



Department
for International
Development



Saving lives, building resilience, reforming the system: the UK Government's Humanitarian Reform Policy



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Foreword from the Secretary of State



Conflict, epidemic diseases and disaster have left record numbers of people hungry, sick and forced from their homes. Now, with the unprecedented threat of four famines in 2017, millions more are on the precipice. The world must act now to avert untold tragedy. Supporting the status quo will not be enough - the system is under enormous strain. With so much at stake we cannot afford to be complacent; real change, innovation and reform are required to meet the challenges ahead.

The UK is global and internationalist in action and in spirit. As a generous and outward looking nation, we recognise and act on our responsibilities in the world. We are among the first to respond, regularly leading and shaping the global humanitarian response when disaster strikes or conflict erupts. In 2014 the UK Government led the international response to the Ebola crisis in Sierra Leone; saving countless lives and averting a global health crisis. We set the example, as one of the first major donors to respond to the 2017 UN appeal for South Sudan, and the first G20 country to spend 0.7% of gross national income on aid and enshrine this commitment in law.

The global humanitarian system helps enormous numbers of people and saves millions of lives. But it is clear that it is being stretched to breaking point. Conflict is currently driving the largest population movements since World War Two. We are living in the age of protracted crisis with 142 million people now in need of humanitarian aid. We need to break the cycle of dependence and despair for millions of people displaced by years of conflict, persecution, violence and human rights violations. Need is great and growing, but resources have not grown at the same pace and there is now a funding gap of \$14 billion. Being good enough is not going to be good enough given the scale and severity of the challenge ahead. We urgently need a more efficient, effective humanitarian system for the 21st Century that can meet vulnerable people's long-term needs.

This needs to be a global effort. At the 2016 World Humanitarian Summit, the world agreed a clear vision for a radically improved humanitarian system where our responses are faster and more effective. I have encouraged the UN Secretary General to pursue an ambitious UN reform programme, and humanitarian reform is at the heart of that agenda.

Britain is a great, global nation. This policy sets out the UK's vision for change on humanitarian action. It describes innovations in the UK's humanitarian response and how we will take forward an ambitious agenda to reform the international system. It will help build a more secure and more prosperous world, which makes our own country safer and stronger as well.

Rt Hon Priti Patel,
Secretary of State for International Development

A new direction for the UK's humanitarian policy

There are currently unprecedented humanitarian needs, with the largest ever UN global appeal for \$23bn, and four potential famine situations in the media spotlight. We need to do more to tackle humanitarian crises, and do it better. The UK is a global leader on humanitarian issues and response. We are the world's second largest humanitarian donor and have a unique position as both a permanent member of the UN Security Council, and a 0.7% GNI development donor. The UK public are generous in their support for humanitarian causes.

The UK is setting out a new Humanitarian Reform Policy, which explains both innovations and improvements in the UK's humanitarian response, and pushes for a more ambitious reform of the international humanitarian system.

The UK's approach to humanitarian crises has evolved over the years, but two things remain consistent:

- 1) Our steadfast support for **international humanitarian law** and humanitarian principles, and protecting the most vulnerable;
- 2) Our world-class teams of experts for **immediate response** to natural disasters. Our response will be bigger, better and faster in future.

Given the growing numbers of humanitarian crises caused by conflict, there are three main changes in our approach:

- 1) We are more focused on helping other countries **prepare** for humanitarian crises, build **resilience**, and on resolving conflicts, not just responding when disaster strikes.
- 2) As **protracted crises** continue much longer, and more people are displaced, we are bringing together humanitarian and development funding to support education, jobs, health and social protection.
- 3) We are pushing for more **radical reform** of the international humanitarian system; greater efficiency and more use of innovation - including working with the private sector on insurance and risk management.

UK response: innovation and improvement

The UK approach will be different according to context, but in each we will make the best use of innovation and new approaches. In responding to natural disasters, we will have a wider range of UK capabilities to respond directly, when other countries are overwhelmed and call for international assistance.

At the same time, we will increasingly shift our focus to ensure development and climate finance are used to help other countries build their resilience, prepare for crises, and manage the risk of

crises. We will use new risk financing tools such as insurance, concessional loans and contingency funds, working with private sector partners and international financial institutions.

For longer-term protracted crises, and conflict situations, we will continue to support humanitarian action through neutral and independent partners and uphold international humanitarian law to ensure people are protected. Where there are large numbers of displaced people, we will shift our approach to multi-year support, including job creation and education, which will help people to get back on their feet. We will promote new initiatives, such as Education Cannot Wait, and Compacts with host countries, such as those pioneered in Jordan and Lebanon.

Reforming the global humanitarian system

We will push for a radical reform of the international humanitarian system, and full implementation of commitments made by agencies and donors in the Grand Bargain¹ to improve the efficiency of humanitarian aid. For predictable natural disasters, the international community needs to focus more on preparedness, resilience and risk management, to reduce the amount of international assistance required. Where the international system does need to respond to humanitarian crises, it must be more efficient, coordinated and focused on the needs of recipients. Gender equality will be at the heart of all our efforts. This means uniting efforts under a single, impartial needs assessment, more transparent, disaggregated data sharing and more multi-year programmes.

We will also push for the international community to support recipients of assistance to determine their own needs and support their dignity. Delivering aid as direct cash transfers, where appropriate, is one way to support people to choose the best way to support themselves and their family. It also supports the recovery of local markets and economies. Finally, we need to ensure humanitarian, development and conflict resolution actors are working more effectively together, to reduce humanitarian needs and build resilience. We will use UK funding, partnerships and influence to deliver these reforms. This will include a new approach to linking UK core funding for multilaterals directly to delivery of results on humanitarian reform.

¹ Full list of commitments made by signatories to the Grand Bargain on Box 9, page 19

1. Context: more crises, lasting longer

The world is changing: parts of the globe have become more stable and prosperous, but for many countries and regions, challenges have become more complex. Conflict, extremism, climate change and natural disasters, urbanisation and poverty, compounded by state fragility and poor governance, have combined to generate unprecedented levels of humanitarian need for protracted periods, and greater instability. This growing risk is testing our existing approaches to the limits:

- 142 million people are in need of humanitarian aid; of these 101 million currently receive international assistance².
- 80% of humanitarian resource is channelled to protracted crises³.
- More than 80% of refugee crises last for ten years or more. The majority of the displaced live in urban areas rather than camps⁴.
- \$23 billion total humanitarian requirements in 2017: only 40% of these requirements funded⁵.

Today's protracted conflicts are one of the main drivers of human suffering, causing long-term displacement and a reversal of development gains. They affect middle-income countries and poorer countries alike. Such crises are often characterised by systematic violations of international humanitarian law. They pose particular challenges to humanitarian action and efforts to build resilience. Protracted conflicts increasingly take place in urban settings, posing different challenges for humanitarian assistance.

The impacts from climate change, such as water scarcity, on humanitarian needs are often more severe for disadvantaged people and communities. By 2030, the world could face demands for 50% more food and energy and 30% more water, while their availability becomes threatened by climate change. The Middle East and North Africa region will be particularly at risk, given existing high levels of water stress and high rates of population growth. Sub-Saharan Africa may suffer from climate change impacts on crop production in particular. Rising sea levels threaten coastal cities and low-lying islands. More frequent extreme weather events and shifting weather patterns are likely to disrupt populations and their livelihoods, making political instability, conflict and migration more likely.

DFID has more than doubled funding for humanitarian assistance in the last five years: from £484 million in 2009 to £1,266 million provided bilaterally in 2015⁶. In 2015 and 2016 we responded to a multitude of crises, providing shelter in the aftermath of the earthquake in Nepal, controlling the Ebola epidemic in West Africa, caring for refugees from Syria, and providing emergency surgery for the victims of war in Somalia, to name a few. The UK has also been a thought leader, investing in research and innovation and promoting more effective approaches, such as the use of cash

² Defined as being covered by a Humanitarian Response Plan. Source: UNOCHA, Global Humanitarian Overview 2017 – June Status Report

³ United Nations Under-Secretary General for Humanitarian Affairs and Emergency Relief Coordinator Stephen Obrien's Statement on Preparations for the World Humanitarian Summit, 24 November 2015, New York

⁴ Crawford N et al, 2015, Protracted displacement: uncertain paths to self-reliance in exile, Overseas Development Institute, London

⁵ UNOCHA Financial Tracking Service data, 5 September 2017

⁶ DFID, 2016, Statistics on International Development 2016

transfers, job-creation and education for long-term refugees, supporting the empowerment of women and girls in conflict and crises, as well as spearheading attention to violence against women and girls in crises and working out what works to prevent it.

The humanitarian aid system is overstretched. Year after year, growing needs continue to outstrip available funding. Humanitarian funding is unpredictable and only provided – often too late – after disaster has struck, and at the discretion of donor governments. In crises that have lasted for years or even decades, funding is still most often provided on an annual basis at most, based on proposals for short-term projects by international agencies. Emergency funding has become a substitute for investment in risk management and resilient national systems.

To meet growing need, we must make sure we have the right tools for the right situations. Humanitarian assistance is critical to saving lives and reducing suffering, but we must go further where we can. We know that anticipation, preparedness and early action are effective in reducing the need for assistance when disaster does strike. We now need to harness both humanitarian and development resources and expertise for a bespoke response to different types of crises.

2. Protecting people in crises: upholding humanitarian norms and principles

The UK is committed to International Humanitarian, Refugee and Human Rights law, as well as Humanitarian Principles. An ongoing disregard for international laws and principles is often the root cause of human suffering in crises, which in turn undermines global stability. Upholding the norms that protect people will help reduce humanitarian need. We need global political will to uphold laws and principles – especially in conflict situations.

In armed conflict, international humanitarian law (IHL) places limitations and obligations on parties to an armed conflict. Respect for IHL is essential to ensure that vulnerable people are as safe from harm as possible and that they are able to access the necessities of life – healthcare, food, water and shelter. The UK will always uphold IHL, condemn those that do not and push for accountability to affected populations.

Box 1: International Humanitarian Law

The UK complies with international humanitarian law (IHL), both as a party to the four **Geneva Conventions** (including the Additional Protocols and customary IHL). This body of law serves to regulate the conduct of parties to armed conflicts, both the means and methods of warfare and the protection of civilians.

Under IHL, civilians should be protected from the effects of conflict. Some groups are afforded special protection – women, children, the injured and sick, and humanitarian workers. Those no longer taking active part in hostilities, and those deprived of their freedom, should also be protected. The ‘medical mission’ – health facilities, their staff and equipment – also have special protection.

Another key body of international law is International Refugee Law, which seeks to protect those seeking asylum or granted refugee status because of fear of conflict and/or persecution. The 1998 Guiding Principles on Internal Displacement provide useful standards for the protection of internally displaced persons (IDPs).⁷

We believe that upholding people’s basic human rights and freedoms in times of crisis is a moral duty. Protection should be at the centre of humanitarian action, with minimum standards to ensure the safety and dignity of those most marginalised and vulnerable in times of crisis (such as women, children, the elderly and people with disabilities). The UK will continue to support the UN Secretary General’s zero tolerance policy towards sexual exploitation and abuse and support delivery of a coordinated approach to prevent and respond to gender based violence.

⁷ IDPs in Africa are protected by the African Union Convention Convention for the Protection and Assistance of Internally Displaced Persons in Africa (2012), also known as Kampala Convention.

The UK supports its partners to work according to humanitarian principles. Doing so means they can safely access those in need, and support them regardless of any political or other discriminating factors. Maintaining humanitarian space is critical in armed conflict.

Box 2: Humanitarian Principles

Humanitarian action (both assistance and protection) should be guided by the principles of:

Humanity: Human suffering must be addressed wherever it is found. The purpose of humanitarian action is to protect life and health and ensure respect for human beings.

Neutrality: Humanitarian actors must not take sides in hostilities or engage in controversies of a political, racial, religious or ideological nature.

Impartiality: Humanitarian action must be carried out on the basis of need alone, giving priority to the most urgent cases of distress and making no distinctions on the basis of nationality, race, gender, religious belief, class or political opinions.

Independence: Humanitarian action must be autonomous from political, economic, military or other objectives that any actor may hold in areas where humanitarian action is being implemented.

The UK Government will:

- Respect and promote respect for IHL, Human Rights and Refugee Law and condemn serious violations and abuses. Continue to use our permanent seat in the UN Security Council to advocate for the protection of people in crises, including medical and humanitarian personnel and assets. We will press for perpetrators of crimes to be held accountable. We will support action to strengthen respect for IHL.
- Encourage more States to adopt national legislation to enforce IHL. Promote the need for non-State armed groups to understand, and comply with, their obligations in conflict situations.
- Ensure that UK-funded organisations place protection at the centre of their work. We will ensure adherence to the Gender Act 2014⁸, and minimum standards for the protection of children, women, people with disabilities and the elderly in emergencies.
- Take action to improve safe and timely access by women and girls in crises to a full range of lifesaving services, which may include family planning, maternal and newborn care, HIV services, safe abortion and care for survivors of all forms of violence. We will require that all UK-funded humanitarian programmes consider Sexual and Reproductive Health and Rights.
- Work closely with the UN Office for the Coordination of Humanitarian Affairs and the UN High Commissioner for Refugees to ensure that the protection of IDPs is improved.
- Take a leading role in pressing for strengthened accountability for the prevention of, and response to, sexual exploitation and abuse.

⁸ The Act requires the use of tools such as the IASC gender marker in all humanitarian planning.

3. World class UK response to rapid-onset disasters

National and local organisations and communities are the first responders to disasters. We will continue to build their capacity to cope with and respond to emergencies. However, at times local and national systems are overwhelmed, and an international response is required. For such cases, the UK maintains the capability to provide fast and substantial assistance to affected countries in areas where it can bring added value.

Going forward, our world-class humanitarian response capability will be strengthened to provide a faster, more effective response to large-scale emergencies. UK capability will be:

- Bigger: able to cope with a larger number of crises simultaneously
- Better: with deeper and broader expertise and drawing on innovative approaches and technologies – to ensure a bespoke response to different and new types of emergencies
- Faster: reaching people most in need quicker

DFID is the lead Government Department for humanitarian response. We maintain a rich set of partnerships to enable effective response to emergencies. We draw on specialist expertise and experience in disaster resilience and crisis management from other Government Departments, and skills and local knowledge from the private sector, civil society, and international development and humanitarian actors.

We use a wide range of response tools to ensure UK humanitarian responses are appropriate to the context. When needs are urgent, we adopt a ‘no regrets’ policy in response to rapid onset disasters; we rapidly frontload funding, relief supplies, and expertise in support of government, UN, Red Cross and NGO partners on the ground to save lives and restore dignity.



Box 3: Bigger, better, faster UK response to rapid-onset disasters

DFID's team of **dedicated humanitarian logisticians** is often first on the ground to help facilitate fast response with UK airfield handling equipment. In 2016, the team moved 2023 metric tonnes of relief supplies from DFID's humanitarian stockpile.

UK International Search and Rescue deploys to overseas disasters, especially areas hit by earthquakes and floods. These teams from UK Fire and Rescue Services across the UK are trained and certified to the highest international standards overseen by the International Search and Rescue Advisory Group.

The **DFID Rapid Response Facility** (RRF) enables rapid commitment to humanitarian funding in the first 72 hours following a rapid onset emergency. The RRF is used to provide immediate lifesaving action, through direct and rapid funding to charities and businesses.

DFID's **Humanitarian Innovation and Evidence Programme** supports the application of cutting edge technologies in humanitarian responses, including 3D printing, use of satellite and drone imagery, and mobile technology. DFID has committed under the Research Review to double its investment in humanitarian research and innovation by 2020.

Spotlight on the UK's Emergency Medical Team (EMT)

Drawing on medical expertise from within the NHS and the UK's Fire and Rescue Service, the UK EMT is a pioneering initiative that strengthens the UK's international leadership in humanitarian emergency response and enables the UK to rapidly provide, in coordination with other countries, highly trained surgical, trauma, general medical and public health teams in a humanitarian crisis.

The UK EMT was accredited by the World Health Organisation (WHO) in December 2016. It is only the sixth EMT in the world to be verified by the WHO and the first to incorporate a specialist treatment cell that offers rehabilitation expertise for those left with a disability following a humanitarian disaster. WHO recognised that the UK EMT established certain procedures that will be presented as best practice to the rest of the world. For example, the UK EMT Rehabilitation Specialist Cell was recognised by the WHO as a benchmark for other EMTs. Early rehabilitation for people who have sustained potentially life-changing injuries in disasters can be essential in preventing medical complications and disabling consequences.

The UK Government will:

- Build a bigger, better, faster response capability: UK humanitarian response teams will be able to deploy to a greater number of natural disasters, respond more quickly to new crises and harness a wider range of expertise. We will put in place a fully deployable WHO-verified emergency field hospital, specialist cells and medical teams. We will continue to use our military assets to deliver humanitarian aid whenever appropriate, in accordance with UN guidelines.⁹
- Ensure the most appropriate response depending on the nature of the emergency: expertise, funding, or emergency relief supplies. We will use cutting-edge innovation and lead in understanding how digital opportunities can improve humanitarian outcomes.
- Build the capacity of our partners (UN, Red Cross, NGOs, and governments) in emergency response and promote greater coordination, including through Common Humanitarian Civil-Military Coordination Standards.

Box 4: Response to the Ebola crisis: a UK Government effort

DFID led a huge cross-government effort in response to the Ebola Crisis in Sierra Leone, working across 10 Departments and wider government bodies, as well as Public Health England and the NHS to reduce the spread of the disease.

Together we supported more than 1,500 treatment and isolation beds (more than half of all treatment beds available), built and funded six Ebola Treatment Centres and operated more than 70 community care centres across the country.

With assistance from over 1,500 British military personnel, we established a command and control structure including the National Ebola Response Centre and five District Ebola Response Centres. We trained 4,000 frontline healthcare staff, and funded over 100 teams to carry out safe and dignified burials. This was a truly collective effort, with the UK Government leading the international community.

⁹ Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief (Oslo Guidelines, 2007) and Guidelines on the Use of Military and Civil Defence Assets to Support UN Humanitarian Activities in Complex Emergencies (MCDA Guidelines, 2003).

4. Managing risk better – investing in preparedness and resilience

We know prevention is better than cure. International humanitarian assistance to respond to crises should be the exception, not the norm. Investing political and financial resources in anticipating, preventing, mitigating, and preparing for disasters is key to reducing humanitarian need.

The international community still responds too late to disasters. Responding late costs lives and money. Evidence shows that one pound invested in the preparedness to respond, including through pre-agreed financing mechanisms, saves on average more than two pounds in humanitarian aid and can increase the speed of responses by two weeks¹⁰.

We believe that development and climate finance can support countries and communities to better identify risks, as well as prepare for, and recover from, disasters. Also critical is building strong health, education and social protection systems in developing countries so that they are able to cope with crises. This includes using climate finance effectively to help poor countries adapt to climate change and to help avert or to mitigate its impacts.

In the next 5 - 10 years, we believe that more of the cost of preparing for and responding to natural hazards could, and should be, financed through government-led arrangements. These would draw on insurance and other risk-based finance to have funds on ‘stand-by’, allowing earlier, faster response in emergencies. International financial institutions, international climate finance and the private sector should be at the forefront of these efforts.

¹⁰ Price Waterhouse Cooper and Boston Consultancy Group, 2015 and 2017, Return on Investment Analysis of the Ready to Respond programme of UNHCR, UNICEF, WFP and OCHA.

Box 5: UK investments in disaster resilience and preparedness

In 2015, the UK committed to increase its **International Climate Finance** (ICF) by 50% over the next 5 years (2016-2021) to at least £5.8 billion. DFID, BEIS and Defra jointly manage this portfolio of investments. It helps poor countries adapt to climate change, promote jobs and livelihoods to reduce poverty, and support cleaner economic growth. It will help build the resilience of people, businesses and economies to increases in weather-related disasters or changes in climate trends. UK ICF has already helped over 21 million people to cope with the increased risk of droughts and floods.

The UK-funded Ready to Respond programme enabled responses in 15 different countries in 2016, from Afghanistan to Madagascar, Burundi and Nicaragua. UK funding following the Ebola crisis has supported better disease epidemic preparedness in over 20 African countries, working closely with the World Health Organisation and NGOs.

The UK is investing in risk management tools to inform programme design, such as **the Index for Risk Management (InfoRM)** that supports decision making around prevention, mitigation, preparedness, and response, and insurance mechanisms like **Africa Risk Capacity**. We are also investing in climate science and modelling which will help us to better understand and predict risk, including through the **Science for Humanitarian Emergencies and Resilience (SHEAR)** programme that aims to advance the monitoring, assessment and prediction of natural hazards and risks across Sub-Saharan Africa and South Asia. The **Centre for Global Disaster Protection** provides neutral advice, training and knowledge to governments to help to strengthen disaster planning, embed early action and use risk financing tools like insurance.

DFID funds the **Humanitarian Leadership Academy**, which aims to build skills in the sector, particularly at local and national levels in disaster-affected countries.

The **Building Resilience and Adaptation to Climate Extremes and Disasters (BRACED)** programme aims to benefit 5 million vulnerable people, especially women and children, in 13 developing countries. It will help them become more resilient to climate extremes and disasters, while gathering knowledge on how to avoid humanitarian disasters arising from climate extremes.

The UK Government will:

- Anticipate and track the risk of crises, including conflicts, natural disasters and epidemics, and ensure UK funding is allocated according to risk and need.
- Develop national and local capacities to manage disasters. We will increase assistance to help other countries develop stronger disaster contingency plans, recognising the unique needs of girls and women, and boys and men, and the role of women as decision makers and leaders. These will integrate insurance and other financing mechanisms where beneficial. We will also build the capacity of national health, nutrition, education, water and sanitation and social protection systems that cope with, and respond, to crises.
- Require our multilateral partners to improve anticipation, assessment and management of the risk of disasters. We will use the UK's shareholder positions in International Financial Institutions to ensure that they expand their offer of instruments to finance the risk of disasters, and target them to countries most in need.
- Work with UK businesses to develop financial instruments that contribute to managing the risk of disasters.

Box 6: Preventing famine in Ethiopia and Somalia

The UK's response to drought resulting from El Niño effect in Ethiopia in 2015-16, in support of the Government of Ethiopia's efforts, was critical in averting a famine in the country. DFID responded quickly to support over 3.8 million of the 20 million people in need of aid. A study estimates that the timeliness of this funding created savings of over US\$6 million and that the money spent was 18% of what a later procurement of food and other emergency items would have cost¹¹. The longer-term economic cost of responding late could have been US\$47.9 million, more than twice the cost of the early response. While international aid was critical, the Government of Ethiopia's leadership was pivotal: it contributed over US\$735 million and mounted the largest water provision operation in its history. DFID was instrumental in supporting the Government through adapting longer-term development programmes and supporting the capacity of the national disaster management agency.

Somalia is highly prone to both climate and conflict-related shocks. In 2011, the first famine of the 21st century was declared there, killing 260,000 people. The UK has been at the forefront of efforts to prevent the recurrence of such a disaster. To do this, DFID established an innovative Internal Risk Facility (IRF). This uses an advanced early warning system to track risks related to food availability, market prices and malnutrition levels and trigger a quick, real time response to shocks such as drought and floods. The IRF allowed the UK to be one of the first donors to respond to the threat of famine in 2017 by providing funding as early as 2016. Support was scaled-up in early 2017. This aid helped over one million Somalis in acute need and saved countless lives. DFID's innovative multi-year programme also helps build long-term resilience while responding to acute crises. We use innovative techniques to increase accountability to UK taxpayers and beneficiaries, such as state of the art digital monitoring and mapping system, pinpointing where aid is being delivered, and regular contact with aid recipients – sometimes by phone and text - to ensure they receive what they need.

¹¹ Cabot Venton C, Sida L, 2017, The Value for Money of Multi-Year Humanitarian Funding: Emerging Findings, Valid Evaluations.

5. A new approach to protracted crises: investing in the future

Many conflicts now last a generation, or longer. For the millions of civilians affected, often uprooted from their homes, short-term humanitarian relief is not enough. It can even maintain a state of dependence and despair. **Longer-term plans need to be made – and funded – for countries affected by long-term conflict, including those who host refugees for many years.** These plans should use a mix of humanitarian, development and stability and peace-building measures.

The World Humanitarian Summit secured consensus on the need for a new approach to protracted crises and forced displacement. The UK has championed the new model, focused on investing in education and other basic services, jobs and livelihoods for both displaced people and those hosting them. This new approach will deliver better outcomes for affected countries and people, increasing their ability to cope and build a better future.

Wherever possible, short-term humanitarian assistance to refugees should reduce over time, focusing on providing protection and responding to new emergencies. Job-creation benefiting both refugees and their hosts should be prioritised. National health, nutrition, education, water, sanitation, and social protection systems should be supported to adjust to the surge in demand. Development finance, including the instruments of multilateral development banks, should help fund these initiatives.

Box 7: The Jordan Compact

The UK, together with the international community and the Government of Jordan, agreed a ‘Jordan Compact,’ at the Supporting Syria and the Region Conference in February 2016. This compact will address the impact of the crisis in Syria through investment in job opportunities for Syrians and Jordanians, helping Syrian refugees to stay in the region and prepare for their return home. The UK will support the Government of Jordan to also ensure a quality, safe and inclusive education for Syrian refugees and Jordanian host community children, as well as protection for the poorest and most vulnerable. Similar agreements were reached with Lebanon and Turkey at the Conference.

Following the success of this UK initiative, an international commitment to develop a Global Compact (to Achieve Equitable Responsibility-Sharing for Hosting and Supporting Refugees Worldwide) was launched in 2016. The Global Compact will help refugees to stay closer to their countries of origin and support economic development in host countries.

The UK is committed to responding more effectively in protracted crises. A new longer-term UK approach to protracted crises and forced displacement will support people to re-establish livelihoods and invest in their future.

Box 8: The Wilton Park Principles

In April 2016, the UK co-chaired a high-level forum on new approaches to protracted forced displacement, which resulted in agreement to five core principles – the Wilton Park Principles. These serve as the foundation of a new UK approach:

1. **Work through national and local systems:** strengthening these systems;
2. **Support host communities and build local cohesion:** helping to improve the lives of all affected – both displaced people and those they now live beside – to prevent social strains and further conflict;
3. **Enable economic participation and stimulate growth:** recognising the skills, abilities and aspirations of displaced people and helping them to work and contribute to local economies;
4. **Provide impactful and innovative financing:** and bringing in newer partners such as the multilateral development banks with their grant and lending facilities;
5. **Improve the data and evidence base:** collaborating to improve our shared, disaggregated, data and evidence on what works to support those affected by protracted displacement, and using this to drive decision-making and financing.

The UK Government will:

- Work with national and international partners to agree a new Global Compact to share more fairly the responsibility of protecting refugees, providing them with opportunities to live in dignity.
- Ensure effective implementation of the World Bank's concessional funding for conflict-affected and fragile countries, and additional \$2 billion to countries hosting protracted refugee populations.
- Continue to support principled humanitarian action in countries in conflict, while investing where appropriate in longer term approaches, including in livelihoods, basic services and effort to build stability and peace

6. Improving the international system

There are currently unprecedented humanitarian needs, with the largest ever UN global appeal for \$23bn, and four potential famine situations in the media spotlight. We need to do more to tackle humanitarian crises, and the international system as a whole needs to do it better.

At the 2016 World Humanitarian Summit, the world agreed a clear vision for a radically improved humanitarian system by 2030: reforms to enhance compliance with international law; implement a new approach to forced displacement; ensure gender responsive programming, ensure vulnerable people are protected; and increase the efficiency of humanitarian funding. These changes require the humanitarian agencies to build new partnerships with the development system, as well as civil society and private sector in countries affected by or at risk of a crisis. In protracted or recurrent crises, we want to see a common, multi-year and comprehensive response plan focusing on long term approaches to support livelihoods and basic services, while maintaining the capacity to offer international protection and emergency relief.

However, national and local actors should be at the centre of the response to crises. Governments in affected countries should lead and coordinate the response whenever possible. Only when this is not appropriate should the international system step in to lead a response. Well before disaster strikes, development donors and agencies need to support countries at risk to cope with and prepare for emergencies.

When an international response is required, agencies need to stand behind a single, independent and impartial assessment of needs and respect the authority of a single, system-wide leader to define priorities and allocate resources. Competition for resources must give way to collaboration to ensure that assistance gets to those in greatest need, regardless of legal status or what agencies can supply. We also need to make greater use of pooled funds: they are good tools to allocate resources according to need, but their agility needs to improve and they should be more accessible to local organisations.

The response should be delivered by those offering best value for money. Multi-purpose cash transfers, particularly digital transfers, are faster, safer and more cost-effective than relief in-kind, and they support local economies. We want to see cash transfers being used systematically, at scale and harnessing the capabilities of the private sector, unless there is compelling evidence that they are not possible.

Delivery chains should be shortened and common services and administrative functions should be consolidated.

Finally, we need more transparent and accountable responses. We should be able to track what our taxpayers' money pays for and delivers in real time using improved, consolidated and open data. Beyond agencies being accountable to donors such as the UK, we want to see a step change to ensure that affected populations are better informed, allowed to participate in the decisions that affect them and, ultimately, empowered to make choices for themselves.

Box 9: The Grand Bargain

At the World Humanitarian Summit the world's largest donors and aid organisations came together to agree ten shared commitments to improve efficiency of humanitarian funding:

1. **Greater financial transparency through** reliable, real-time, and comparable data on needs and funding, available openly on a common platform;
2. **More support to national first responders**, promoting local ownership and harnessing local expertise;
3. **More use of cash-transfers** where possible to empower beneficiaries and increase efficiency;
4. **Less duplication and lower management costs** by harmonising the way costs are counted and the way we review how agencies perform;
5. **A single comprehensive, impartial and robust overall assessment of needs**, with a greater focus on what people need rather than what aid organisations can provide;
6. **More participation from affected people**, listening to their voices and including their views in decisions that affect them;
7. **More multi-year funding and planning** to maximise impact and save costs;
8. **Less earmarked funding** to maximise flexibility and appropriateness of response;
9. **Harmonised and simplified reporting requirements** to ensure limited resources are spent on delivering results;
10. **More collaboration between development and humanitarian donors and agencies** in order to reduce the need for humanitarian assistance in the long term.

The UK Government will:

- Use our leading position to build a coalition for reform of the global aid system, focusing on: 1) improved leadership and collaboration; 2) effective response to conflict and humanitarian situations, including protracted crises; 3) targeting resources where they make the greatest impact; and 4) improved transparency and accountability. We will combine forces with a group of key partners to drive reform, including the implementation of the Grand Bargain. We will also support the World Health Organisation to lead and coordinate an effective response to global health emergencies.
- Use our funding to ensure full delivery of commitments made at the World Humanitarian Summit, including the Grand Bargain, and support international mechanisms to report on achievements. We will continue to provide core, un-earmarked funding to multilateral agencies but we will make our funding conditional to progress made in delivering radical system-wide reform, in particular the delivery of the Grand Bargain Commitments. Thirty percent of these funds will be performance based, paid against results achieved in delivering reforms. We will allocate resources in ways that challenge existing UN practice.

- Work with civil society organisations, as set out in our Civil Society Partnership Review, so we can use their unique expertise in delivering life-saving assistance in the most effective way when disaster strikes, protecting the world from disease and instability and ensuring better prepared responses to crises by local organisations.
- Work with others to make the global crisis response system fit for the 21st Century. We want to see a meaningful reform of international governance and financing mechanisms to deliver reforms: more inclusive, transparent and efficient decision-making and leadership, including reform of the Inter Agency Standing Committee; more effective pooled funds; stronger leadership and coordination of the system at the country level; and independent monitoring and evaluation.

Box 10: The case for cash

Where markets work, the UK has been delivering cash to the most vulnerable people affected by crises. Cash preserves the dignity of affected populations as it allows beneficiaries to determine what they need most.

Cash challenges the current humanitarian system architecture and contributes to the UK's vision for reform. A single cash transfer can cover several basic needs, promoting innovation, and coherence while reducing duplication and related costs.

The evidence for benefits of using cash is compelling:

- Cash can be **cheaper to deliver and more effective** than the provision of goods "in-kind", particularly where those goods are costly to store and transport. In Ethiopia, cash was 25-30% cheaper to deliver than goods in-kind¹².
- Cash can contribute to **economic recovery and prosperity** by supporting local trade and jobs. In Ethiopia, one dollar distributed generated up to \$1.84 for the local economy¹³.
- **Cash can be delivered safely and cost-effectively.** The UK National Audit Office found in 2011 that e-transfers offered a reduced risk of fraud, greater transparency and flexibility for beneficiaries. We promote new technologies that increase transparency on where the money goes and reinforce accountability to affected populations and taxpayers.

¹² Cabot Venton, C., S. Bailey and S. Pongracz, 2015, Value for money of cash transfers in emergencies, Final Report, UK Department for International Development.

¹³ Ibid.

The Department for International Development:
leading the UK government's fight against world poverty.

Department for International Development
22 Whitehall
London
SW1A 2EG
UK

and at:

Abercrombie House
Eaglesham Road East
Kilbride
Glasgow
G75 8EA
UK

Tel: +44 (0)20 7023 0000

Fax: +44 (0)20 7023 0016

Website: www.dfid.gov.uk

Facebook: www.facebook.com/ukdfid

Twitter: @DFID_UK

Email: enquiry@dfid.gov.uk

Public enquiry point: 0845 3004100 or +44 1355 84 3132 (if you are calling from abroad)

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