mission

Meet people's essential needs
→   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 – humanity, impartiality, neutrality, and independence.

→   Ensure that States consent to access, and all parties to armed conflict fulfill their obligation to allow and facilitate rapid and unimpeded passage for impartial humanitarian organizations when the population's essential needs 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 the humanitarian and medical mission

→ 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, analyze, 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, Human Rights Council and States, including parties to conflict –where national fact-finding endeavours are insufficient–to mandate independent and impartial commissions of inquiry or fact-finding commissions 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 the facts are publically known.

→ Bring systematically to the Security Council's attention 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 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. weapons

Reinforce our global justice system

→ Adopt national legislation encompassing the full range of international crimes and universal jurisdiction over them, and 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 for 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.

Seize the Security Council

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

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

→ Encourage the Security Council permanent members 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 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 and sexual and reproductive health services, and programmes that promote social inclusion.

→ Forge partnerships and initiate advocacy campaigns between governments and women's groups to shift societal attitudes to end 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, civil society, and other global leaders to prevent the erosion of international humanitarian and human rights law, demand greater compliance with them, 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 implement them.

Promote compliance by engaging in dialogue on the law
→ Hold regular meetings of States Parties and experts on implementation of international humanitarian and human rights law and new challenges to reinforce its relevance, identify areas requiring clarification, and offer opportunities for legal assistance to ultimately compel compliance.
→ Use high-level United Nations Member States forums, such as the General Assembly, Security Council or the Human Rights Council for dialogue on compliance with international humanitarian and human rights law.

CORE RESPONSIBILITY THREE
Leave no one behind

Honouring our commitment to leave no one behind requires reaching everyone in situations of conflict, disasters, 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 into 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 socio-economic assets and contributors, rather than 'responsibilities' and incentivize the development of local markets and private sector activity to this 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 Refugee Convention and its 1967 Protocol.

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

- → Adopt an appropriate international framework, national legislation and regional cooperation frameworks by 2025 to ensure 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, healthcare and other vital public services.

B. Address migrants' vulnerabilities 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, 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 Refugee Convention.

- → Cooperate effectively to fight 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 that aim for women and girls' full and equal participation in decision-making at all levels.

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

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

→ Increase substantially funding to local women's groups.

E. Eliminate gaps in education for children, adolescents and youth

→ Commit to ensure safe, quality and inclusive access to primary and secondary education and vocational opportunities in and after crises, including for children and youth 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 youth 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 programs 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 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, those in conditions of slavery or forced labor, 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 due to climate change and 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 reinforcing local systems, anticipating and transcending 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 through ensuring consistent community engagement, involvement in decision-making, and women's participation 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 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 analyzing risk before, during and after crises, particularly in the most risk-prone countries and areas.

→   Commit to consolidate data in open and widely accessible data bases − with adequate security and privacy protections − to guide the efforts of all relevant actors at 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 good offices of bilateral, regional and international partners.

C.   Deliver collective outcomes: transcend humanitarian-development divides

→   Commit to the following eight elements in order to move beyond traditional silos, work across mandates, sectors and institutional boundaries and with a greater diversity of partners toward 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 and 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, humanitarian, development, human rights, 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 toward the 2030 Agenda and for multi-year plans to be installments toward achieving national development strategies in line with the 2030 Agenda.
→ Develop multi-year plans in three to five year duration 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 to achieve it.

Empower leadership for collective outcomes
→ Empower national and international leadership to coordinate and consolidate stakeholders toward achieving the collective outcomes.
→ Empower the Resident/Humanitarian Coordinator to ensure coherent, collective and predictable programme delivery of the United Nations and its partners toward 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 monitoring of progress; and to steer adequate resources toward 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 clear performance benchmarks and arrangements are in place to monitor and measure progress toward achieving collective outcomes, to ensure timely adjustments, and 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 meeting longer-term collective outcomes will be difficult to achieve.

→ Recognize the provision of emergency response as a short-term exception and all efforts should be made 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 direct and predictable financing to national and local actors, and provide long-term support to develop such actors' capacity to seek and manage funds where needed.

→ Double the overall portion of humanitarian appeal funding channeled through UN country-based pooled funds to local actors 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, and the G-8 and 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 through providing expertise, knowledge transfer and technology.

→ Facilitate public-private partnerships to facilitate 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, the Paris Agreement under the UN 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 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 Overseas Development Assistance 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 and 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 for strengthening 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 US$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 Secretariat's core prevention and mediation capacities through the United Nations regular budget.

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

Finance collective outcomes

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

Shift from funding to financing

→ Direct finance toward 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, micro-levies, loans and guarantees, based on the actor and their identified contribution to the collective outcome.

→ Commit to providing financing equitably to ensure people in small and medium sized crises are not left behind and have their needs met, and 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

→ United Nations and international/-regional financial institutions 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 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 on 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 effort to recognize, promote and make visible alternative sources of funding.
  → Fulfil commitments to provide 0.7 per cent of gross domestic product as Official Development Assistance.

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 International Aid Transparency Initiative's principles.

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