

DGCS-NGO Working Group

Guidelines for humanitarian aid

Good Humanitarian Donorship Initiative
Humanitarian Donorship Principles and Good Practice

(2012-2015)

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Introduction

The Good Humanitarian Donorship Initiative (GHD) was launched in Stockholm in 2003 during a conference attended by representatives of donor governments, United Nations agencies, the European Commission, the International Red Cross and Red Crescent Movement (Federation and Committee) and other organisations involved in humanitarian action.

On that occasion, the donor governments attending and the European Commission, through the ECHO Directorate General, signed a 23-point document listing principles and good practice in funding and the implementation of humanitarian action¹. This document established a common definition of, and goals and objectives for, humanitarian action, while also making it possible to identify examples of good practice that donor governments should follow.

The goal of the Good Humanitarian Donorship Initiative (GHD) is, therefore, to make humanitarian aid evermore efficient and effective, in a framework of full compliance with the fundamental principles of humanity, neutrality, impartiality and independence that underpin all initiatives.

Twenty-two donors are currently taking part in the initiative. Italy joined in 2007, through the European Consensus on Humanitarian Aid.²

The Good Humanitarian Donorship Initiative envisages the adoption of specific implementation plans that put the principles signed up to into practice. In the context of its initiative to improve aid effectiveness, the Directorate General for Development Cooperation (DGCS) therefore set up a specific Ministry of Foreign Affairs-Non-Governmental Organisations (MFA-NGO) working group to draw up the Italian plan.

These guidelines are the result of that exercise, in the awareness that, while the GHD falls to individual donors, it refers to the humanitarian system as a whole. The world is experiencing an increase in the number of crises and the number of institutions and organisations engaged in providing a humanitarian response to them. In that light, only internationally coordinated action can provide the necessary coherence with a view to avoiding waste and maximising the impact of initiatives on behalf of the populations affected.

More specifically, these Guidelines are designed to provide a document that is at one and the same time strategic and operational. They follow the same format used by other European countries and members of the Development Assistance Committee (DAC) that have signed up to the GHD. To this end, the document is divided into two sections.

¹<http://www.goodhumanitarianandonorship.org/>

²http://ec.europa.eu/echo/policies/consensus_en.htm

The first section focuses on drawing up a strategic approach to Italian humanitarian action. It illustrates the challenges that the international context poses for our humanitarian response system and outlines the technical and political responses that Italy undertakes to adopt in the GHD framework.

The second addresses the same issues from a pragmatic-operational standpoint. It highlights the distinctive features of the 23 GHD principles and proposes concrete, verifiable solutions over a three-year timescale (2012-2013/2014-2015).

To reflect the symmetry between the strategic and operational approaches, each of the two sections is broken down into identical parts, and more specifically: (1) Humanitarian Principles and Definitions; (2) Applying Humanitarian Principles; and (3) Good Practice.

Section I

Strategic Guidelines for Italian Humanitarian Action

Chapter 1.1 – Principles and definition of humanitarian action

Good Humanitarian Donorship Principles:

Principle 1 – *The objectives of humanitarian action are to save lives, alleviate suffering and maintain human dignity during and in the aftermath of man-made crises and natural disasters, as well as to prevent and strengthen preparedness for the occurrence of such situations.*

Principle 2 – *Humanitarian action should be guided by the humanitarian principles of i) humanity, meaning the centrality of saving human lives and alleviating suffering wherever it is found; ii) impartiality, meaning the implementation of actions solely on the basis of need, without discrimination between or within affected populations; iii) neutrality, meaning that humanitarian action must not favour any side in an armed conflict or other dispute where such action is carried out; and iv) independence, meaning the autonomy of humanitarian objectives from the political, economic, military or other objectives that any actor may hold with regard to areas where humanitarian action is being implemented.*

Principle 3 – *Humanitarian action includes the protection of civilians and those no longer taking part in hostilities, and the provision of food, water and sanitation, shelter, health services and other items of assistance, undertaken for the benefit of affected people and to facilitate the return to normal lives and livelihoods.*

Principle 4 – *Respect and promote the implementation of international humanitarian law and the conventions on refugees and human rights.*

Italy can be considered the birthplace of modern humanitarian action. It was at Solferino, near Mantua, that in 1859 Henry Dunant conceived the ideas that gave rise to the principles still underpinning humanitarian action today.

As confirmation of the value that Italy places on such action, the Italian Government has signed and promotes the most important international agreements on this matter. Notable among these are: the Universal Declaration of Human Rights (1948) and related treaties; the Geneva Conventions and their Additional Protocols of 1949 on humanitarian law; the Geneva Convention of 1951 Relating to the Status of Refugees; and the International Convention on the Rights of the Child, dating from 1989. At the European level, this tradition was reaffirmed by the adoption of the European Consensus on Humanitarian Action in 2007. Lastly, Italy is part of the Good Humanitarian Donorship Initiative, to which this document refers directly.

To comply with these international commitments, Italy intends to develop its humanitarian action in full compliance with the four key principles of humanitarian aid, i.e.:

Humanity – Humanitarian aid, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Neutrality – In order to continue to enjoy the confidence of all parties concerned, those engaging in humanitarian action may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature. This abstention is limited solely by the requirement to denounce violations of humanitarian law.

Impartiality – Humanitarian aid makes no discrimination as to nationality, race, religious beliefs, class or political opinions. Its sole objective is to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Independence – Humanitarian aid is by its very nature independent, i.e. free from political, economic, military or other influence.

Humanitarian action derives from an evaluation and interpretation of the above principles and can be summed up as follows:

“Humanitarian aid can be properly defined as international assistance designed solely to save lives and protect human dignity, and alleviate suffering during and in the aftermath of emergencies. To be classified as humanitarian, aid should be consistent with the humanitarian principles of humanity, impartiality, neutrality and independence.”³

Humanitarian action therefore includes the protection of civilians and those no longer taking part in hostilities, and the provision of food, water and sanitation, shelter, health services and other items of assistance, undertaken for the benefit of affected people and to facilitate the return to normal lives and livelihoods. Its objectives are to save lives, alleviate suffering and maintain human dignity during and in the aftermath of man-made crises and natural disasters, as well as to prevent and strengthen preparedness for the occurrence of such situations.

To increase the effectiveness of the principles set out above, Italy undertakes not just to adopt them in their entirety but to engage in an overarching action of political advocacy to promote the universal application of the main international humanitarian agreements signed by our country⁴.

Lastly, without prejudice to the responsibilities of our national institutions and legislative framework, Italy recognises the importance of the principle of subsidiarity and underscores the key role played by humanitarian organisations from civil society. With full respect for the independence of that role, forms of coordination are to be encouraged both in humanitarian operations and in collecting private funds, a vital element if we are to provide an effective response to humanitarian crises at “Country System” level.

³Cf. OECD-DAC definition of humanitarian aid

⁴Cf. Chap. 1.1, par.2

Chapter 1.2 – Application of humanitarian principles

Good Humanitarian Donorship Principles:

Principle 5 – While reaffirming the primary responsibility of states for the victims of humanitarian emergencies within their own borders, strive to ensure flexible and timely funding, on the basis of the collective obligation of striving to meet humanitarian needs.

Principle 6 – Allocate humanitarian funding in proportion to needs and on the basis of needs assessments.

Principle 7 – Request implementing humanitarian organisations to ensure, to the greatest possible extent, adequate involvement of beneficiaries in the design, implementation, monitoring and evaluation of humanitarian response.

Principle 8 – Strengthen the capacity of affected countries and local communities to prevent, prepare for, mitigate and respond to humanitarian crises, with the goal of ensuring that governments and local communities are better able to meet their responsibilities and co-ordinate effectively with humanitarian partners.

Principle 9 – Provide humanitarian assistance in ways that are supportive of recovery and long-term development, striving to ensure support, where appropriate, to the maintenance and return of sustainable livelihoods and transitions from humanitarian relief to recovery and development activities.

Principle 10 – Support and promote the central and unique role of the United Nations in providing leadership and co-ordination of international humanitarian action, the special role of the International Committee of the Red Cross, and the vital role of the United Nations, the International Red Cross and Red Crescent Movement and non-governmental organisations in implementing humanitarian action.

Respect for the humanitarian principles set out above underpins the strategic framework guiding Italian humanitarian action. For this reason, the principles are reflected in a series of operational considerations that can be summarised as follows.

In observing the principle of the *Responsibility to Protect*, Italy recognises the primary responsibility of the state and authorities in the country concerned to protect their citizens in the event of humanitarian emergencies. Italy views its action as being entirely subsidiary to that of the country's government and subject to verification of that government's inability or unwillingness to take action to protect its citizens⁵.

Italy reaffirms the strategic role played by proper needs assessments before the humanitarian action itself begins. In this respect it recognises the comparative advantage of the International Organisations and the European Union in conducting geographical and sector-based needs assessments. Such assessments can act as a benchmark for all donors, thus reinforcing the complementarity and coordination of the various actions undertaken.

⁵2005 World Summit outcome Document

Humanitarian aid must always be to the sole advantage of the populations affected. For this reason Italy recognises the crucial role they must play in planning, implementing and evaluating humanitarian intervention. Again to ensure that humanitarian action is not alien to the local social and economic fabric, Italian humanitarian aid will seek, wherever possible, to purchase local products, not least with a view to fostering a linear process between emergency and development operations and avoiding potential negative effects on the latter.

More generally, a priority for humanitarian aid is to focus on addressing problems from a medium-term perspective. Where this does not run counter to access requirements and the humanitarian principles, the actions planned by humanitarian aid entities should facilitate subsequent development cooperation initiatives.

Italian humanitarian aid is inspired by *Do no harm*⁶ principles and seeks at all times to prevent certain negative effects commonly associated with humanitarian action. These include, most notably: the distortive effects of the war economy; the risk of creating parallel systems to the state in contexts where the central authorities are weak; and the risk of triggering local micro-conflicts linked to aid distribution. The Italian Government is also committed to ensuring that humanitarian action is not used as a surrogate for political action. It recognises that both forms of intervention are vital in crisis regions but that the actors involved, the action to be taken and the mandates of the actors concerned are different.

Special attention must be paid to preventive action, especially as regards crises caused by natural disasters. In this sector, Italy attributes a special value to prevention initiatives that, in addition to being more efficient in economic terms, also enable a greater number of lives to be saved. This commitment will be even more strategic if set in the context of climate change which, without appropriate preventive action, risks generating high numbers of victims, as well as climate migrants.

As regards complex crises and countries in a particularly fragile situation, Italy – at all times with full respect for the neutrality of humanitarian aid – will ensure that humanitarian action focuses specifically on the state-building context, with a view to strengthening local resilience mechanisms. Our country rules out the eventuality of actions in such contexts taking the form of military intervention, unless expressly requested by the country affected or by the United Nations humanitarian organisations. In any case, such military intervention would only be for limited periods and would have clearly defined tasks and timescales, for example to open up humanitarian corridors or protect humanitarian convoys.

In the context of Italy's commitment to promote policy coherence, as confirmed during the Italian G8 Presidency in 2009, our country intends to promote a global approach in developing the "Country System" to ensure greater political coherence and the mobilisation of all actors, strategies and financial resources concerned. According to the OECD/DAC Peer Review of Italy⁷ in 2009, the Foreign Ministry should take the lead in promoting public and political awareness of development cooperation and humanitarian aid issues, including awareness raising with respect to Italy's international commitments and the importance of coherence in implementing them.

⁶Anderson, Mary (1999)

⁷ DAC PEER REVIEW OF ITALY © OECD 2009

As part of this process, Italy has undertaken to translate its overall humanitarian effort into a national implementation plan. This would clarify the approach to humanitarian protection and identify appropriate linkages between humanitarian assistance and development, and define the mechanisms to coordinate and harmonise the various humanitarian actors (Ministry of Foreign Affairs, Department of Civil Protection (DPC), local government – Regions, Provinces and Municipalities –, the Italian Red Cross (IRC) and Civil Society Organisations).

Lastly, Italy recognises, not least in complying with art. 49 of the European Consensus on Humanitarian Aid⁸, the crucial role played by the international organisations, especially the UN humanitarian agencies and the International Committee of the Red Cross, as leading actors in the humanitarian sector. Such organisations are able to coordinate and implement international humanitarian aid while continuing to comply with its principles, including in the eyes of local populations. Italy also recognises the special role of civil society organisations, and especially NGOs, which are a vital instrument in ensuring far-reaching and effective humanitarian action, even in the most difficult situations.

⁸Art.49 of the European Consensus on Humanitarian Aid states that: “The UN and its Relief agencies are at the core of the international humanitarian system as a norm setter, a coordinator and also a major implementer of humanitarian aid. Similarly, the International Committee of the Red Cross has a specialised mandate based on international treaties and is in many contexts, particularly in conflict situations, one of the few – sometimes the only – partner with access in order to be able to provide protection and to deliver humanitarian assistance. Red Cross and Red Crescent National Societies supported by the International Federation of Red Cross and Red Crescent Societies are particularly well-rooted in local communities and are often best placed to provide an immediate response to natural disasters. Non-Governmental Organisations (NGOs) are essential to the humanitarian response as they deliver the majority of international humanitarian aid due to their field-presence and flexibility, often with a high-level of specialisation. They are also a direct expression of active citizenship at the service of the humanitarian causes.

Chapter 1.3 – Good practice

Chapter 1.3.1 – Donor funding good practice

Good Humanitarian Donorship Principles:

Principle 11 – Strive to ensure that funding of humanitarian action in new crises does not adversely affect the meeting of needs in on-going crises.

Principle 12 –Recognising the necessity of dynamic and flexible response to changing needs in humanitarian crises, strive to ensure predictability and flexibility in funding to United Nations agencies, funds and programmes and to other key humanitarian organisations

Principle 13 – While stressing the importance of transparent and strategic priority-setting and financial planning by implementing organisations, explore the possibility of reducing, or enhancing the flexibility of, earmarking, and of introducing longer-term funding arrangements.

Principle 14 – Contribute responsibly, and on the basis of burden-sharing, to United Nations Consolidated Inter-Agency Appeals and to International Red Cross and Red Crescent Movement appeals, and actively support the formulation of Common Humanitarian Action Plans (CHAP) as the primary instrument for strategic planning, prioritisation and co-ordination in complex emergencies.

Italy recognises the importance of adequate funding for humanitarian action to ensure its effectiveness. It is clear that the possibility of applying the principles set out above is as closely linked to the amount of funding delivered as it is to efficiency and quality in the use of that funding.

To reduce waste as far as possible, Italy considers it is strategic to follow good practices that increase the flexibility, coordination and continuity of humanitarian financing at the national and global levels.

Our country feels it is essential to reduce the volatility of humanitarian funding flows, with special regard to conflict situations and complex crises where the absence of funding continuity is particularly harmful. In this framework, a specific focus will be placed on fragile states, where the desirability of adopting actions to support their initiatives and humanitarian activities will be evaluated.

To ensure that funds are shared out amongst the various crises purely on the basis of needs and to provide the most effective response possible to changing situations on the ground, Italy undertakes to increase the flexibility of its funding. This can be done in two ways. One is to draw on additional funding, where the amount already earmarked for a given country proves to be insufficient. And the second is to encourage, with full respect for transparency and accountability requirements, a change from “project-based” funding mechanisms to “core funding” that can adapt more effectively to the rapidly evolving scenarios that characterise countries experiencing emergencies.

Italy also deems it essential, not least to respect the above-mentioned commitment to strengthen the key role played by the United Nations system and by the Red Cross “family”, to foster coordination with other European and international donors with a view to preventing duplication and waste. This can also be achieved by boosting Italy’s participation in existing mechanisms like the Central Emergency Response Fund (CERF), the United Nations Consolidated Appeal Process (CAP), appeals by the International Red Cross and Red Crescent Movement , and the Common Humanitarian Action Plans (CHAP).

Alongside its international coordination role, the Ministry of Foreign Affairs has also undertaken to promote the national coordination of “System Italy” in responding to emergencies. In this, it recognises – in accordance with the subsidiarity principle – the central role that civil society organisations must be allowed to play in collecting funds from private individuals and organisations.

Chapter 1.3.2 –Implementation good practice

Good Humanitarian Donorship Principles:

Principle 15 – Request that implementing humanitarian organisations fully adhere to good practice and are committed to promoting accountability, efficiency and effectiveness in implementing humanitarian action.

Principle 16 – Promote the use of Inter-Agency Standing Committee guidelines and principles on humanitarian activities, the Guiding Principles on Internal Displacement and the 1994 Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations (NGOs) in Disaster Relief.

Principle 17 –Maintain readiness to offer support to the implementation of humanitarian action, including the facilitation of safe humanitarian access.

Principle 18 – Support mechanisms for contingency planning by humanitarian organisations, including, as appropriate, allocation of funding, to strengthen capacities for response.

Principle 19 – Affirm the primary position of civilian organisations in implementing humanitarian action, particularly in areas affected by armed conflict. In situations where military capacity and assets are used to support the implementation of humanitarian action, ensure that such use is in conformity with international humanitarian law and humanitarian principles, and recognises the leading role of humanitarian organisations.

Principle 20 –Support the implementation of the 1994 Guidelines on the Use of Military and Civil Defence Assets in Disaster Relief and the 2003 Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies.

In implementing its humanitarian action, Italy will pay special attention to strengthening the “Country System” as a whole. Italy deems it essential for the actors implementing humanitarian actions to comply in full with internationally recognised good practice in terms of the effectiveness, efficiency and accountability of humanitarian action.

To pursue this goal, Italy’s strategy will develop along two parallel and mutually reinforcing lines. First, it will foster capacity-building processes by implementing organisations, and coordination mechanisms both in implementing the actions and in collecting private funding. Second, funded organisations will be required to meet the highest international standards in humanitarian terms, especially as regards the effectiveness, efficiency and accountability of the actions implemented.

In this respect, attention will focus on the international reference documents (1994 Code of Conduct⁹, Guiding Principles on Internal Displacement¹⁰) and certain existing good practices (e.g. SPHERE, COMPASS, HAP, People in Aid and others), adapting them where necessary to build on the store of experience built up over the years by the Italian humanitarian system.

In the framework of improving the standards applied by the organisations implementing Italy’s humanitarian action, a special focus must be placed on those relating to safety and security. Indeed, in a general context where humanitarian actors are increasingly viewed by the parties in conflict as potential targets, the application of adequate security standards is a necessary condition to implement humanitarian actions and obtain secure access to beneficiaries. In adopting these standards, our country’s humanitarian tradition will be taken into account and its distinctive features and essential characteristics maintained.

Italy recognises the primacy of civil society organisations in the humanitarian field. It undertakes to comply with the criteria adopted at the international level following the adoption by the United Nations of the MCDA, Oslo and United Nations Office for the Coordination of Humanitarian Affairs/Inter-Agency Standing Committee (OCHA-IASC)¹¹ guidelines regulating the relationship between civilians and the military in contexts of conflict or natural disasters.

Lastly, Italy feels that formulae should be evaluated for the funding and implementation of actions designed both to guarantee a timely response by the emergency response actors, and to maintain synergies between humanitarian action, in its various stages, and development cooperation. This with a view to supporting coherent planning of humanitarian action, fostering rapid crisis response and ensuring relief, recovery and development linkages (Linking Relief and Recovery to Development –LRRD). More specifically, where bilateral Italian funding is concerned, and especially in situations of transition and fragility, as agreed at EU level¹², Italy will evaluate whether it is appropriate to use all the available instruments in order to exploit the full potential of short- and medium-term aid and cooperation.

⁹ <http://www.ifrc.org/Global/Publications/disasters/code-of-conduct/code-english.pdf>

¹⁰ <http://www.idpguidingprinciples.org/>

¹¹ <http://www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-products-products&sel=8>

¹² European Consensus on Humanitarian Aid, Articles 30, 77 and 78 ; Council Conclusions on EU response to situations of fragility – Brussels, 20.11.2007.

Chapter 1.3.3 – Learning and accountability good practice

Good Humanitarian Donorship Principles:

Principle 21 – Support learning and accountability initiatives for the effective and efficient implementation of humanitarian action.

Principle 22 – Encourage regular evaluations of international responses to humanitarian crises, including assessments of donor performance.

Principle 23 – Ensure a high degree of accuracy, timeliness, and transparency in donor reporting on official humanitarian assistance spending, and encourage the development of standardised formats for such reporting.

To strengthen the accountability systems brought into play by the various emergency response actors making up “System Italy”, Italy deems it essential to encourage the development of common standards in this sector. These should regard all the actors engaged in crisis situations, with a view to achieving three fundamental objectives: (1) ensure transparency for the humanitarian sector; (2) ensure that beneficiary populations participate in selecting and evaluating the actions; (3) ensure that Italian companies operating in humanitarian crisis situations fully adhere to the humanitarian principles.

Paying due attention to accountability cannot in any case be viewed in isolation from a commitment to evaluate the actions implemented not just by our country but by the international community. Italy therefore deems it necessary to increase the number of evaluations carried out and foster joint evaluation processes with other donors. The aim here is to encourage self-learning and facilitate the implementation of the principles drawn up by the GHD initiative, as referred to in this document.

Still in the accountability framework, Italy feels it is important to ensure a high level of accuracy, timeliness and transparency in reporting to international organisations and Italian public opinion on the use of financial resources allocated to humanitarian assistance, not least to increase public support for and awareness of humanitarian action.

Section II

Operational guidelines for Italian humanitarian action

This second section concerns the actions to be undertaken in order to comply with Italy's commitments in the sphere of Good Humanitarian Donorship, and put into practice the strategic lines described above. In line with the allocated human and financial resources, Italian Development Cooperation will make every effort to implement the operational lines and actions set out in this document.

Implementing the actions set out below requires two necessary innovations:

1. **The creation of a National Steering Group for Emergency and Humanitarian Aid**, to foster coordination in responses to complex humanitarian crises and natural disasters. The Steering Group, convened as necessary by the MFA/ DGCS in response to complex calamities, can be opened up as the situation requires to other stakeholders or parties involved in the emergency in question. These may include, in addition to the MFA itself: NGOs, Civil Protection, Italian Red Cross (IRC), Ministry of Defence and Decentralised Cooperation bodies (Regions, Provinces, Municipalities).
2. **The promotion by the MFA of training initiatives in the humanitarian assistance and advocacy spheres.** These initiatives will be planned in consultation with the Steering Group (see point 2). They will envisage dedicated training pathways for staff from the MFA, NGOs, IRC, Civil Protection, Armed Forces and decentralised cooperation, the aim being to raise awareness of international humanitarian law and promote humanitarian issues.

Italy also feels that, by the end of the first three years of the GHD guidelines 2012/13-2014/15, the degree to which the results envisaged in this Section have been achieved should be evaluated. This evaluation activity will be coordinated by Office IX of the DGCS, set up specifically for this purpose. **The application of the GHD Principles will also be evaluated during the next OECD-DAC Peer Review**, envisaged for 2013.

Chapter 2.1 – Principles and definition of humanitarian action

GHD Principles	Objective	Expected Results	Action 2012/2013	Actors	Action 2014/2015	Actors
1 2 3	Ensure compliance with humanitarian principles	Resources provided and training pathways set up for actors involved: personnel from MFA, NGOs, IRC, Civil Protection, Armed Forces - CIMIC, Decentralised Cooperation.	Prepare, plan and launch training pathway on compliance with humanitarian principles	MFA/DGCS + Steering Group	Conduct external evaluation of completed training activities. Publish good practice relating to application of humanitarian principles and international conventions.	OECD-DAC Peer Review MFA + Steering Group
4	Ensure that compliance with main international conventions governing humanitarian issues is advocated	<p>Political Declaration adopted, recognising the humanitarian principles reiterated by the GHD Initiative as a cornerstone of Italian humanitarian activity.</p> <p>Resources provided and training pathways set up for actors involved: personnel from MFA, NGOs, IRC, Civil Protection, Armed Forces-CIMIC, Decentralised Cooperation.</p>	<p>Prepare draft Political Declaration to submit to the Minister for appropriate follow-up</p> <p>Adopt Political Declaration</p> <p>Organise training activities and launch advocacy training pathway</p>	<p>Emergency and Fragile States Group</p> <p>MFA – Parliament</p> <p>MFA/DGCS + Steering Group</p>	<p>Apply GHD principles systematically in Italian humanitarian activity</p> <p>Conduct external evaluation of level of application of GHD Principles in Italian humanitarian activity</p> <p>Evaluate training activities.</p> <p>Publish good practices relating to application of humanitarian principles and international conventions.</p>	<p>DGCS + Steering Group</p> <p>OECD-DAC Peer Review</p> <p>OECD-DAC Peer Review</p> <p>DGCS + Steering Group</p>

Chapter 2.2 – Application of humanitarian principles

GHD Principles	Objective	Expected Results	Action 2012/2013	Actors	Action 2014/2015	Actors
5-6	Humanitarian aid based solely on needs and coordinated at international level	Needs assessments drawn up by UN and EU adopted, and input provided at drafting stage	<p>90% of Italian humanitarian funding to be spent in countries that are the focus of a UN CAP (Flash Appeals or Consolidated Appeals) and Red Cross (IFRC, ICRC) appeals.</p> <p>Multilateral component will be channelled through the international organisations involved in the appeals. The bilateral component will also be set in the framework of these appeals. It will share their strategy, spheres of intervention and target groups, while being able to develop different implementation arrangements with respect to the multilateral component.</p> <p>The “in kind” component, in the form of shipments of humanitarian supplies, should be viewed as an integral part of the initial humanitarian response. As such, it is included in the above-mentioned percentage.</p> <p>30% of Italian public humanitarian funding will be targeted on countries deemed to be “forgotten crises”</p>	<p>MFA-DGCS</p> <p>MFA-DGCS</p> <p>MFA-DGCS and NGOs</p>	<p>Adopt UN and EU needs assessments as a primary benchmark for sectoral priorities in the countries concerned.</p> <p>Conduct external evaluation of level of application of international needs assessments</p>	<p>MFA-DGCS and NGOs</p> <p>OECD-DAC Peer Review</p>

Participation in joint Needs Assessments (EU, UN and NGOs)

GHD Principles	Objective	Expected Results	Action 2012/2013	Actors	Action 2014/2015	Actors
7	Humanitarian action that involves beneficiaries	Beneficiaries involved at all stages of the project cycle: design, implementation, and evaluation of humanitarian action.	<p>Launch training pathways for MFA and NGO personnel on good practice in involving local populations in humanitarian actions.</p> <p>Include emergency programmes in Rolling Evaluation Work Plan envisaged by the MFA-DGCS Evaluation Guidelines.</p> <p>Emergency programme evaluation TOR to include space for beneficiaries' evaluations.</p>	<p>MFA</p> <p>DGCS – Office IX</p> <p>DGCS – Office IX</p>	<p>Publish good practice on beneficiary involvement</p> <p>As for 2012</p> <p>DGCS emergency programmes to implement the recommendations arising from evaluations (as per Evaluation Work Plan) of beneficiary involvement in the project cycle.</p> <p>Beneficiary involvement in the project cycle is a preferred criterion in allocating funding to NGOs and international humanitarian organisations.</p>	<p>MFA-DGCS + Steering Group</p> <p>MFA-DGCS – Office IX</p> <p>MFA-DGCS– Office VI, UTC (Central Technical Unit)</p> <p>MFA-DGCS, NGOs, International humanitarian organisations</p>

GHD Principles	Objective	Expected Results	Action 2012/2013	Actors	Action 2014/2015	Actors
8	Strengthen the capacity of affected countries to prevent, mitigate and respond to humanitarian crises.	Italy taking an active part in international initiatives to strengthen local capacity to respond to humanitarian crises, including Disaster Risk Reduction (DRR), and fragile situations.	<p>Invest 10% of Italian public humanitarian funding on DRR actions to strengthen local capacity to respond to humanitarian crises, including climate change.</p> <p>Set up a working group to draft Guidelines on the application of the “OECD/DAC Principles for Good International Engagement in Fragile States and Situations”</p> <p>Set up a National Steering Group for Humanitarian and Emergency Aid to better coordinate the response to complex humanitarian crises and natural disasters.</p>	<p>MFA/DGCS</p> <p>Emergency and Fragile States Group MFA-NGOs</p> <p>MFA-NGOs- Civil Protection, IRC, Min. Defence, and Decent. Cooperation</p>	<p>Conduct external evaluation of degree to which partner countries’ capacity to prevent, mitigate and respond to humanitarian crises, as implemented through Italian humanitarian activity, has been strengthened.</p> <p>Draft specific guidelines with input from the Fragile States Working Groups</p> <p>Conduct external evaluation of the work of the Steering Group with respect to the prevention, mitigation of and response to humanitarian crises.</p>	<p>OECD-DAC Peer Review</p> <p>Emergency and Fragile States Group MFA-NGOs</p> <p>OECD-DAC Peer Review</p>

GHD Principles	Objective	Expected Results	Action 2012/2013	Actors	Action 2014/2015	Actors
9	Link emergency humanitarian assistance to subsequent recovery and long-term development initiatives.	Stronger DGCS capacity to plan actions for transition from emergency to development Italy's participation in humanitarian and development actors' coordination and harmonisation mechanisms is fostered at country level (Embassies/Local Technical Units - UTLs), with special reference to European partners.	Strengthen mechanisms for coordination between the various DGCS offices to harmonise emergency and development actions. Adopt coordinated planning by DGCS and NGOs to harmonise emergency and development actions. Strengthen country-level capacity (Embassies/Local technical units) in terms of human and financial resources.	MFA-DGCS Emergency and Fragile States Group MFA-NGOs MFA-DGCS	Conduct external evaluation of efficacy of actions adopted	OECD-DAC Peer Review
10	Support the central and unique role of the various humanitarian organisations in coordinating and implementing humanitarian action	Recommendations of European Consensus on Humanitarian Action implemented with regard to the central role of the humanitarian organisations (UN, ICRC, IFCR and NGOs)	Political Declaration on GHD Principles (Section 2.1, Principle 4) includes a recognition of UN leadership in coordinating humanitarian action, the specific role of the ICRC and the essential role of the humanitarian organisations (UN, ICRC, IFCR and NGOs) in implementing humanitarian action.	MFA – Parliament	Apply GHD principles systematically in Italian humanitarian activity	MFA-DGCS + Steering Group

Chapter 2.3.1 – Donor funding good practice

GHD Principles	Objective	Expected Results	Action 2012/2013	Actors	Action 2014/2015	Actors
11	Reduce volatility of Italian humanitarian aid	Response to new crises ensured and continuity of Italian humanitarian aid for on-going and forgotten crises guaranteed.	Earmark at least 50% of humanitarian financial resources allocated to DGCS at start of year to on-going and forgotten crises	MFA-DGCS	Independent verification that cover is available for humanitarian needs that emerge during the year and for continuity of action in affected countries.	MFA-DGCS/ Office IX OECD-DAC

GHD Principles	Objective	Expected Results	Action 2012/2013	Actors	Action 2014/2015	Actors
12 13	Increase predictability and flexibility of humanitarian response	Mechanisms adopted to increase predictability and flexibility of Italian humanitarian funding	<p>Increase funding for the Central Emergency Response Fund (CERF) managed by OCHA to 4.5% of total Italian humanitarian aid (international average).</p> <p>Unearmark 25% of annual funding to international humanitarian organisations from specific purposes or objectives</p> <p>Analyse and propose new financial mechanisms for Italian bilateral aid (e.g.Art.15 Reg. Law 49/87).</p> <p>DGCS verifies feasibility of unearmarking humanitarian funding to suitable NGOs with due respect for DGCS strategic guidelines and the principles of accountability, effectiveness and efficiency. If this proves feasible, DGCS to adopt criteria and procedures for allocation.</p> <p>Adopt coordinated approach at EU level for actions focusing on fragile situations.</p>	<p>MFA-DGCS</p> <p>MFA-DGCS</p> <p>MFA-DGCS</p> <p>MFA-DGCS</p>	Evaluate actions adopted and introduce any improvements required	MFA-DGCS

GHD Principles	Objective	Expected Results	Action 2012/2013	Actors	Action 2014/2015	Actors
12 13	Strengthen subsidiarity between public and private actors with due respect for humanitarian principles, to increase resources for and effectiveness of humanitarian aid	Coordination mechanisms between Italian humanitarian actors (institutions, civil society organisations and decentralised cooperation) strengthened for collection of funds to supplement public humanitarian aid resources	MFA fosters NGOs own initiatives to strengthen their coordination mechanisms with a view to promoting their visibility and key emergency response role to other public or private actors Rationalise and coordinate funding campaigns	MFA/ NGOs Steering Group	Evaluate actions adopted and introduce any improvements required	Steering Group
14	Strengthen Italy's active role in preparing International Humanitarian Appeals	The United Nations Consolidated Appeal Process (CAP), International Red Cross and Red Crescent Movement appeals, and the Common Humanitarian Action Plans (CHAP), to the drafting of which Italy provides active input, are the primary instruments for strategic planning and co-ordination of Italian aid in complex emergencies.	Strengthen coordination mechanisms between the various DGCS offices to make greater use of humanitarian appeals as intervention planning tools. Raise relevant political authorities' awareness of desirability of increasing resources for public humanitarian aid as a necessary instrument to become an active participant in formulating international humanitarian appeals.	MFA/DGCS MFA/DGCS + Steering Group	Evaluate actions adopted and introduce any improvements required	OECD-DAC Peer Review

Chapter 2.3.2 – Implementation good practice

GHD Principles	Objective	Expected Results	Action 2012/2013	Actors	Action 2014/2015	Actors
15	Improve the quality of humanitarian action by adopting international standards of accountability, efficiency and effectiveness	International standards of accountability, efficiency and effectiveness of international humanitarian aid adopted by MFA, NGOs and other institutions receiving funding	<p>Conduct systematic evaluations of emergency programmes to verify that international standards of accountability, efficiency and effectiveness of international humanitarian aid are applied</p> <p>Give funding priority to NGOs and institutions undertaking to apply international standards of accountability, efficiency and effectiveness of international humanitarian aid</p>	<p>MFA-DGCS-Office IX</p> <p>MFA-DGCS</p>	<p>Draw up and adopt a Code of Conduct for the application of international standards of accountability, efficiency and effectiveness of international humanitarian aid</p> <p>NGOs and institutions receiving funding through Italian public aid adopt international standards of accountability, efficiency and effectiveness of international humanitarian aid</p>	<p>MFA-DGCS</p> <p>NGOs and other humanitarian institutions receiving funding from MFA</p>
16	Improve the quality of humanitarian action by strengthening the system's emergency response capacity	Use of NGOs and other institutions receiving funding promoted, and their capacity strengthened, in applying international standards and good practices to humanitarian aid.	Plan and design thematic training pathways by MFA-NGOs and other humanitarian institutions to support the development of operational capacity in accordance with international principles and good practice.	MFA	Evaluate the thematic training pathways	<p>OECD-DAC Peer Review</p> <p>Steering Group</p>

GHD Principles	Objective	Expected Results	Action 2012/2013	Actors	Action 2014/2015	Actors
17	Maintain readiness to offer timely support to humanitarian action	Timely crisis response systems strengthened in keeping with the principles of timeliness, effectiveness and appropriateness through a coordinated effort by the humanitarian community that exploits existing comparative advantages	Organise regular meetings to improve humanitarian response coordination at the national and international levels	Steering Group	Evaluate actions adopted	Steering Group
	Ensure the safety of humanitarian personnel	Internationally recognised safety and security standards adopted and adapted to the context by operators in the sector	Identify standard safety procedures in the form of best practice for NGOs and humanitarian institutions Draw up criteria for the application and standardisation of remote management systems as an alternative solution to direct presence, where for safety/security reasons this is not possible. Adopt remote management criteria	MFA, Diplomatic missions, NGOs Steering Group Emergency and Fragile States Group) / NGOs MFA-DGCS/ NGOs	Evaluate actions adopted NGOs and institutions receiving funding through Italian public aid adopt security/safety manuals that reflect best practice	MFA, Diplomatic missions, NGOs NGOs and other humanitarian institutions receiving funding from MFA

GHD Principles	Objective	Expected Results	Action 2012/2013	Actors	Action 2014/2015	Actors
18	Strengthen humanitarian organisations' capacity for and speed of response	Italy's participation in rapid response mechanisms (e.g. CERF, DREF and Humanitarian Pool Funds) strengthened	Allocate 10% of Italian public humanitarian funding to rapid response mechanisms	MFA-DGCS		
		Integrated, coordinated response procedures adopted by the various actors intervening in early stages of humanitarian emergencies (Sudden Onset Crises)	Prepare and adopt integrated, coordinated response procedures for humanitarian emergencies, including to support humanitarian organisations already operating on the ground	MFA-DGCS Steering Group	Evaluate procedures adopted	MFA-DGCS Steering Group

GHD Principles	Objective	Expected Results	Action 2012/2013	Actors	Action 2014/2015	Actors
19	Affirm the role of civilian organisations in implementing humanitarian response	Recognition of role of civilian organisations in implementing humanitarian response included in Political Declaration	Italian political authorities adopt declaration	MFA – Parliament		
20	Foster the implementation of civil-military coordination	International standards for civil-military relations disseminated and implemented, especially as envisaged by the European Consensus on Humanitarian Aid (Articles 61-65), the Oslo Guidelines, the MCDA Guidelines and OCHA-IASC	<p>Draw up a Civil-Military Coordination Protocol based on internationally recognised standards</p> <p>Adopt joint protocol on civil-military relations</p> <p>Support the application of the protocol at the local level, where military and civil humanitarian organisations operate in the same context</p>	Working Group and Ministry of Defence	Evaluate application of civil-military coordination protocol	<p>Joint Commission MFA-NGOs-Civil Protection, IRC, Min. Defence</p> <p>OECD-DAC Peer Review</p>

Chapter 2.3.3 – Learning and accountability good practice

GHD Principles	Objective	Expected Results	Action 2012/2013	Actors	Action 2014/2015	Actors
21	Strengthen accountability systems, with respect to both donors and beneficiaries	Adoption of common accountability standards supported for all public and private actors operating in the humanitarian sector	Begin process of drawing up accountability standards	Effectiveness Group (Emergencies and Fragile States)	Adopt standards	MFA, NGOs OECD-DAC Peer Review
22	Strengthen evaluation of humanitarian action and self-learning processes	Systematic evaluation of Italian humanitarian activity promoted and participation in international evaluation processes strengthened	Conduct systematic evaluations of emergency programmes and promote participation in international evaluation processes	DGCS– Office IX	Implement the standards adopted at legislative/regulatory level Evaluate efficacy of pathways and processes adopted	MFA- Parliament DGCS – Office IX OECD-DAC Peer Review
23	Ensure that the use of the financial resources allocated by the “Country System” to humanitarian aid is reported to the Italian public in a timely and transparent manner	Dissemination of evaluation results promoted Humanitarian emergency funding promoted by “System Italy” is promptly recorded in the EDRIS (EU) and RELIEFWEB (UN) IT systems and on the Italian Development Cooperation Portal Improved reporting and dissemination of evaluations of humanitarian initiatives	Promote and disseminate evaluations conducted Strengthen mechanism for collecting information on funding delivered to the various Italian humanitarian actors Publish evaluations of humanitarian initiatives on the Italian Development Cooperation Portal	DGCS – Office IX MFA-DGCS DGCS Office IX	Create database on Italian Development Cooperation Portal, containing information on emergency funding delivered by the “Country System” and evaluations of related projects	MFA-DGCS Steering Group