



# Si tienes una visión de cómo mejorar la acción humanitaria, participa:

El lunes 21 de septiembre, presenté parte de mi proyecto de informe de cara la cumbre mundial de ayuda humanitaria que tendrá lugar en Estambul del 23 al 25 de Marzo

Esta posición, que se debatirá y adoptará por el parlamento en las próximas semanas, se vuelve relevante en el actual contexto de crisis humanitaria.

A lo largo de los próximos días mantendremos reuniones con agentes sociales, empresas, autoridades locales, etc. para desarrollarlo y ampliar su contenido. Tu contribución, no sólo es necesaria sino también clave. Si quieres compartir tu visión de cómo construir y poner en marcha una acción humanitaria global, responsable y efectiva pincha aquí: [enriqueguerrero.eu/contacto/](http://enriqueguerrero.eu/contacto/)

**Recibiremos comentarios hasta el 10 de Octubre** con el objetivo de incluirlos en la posición que el Parlamento Europeo adoptará en Diciembre para influenciar la posición que los Estados Miembros adopten de cara la Cumbre Mundial Humanitaria.

De antemano, gracias por tu participación.

Te adjunto el borrador del informe ( para tus comentarios) y la transcripción de la última reunión de la comisión de desarrollo que ha debatido el tema ( para que sigas informado).



**2015/2051(INI)**

17.9.2015

# **DRAFT REPORT**

on preparing for the World Humanitarian Summit: Challenges and opportunities for humanitarian assistance  
(2015/2051(INI))

Committee on Development

Rapporteur: Enrique Guerrero Salom

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## MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

### on preparing for the World Humanitarian Summit: Challenges and opportunities for humanitarian assistance (2015/2051(INI))

*The European Parliament,*

- having regard to UN General Assembly resolution 46/182 of 19 December 1991 on the strengthening of the coordination of humanitarian emergency assistance<sup>1</sup>,
- having regard to the UN Inter-Agency Standing Committee (IASC) Transformative Agenda<sup>2</sup>,
- having regard to the Principles of Partnership (as endorsed by the Global Humanitarian Platform) of 12 July 2007<sup>3</sup>,
- having regard to UN General Assembly Resolution 64/290 of 9 July 2010 on the Right to Education in Emergency Situations<sup>4</sup> and relevant guidelines including those by UNICEF and UNESCO,
- having regard to the UN IASC Guidelines for Integrating Gender-based Violence Interventions in Humanitarian Action<sup>5</sup>,
- having regard to the Sendai Framework for Disaster Risk Reduction 2015-2030 adopted at the Third United Nations World Conference on Disaster Risk Reduction held from 14 to 18 March 2015 in Sendai, Japan<sup>6</sup>,
- having regard to UN General Assembly Resolution 69/313 of 27 July 2015 establishing the Addis Ababa Action Agenda of the Third International Conference on Financing for Development<sup>7</sup>,
- having regard to the debates in preparation of the 32nd International Conference of the Red Cross and Red Crescent Movement on 8-10 December 2015 in Geneva,
- having regard to the Global Humanitarian Assistance Report 2015<sup>8</sup>,
- having regard to the Global Humanitarian Overview of June 2015<sup>9</sup>,

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<sup>1</sup> <http://www.un.org/documents/ga/res/46/a46r182.htm>

<sup>2</sup> <https://interagencystandingcommittee.org/iasc-transformative-agenda>

<sup>3</sup> [https://docs.unocha.org/sites/dms/ROWCA/Coordination/Principles\\_of\\_Partnership\\_GHP\\_July2007.pdf](https://docs.unocha.org/sites/dms/ROWCA/Coordination/Principles_of_Partnership_GHP_July2007.pdf)

<sup>4</sup> [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/64/290](http://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/64/290)

<sup>5</sup> <https://interagencystandingcommittee.org/files/guidelines-integrating-gender-based-violence-interventions-humanitarian-action>

<sup>6</sup> [http://www.preventionweb.net/files/43291\\_sendaiframeworkfordrren.pdf](http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf)

<sup>7</sup> [http://www.un.org/ga/search/view\\_doc.asp?symbol=A/RES/69/313](http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/69/313)

<sup>8</sup> [http://www.globalhumanitarianassistance.org/wp-content/uploads/2015/06/GHA-Report-2015\\_-Interactive\\_Online.pdf](http://www.globalhumanitarianassistance.org/wp-content/uploads/2015/06/GHA-Report-2015_-Interactive_Online.pdf)

<sup>9</sup> [https://www.humanitarianresponse.info/en/system/files/documents/files/gho-status\\_report-final-web.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/gho-status_report-final-web.pdf)

- having regard to the Good Humanitarian Donorship (GHD) principles<sup>1</sup>,
- having regard to the UN High Level Panel on Humanitarian Financing,
- having regard to Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid<sup>2</sup>,
- having regard to the European Consensus on Humanitarian Aid of 2007 (hereafter ‘European Consensus’), a joint declaration signed by the Commission, the Council, the European Parliament and the Member States<sup>3</sup>, and its Action Plan to be renewed,
- having regard to Regulation (EU) No 375/2014 of the European Parliament and of the Council of 3 April 2014 establishing the European Voluntary Humanitarian Aid Corps (‘EU Aid Volunteers initiative’)<sup>4</sup>, and the Annual Report on the implementation of the EU Aid Volunteers Initiative in 2014<sup>5</sup>,
- having regard to Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism<sup>6</sup>,
- having regard to the Commission Staff Working Document ‘Gender in Humanitarian Aid: Different Needs, Adapted Assistance’ (SWD(2013)0290)<sup>7</sup>,
- having regard to the report from the Commission to the European Parliament and the Council – Annual report on the European Union’s Humanitarian Aid and Civil Protection Policies and their implementation in 2014 (COM(2015) 406 final)<sup>8</sup>,
- having regard to the Annual Activity Report 2014 by the Commission DG for Humanitarian Aid and Civil Protection (ECHO)<sup>9</sup>,
- having regard to the Council Conclusions of 22 June 2015 on Common Principles for Multi-Purpose Cash-Based Assistance to Respond to Humanitarian Needs<sup>10</sup>,
- having regard to the Council Conclusions of 26 May 2015 on A New Global Partnership for Poverty Eradication and Sustainable Development after 2015<sup>11</sup>,
- having regard to the Council Conclusions of 28 May 2013 on the EU approach to resilience<sup>12</sup>,
- having regard to the Council Conclusions of 5 June 2014 on the Post 2015 Hyogo

<sup>1</sup> <http://www.ghdinitiative.org/ghd/gns/principles-good-practice-of-ghd/principles-good-practice-ghd.html>

<sup>2</sup> OJ L 163, 2.7.1996, p. 1.

<sup>3</sup> <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=URISERV:ah0009>

<sup>4</sup> OJ L 122, 24.4.2014, p. 1

<sup>5</sup> <https://ec.europa.eu/transparency/regdoc/rep/1/2015/EN/1-2015-335-EN-F1-1.PDF>

<sup>6</sup> OJ L 347, 20.12.2013, p. 924.

<sup>7</sup> [http://ec.europa.eu/echo/sites/echo-site/files/Gender\\_SWD\\_2013.pdf](http://ec.europa.eu/echo/sites/echo-site/files/Gender_SWD_2013.pdf)

<sup>8</sup> <http://ec.europa.eu/transparency/regdoc/rep/1/2015/EN/1-2015-406-EN-F1-1.PDF>

<sup>9</sup> [http://ec.europa.eu/atwork/synthesis/aar/doc/echo\\_aar\\_2014.pdf](http://ec.europa.eu/atwork/synthesis/aar/doc/echo_aar_2014.pdf)

<sup>10</sup> <http://data.consilium.europa.eu/doc/document/ST-9420-2015-INIT/en/pdf>

<sup>11</sup> <http://data.consilium.europa.eu/doc/document/ST-9241-2015-INIT/en/pdf>

<sup>12</sup> [http://www.consilium.europa.eu/uedocs/cms\\_data/docs/pressdata/EN/foraff/137319.pdf](http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/EN/foraff/137319.pdf)

Framework for Action: Managing risks to achieve resilience<sup>1</sup>,

- having regard to the Council Conclusions of 16 December 2014 on a Transformative Post-2015 Agenda<sup>2</sup>,
- having regard to the joint communication of 9 September 2015 entitled ‘Addressing the Refugee Crisis in Europe: The Role of EU External Action’ (JOIN(2015)0040)<sup>3</sup>,
- having regard to the regional, thematic and global consultations in preparation for the World Humanitarian Summit<sup>4</sup>,
- having regard to its resolution of 19 May 2015 on Financing for Development<sup>5</sup>,
- having regard to its resolution of 25 November 2014 on the EU and the global development framework after 2015<sup>6</sup>,
- having regard to its resolutions of 9 July 2015 on the situation in Yemen<sup>7</sup>; of 11 June 2015 on the situation in Nepal following the earthquakes<sup>8</sup>; of 30 April 2015 on the situation of the Yarmouk refugee camp in Syria<sup>9</sup>; of 12 March 2015 on South Sudan, including recent child abductions<sup>10</sup>; of 12 February 2015 on the humanitarian crisis in Iraq and Syria, in particular in the IS context<sup>11</sup>; and of 15 January 2015 on the situation in Libya<sup>12</sup>,
- having regard to its resolutions of 10 September 2015 on migration and refugees in Europe<sup>13</sup>; and of 29 April 2015 on the latest tragedies in the Mediterranean and EU migration and asylum policies<sup>14</sup>,
- having regard to Article 7 of the Treaty on the Functioning of the European Union (TFEU), which reaffirms that the EU ‘shall ensure consistency between its policies and activities, taking all of its objectives into account’,
- having regard to Article 208 TFEU, which stipulates that ‘the Union shall take account of the objectives of development cooperation in the policies that it implements which are likely to affect developing countries’,
- having regard to Article 214 TFEU on the Union’s operations in the field of humanitarian aid,

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<sup>1</sup> [http://www.preventionweb.net/files/37783\\_eccommunicationsdgs.pdf](http://www.preventionweb.net/files/37783_eccommunicationsdgs.pdf)

<sup>2</sup> [http://www.consilium.europa.eu/uedocs/cms\\_Data/docs/pressdata/EN/foraff/146311.pdf](http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/EN/foraff/146311.pdf)

<sup>3</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=JOIN:2015:0040:FIN:EN:PDF>

<sup>4</sup> <https://www.worldhumanitariansummit.org/>

<sup>5</sup> Texts adopted, [P8\\_TA\(2015\)0196](#).

<sup>6</sup> Texts adopted, [P8\\_TA\(2014\)0059](#).

<sup>7</sup> Texts adopted, [P8\\_TA\(2015\)0270](#).

<sup>8</sup> Texts adopted, [P8\\_TA\(2015\)0231](#).

<sup>9</sup> Texts adopted, [P8\\_TA\(2015\)0187](#).

<sup>10</sup> Texts adopted, [P8\\_TA\(2015\)0072](#).

<sup>11</sup> Texts adopted, [P8\\_TA\(2015\)0040](#).

<sup>12</sup> Texts adopted, [P8\\_TA\(2015\)0010](#).

<sup>13</sup> Texts adopted, [P8\\_TA\(2015\)0317](#).

<sup>14</sup> Texts adopted, [P8\\_TA\(2015\)0176](#).

- having regard to the Commission Communication of 2 September 2015 entitled ‘Towards the World Humanitarian Summit: A global partnership for principled and effective humanitarian action’ (COM(2015)0419)<sup>1</sup> and its accompanying Staff Working Document (SWD(2015)0166<sup>2</sup>,
  - having regard to Rule 52 of its Rules of Procedure,
  - having regard to the report of the Committee on Development and the opinions of the Committee on Foreign Affairs and the Committee on Women’s Rights and Gender Equality (A8-0000/2015),
- A. whereas, in a very fragile world, we are facing an increase in the diversity, frequency and intensity of natural disasters and famines and an unprecedented escalation in the number and complexity of conflicts;
  - B. whereas the number of people in need has more than doubled since 2004 to over 100 million in 2015; whereas 250 million people are affected by humanitarian crises; whereas the number of forcibly displaced persons has reached its highest point since World War II at nearly 60 million, including almost 40 million displaced inside their own countries; whereas over half of the world’s refugees are children;
  - C. whereas over the past eight years the growing needs and challenges, the lack of sustained commitments and the rising cost of humanitarian assistance have contributed to the current humanitarian system reaching its limits, forcing a number of organisations to temporarily suspend food assistance, shelter and other life-saving humanitarian operations;
  - D. whereas humanitarian principles must be at the core of all humanitarian actions; whereas aid independence, i.e. aid that is free from any political, economic or security considerations or any type of discrimination, must prevail;
  - E. whereas all parties in a conflict must grant humanitarian actors the necessary access to serve vulnerable, conflict-affected civilian populations;
  - F. whereas the consolidated humanitarian appeal for 2015 reached a record high in UN history at close to EUR 19 billion; whereas, despite record contributions by donors, only a quarter of the global appeal was funded, therefore reinforcing the need for globally coordinated, timely, predictable and flexible funding tailored to different contexts and sustained by a new public-private partnership for innovative preparedness and by delivery methods; whereas the EU has struggled to fund global humanitarian appeals and ECHO operations;
  - G. whereas 80% of EU international humanitarian assistance is concentrated in man-made crises that require essentially political and not only humanitarian solutions; whereas poverty and vulnerability to crises are intrinsically linked, emphasising the need to address the underlying causes of crises, to build resilience and to meet the long-term needs of affected people; whereas the consequences, such as migration and refugee

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<sup>1</sup> [http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=comnat:COM\\_2015\\_0419\\_FIN](http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=comnat:COM_2015_0419_FIN)

<sup>2</sup> <http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1441187290883&uri=SWD:2015:166:FIN>

challenges, will be even greater unless the root causes are addressed and there is better linkage between humanitarian and development cooperation assistance;

- H. whereas international, local and regional coordination, information-sharing and joint programming, data collection and evaluation assessments will help improve decision-making, efficiency, effectiveness and accountability in aid delivery;
- I. whereas the humanitarian response and the tools used should rely on jointly assessed needs and should depend on varying contexts; whereas significant efforts should be made to ensure that respect for human rights and the specific needs of women, children, the elderly, the disabled and other vulnerable groups are integrated into humanitarian response efforts;
- J. whereas the first World Humanitarian Summit (WHS) to be held in Istanbul from 23 to 24 May 2016 should result in reshaping the humanitarian architecture to make it more inclusive, effective, transparent and truly global, in order to respond to current and future challenges, such as food security, population growth, climate change, aid workers' safety, forced displacement and socioeconomic development;
- K. whereas the WHS will follow a number of intergovernmental negotiations on disaster risk reduction, financing for development, the post-2015 development agenda and climate change that will shape the development and humanitarian landscapes for years to come, and will thus be a unique and critical opportunity to align objectives, principles and actions, and for the world to address the needs, and build the resilience, of the most vulnerable in a more coherent manner;
- L. whereas the EU, as the leading donor, has the responsibility and the necessary leverage to take a leadership role in the quest for better and innovative ways to meet the needs of, and provide viable long-term solutions for, millions of people affected by conflicts and disasters;
- M. whereas the recent escalating, global acute malnutrition rates and the regional and international spill-over of political instability in Level 3 classified countries, have brought new reminders of the need for the WHS to accelerate transformation in the humanitarian system and better serve people in need;

### **From global consultations to global action**

1. Welcomes the UN Secretary-General's decision to call for the first multi-stakeholder World Humanitarian Summit (WHS); calls on the EU Member States to support the WHS and to reach firm Council conclusions, while pursuing operational efficiency, common quality standards, better coordination and partnerships with emerging donors, based on politically non-biased aid as well as on a common understanding and appliance of humanitarian principles and respect for obligations under international humanitarian law;
2. Stresses that today's enormous humanitarian challenges require a more inclusive, diverse and truly global humanitarian system to be built at the WHS; calls on the EU to promote a Global Consensus on Humanitarian Action that reaffirms the principles of

humanitarian aid and promotes people-centred protection responses, and also holds governments accountable for their roles and responsibilities in protecting people;

3. Emphasises that, in order to be meaningful, the WHS outcome document should include a five-year roadmap for the development and operationalisation of the political commitments undertaken, including an intergovernmental monitoring and accountability framework;
4. Calls on the EU and its Member States, as the largest donors and key operational actors, to lead by active example; emphasises that all EU humanitarian actions should be guided by the principles of solidarity, responsibility and accountability; calls for a global, comprehensive and long-term solution for the masses of people fleeing conflict regions; notes that Europe's role and credibility on the global humanitarian scene is also at stake in the response to the current crisis inside the EU;

### **Serving the needs of people in conflict**

5. Calls on the EU to place protection at the heart of humanitarian action by creating a compliance system and by mainstreaming it into programming; stresses the need for the institutionalisation of the role of protection officers and for the development of strategic and integrated approaches with sufficient funds for protection activities in the first phase of emergencies; urges the EU to commit more strongly to a human rights-based approach in humanitarian action to ensure that both the needs and rights of specific vulnerable groups are respected;
6. Calls on the EU and its Member States to work towards a shared understanding of humanitarian principles in preparation for the WHS, with the promotion of a code of conduct among current and new donors;
7. Calls on the EU to advocate the inclusion of transparency and accountability as guiding principles in the WHS declaration, by using specific markers and disaggregated data and by promoting an international humanitarian aid transparency standard initiative with the aim of ensuring a global accountability results framework for measuring progress;
8. Acknowledges the value of the EU's comprehensive approach in the coordination and coherence of its wide array of external policy instruments; draws attention to the specific characteristics of humanitarian aid, and how it is imperative to differentiate the humanitarian response from foreign, political, security and counter-terrorism considerations through the adoption of safeguards;

### **Humanitarian effectiveness**

9. Calls on governments to live up to their responsibilities to protect civilians and to put in place legal and policy frameworks to facilitate humanitarian access and aid delivery in order to ensure that professional and quality assistance reaches those who need it, even in remote areas; suggests that these frameworks include humanitarian tax exemptions and simplified customs procedures;
10. Supports the Commission's recommendations for a comprehensive dashboard for

effectiveness;

11. Welcomes the Commission's commitment to increase financing for education for children in humanitarian emergencies; calls on the Council to endorse the Commission's proposal to dedicate 4% of the EU humanitarian aid budget to this purpose;
12. Acknowledges that predictability, operational flexibility and multi-year contributions are key prerequisites of efficient and effective aid delivery; calls on the EU and its Member States to reinvigorate the Good Humanitarian Donorship (GHD) principles in the WHS declaration;
13. Emphasises that global action is needed to address the funding gap; calls for the establishment of a global fund for humanitarian assistance that brings together all existing international financial mechanisms and pooled funds (UN emergency response funds, CERF funds, trust funds, etc.), and that is complemented by voluntary and compulsory financial payments by governments, the private sector and regional organisations; suggests that the mandatory payments could be used to fill gaps in humanitarian pledges for Level 3 crises or to cope with unforeseen emergencies, such as Ebola;

#### **Reducing vulnerability and managing risk**

14. Emphasises the need to adapt the humanitarian response system to local, national and regional requirements, and the need to empower affected populations, and women and children in particular, by building on their capacities;
15. Stresses the need for a new global model for humanitarian/development cooperation starting with joint analysis and programming, the inclusion of entry strategies for development actors in order to build bridges in the field, of crisis modifiers in development programmes and of exit strategies in humanitarian responses that allow a more flexible approach;

#### **Transformation through innovation**

16. Stresses that innovation should draw from multiple sources and in particular from the knowledge of affected people and local communities in the front line of response, but also from the business sector; believes that public-private partnerships can be a means to improve the response to growing humanitarian needs; notes that cash-based assistance is an example of innovation in humanitarian assistance;
17. Calls for the development of ethical standards in line with humanitarian principles and guarantees that all investment in humanitarian innovation is designed to improve outcomes for affected populations;
18. Instructs its President to forward this resolution to the Council, the Commission, the Vice-President of the European Commission/High Representative of the Union for Foreign Affairs and Security Policy and the Secretary-General of the United Nations.

## **EXPLANATORY STATEMENT**

### **Introduction**

The world is being faced with humanitarian crises, unprecedented both in their number, scale and persistence. Together with continuous, protracted, man-made conflicts and recurring natural disasters, 'Level 3' (L3s) emergencies in Syria, Iraq, Yemen, South Sudan and the Central African Republic, and the Ebola outbreak in West Africa, have fuelled a sharp increase in the number of people in need of humanitarian aid.

Following an upward trend of forced displacement, today there are more refugees and internally displaced than in the aftermath of World War II. One consequence has been the dramatic growth in people seeking refuge by undertaking life-threatening sea journeys.

The chronic needs arising from these conflicts and disasters are stretching the humanitarian response system to its limits. In a context where the gap between humanitarian needs and the operational and financial means available to meet them risks widening further, the UN Secretary-General, Ban Ki-Moon, has called for a first-ever World Humanitarian Summit (WHS).

The WHS, to be held in Istanbul in May 2016, will seek to reshape and adapt the humanitarian system to a rapidly-evolving landscape of emergencies, to make humanitarian action more efficient, effective and 'fit for the future'. There is a clear call to bring the humanitarian and development communities closer together and to shift focus from response to prevention and anticipation.

### **Humanitarian architecture challenged**

The last global discussions on the framework for humanitarian action took place almost twenty-five years ago. Since then the humanitarian environment has changed significantly, notably with a steady increase in the number, magnitude and perseverance of humanitarian emergencies, resulting both from man-made conflicts and natural disasters, and aggravated by global trends such as climate change.

While funding has increased, needs have grown much faster, causing the gap to widen. Moreover, the lion's share of aid is used to address the consequences of a small number of protracted conflicts, notably the 'L3s', whereas dealing with the underlying causes of crises and conflict can only be successful through long-term political engagement and prevention. Along with the necessity to address the growing shortfall, there are growing demands for accountability.

Furthermore, humanitarian response today is faced with a steady erosion of respect for international humanitarian and human rights law. Civilians, including aid workers – who often go where few others go – are increasingly targeted in conflicts, leading to increased casualties and displacement.

Safety risks may increase through the perception that humanitarian aid is used for political or economic reasons. Increased insecurity reduces the already often limited humanitarian space, thereby impeding both humanitarian personnel's and recipients' access, which is crucial to address the needs on the ground. There is also a broader involvement of actors, including the military, in the provision of humanitarian assistance.

While further UN-led efforts, notably through the Inter-Agency Standing Committee (IASC) and the Transformative Agenda, have aimed at addressing some gaps within the multilateral response system, the central issues of coordination, humanitarian financing and partnership need to be dealt with. A reflection on the adaptation of the humanitarian architecture to new realities is more than timely.

### **How can the EU contribute?**

As the leading donor and key global player in humanitarian action, the EU has both a responsibility and the necessary leverage to take a leadership role in the quest for more efficient and effective ways to meet the needs of those affected by conflicts and disasters. The EU has pioneered good practices and innovative approaches to humanitarian aid and it should actively share its knowledge. As a unique regional organization, the EU has added value it can showcase, although it will also need to look at its own structures.

The EU has been thinking about how to deal with the systemic challenges of current aid architecture. Clear awareness of the need to move from a culture of reaction to that of anticipation has emerged; more has to be done to prevent crises, also from reoccurring, and more focus on issues such as adaptation and resilience building is needed, notably by bridging the divide between humanitarian action and longer-term development.

Although its implementation framework needs renewing, the EU should rely on the European Consensus on Humanitarian Aid – as Europe's shared and principled approach – to guide its input to the WHS process and also use it as a regional model to be promoted. The EU could envisage sponsoring a 'Global Consensus on Humanitarian Action', recognising the diversity of today's humanitarian response system and taking advantage of all complementary roles.

### Serving the needs of people in conflict

In preparation for the Summit, broad stakeholder consultations have reflected upon key challenges and innovative solutions in four interlinked thematic areas: humanitarian effectiveness, reducing vulnerability and managing risk, transformation through innovation and serving the needs of people in conflict – the latter having emerged as an overriding priority.

Along with a strong, renewed commitment to the basics, and notably the reaffirmation and furthering of the shared value of humanitarian principles and the international legal framework for humanitarian action, including the fight against impunity, protection should be placed at the heart of humanitarian action.

Actual and perceived impartiality, neutrality and independence are essential to the humanitarian actors' acceptance and the ability to operate in often complex political and security contexts. For the EU a principled approach should result in resisting the

instrumentalisation of aid – in line with its ‘in-but-out’ formula.

### Humanitarian effectiveness

In order to be both effective and efficient, humanitarian assistance must reach the affected populations and in particular the most vulnerable groups. In the lead-up to the WHS, the EU should promote the adoption of actions ensuring that affected communities, in particular women, children and the most vulnerable, including those hard-to-reach, have access to appropriate assistance, and that they are involved in the relevant decision-making processes.

Along with promoting a gender-sensitive approach to the humanitarian response, the EU should highlight the specific protection needs of children, and notably the centrality of education in emergencies. Accountability of humanitarian actors, first to affected populations but also towards citizens in donor countries, should be underlined as a key aspect of aid delivery.

The requirement for both needs- and context-based approaches has clearly emerged from the WHS consultations. Through its multidimensional aid, combining emergency relief with longer-term policies to build resilience and address the root causes, the EU clearly has a comparative advantage in responding to different types of crises – expertise it should share with partners at regional level and beyond to facilitate humanitarian access and the delivery of assistance.

The need to adopt common standards has been a central element within the aid effectiveness discussion. With its Consensus, the EU has become a promoter of good practices, and has encompassed initiatives aiming at quality improvements to needs assessment and aid delivery, such as the Good Humanitarian Donorship. The EU should rely on its knowledge to further work with partners towards a common, effectiveness framework for humanitarian response.

### Financing

Timeliness, predictability and flexibility remain central prerequisites of effective humanitarian financing. Due to the nature of emergencies, funding demands have in recent years grossly exceeded EU budgetary allocations, complicating urgent interventions and leading to a backlog of payments, with negative effects on implementing partners.

Parliament has underlined the importance of maintaining equal payment and commitment appropriations in the humanitarian aid chapter and the Emergency Aid Reserve. While budgetary constraints will limit possibilities to increase overall aid, the current discrepancy between the extraordinary humanitarian needs and means available merits a reflection on the balance between relief and longer-term assistance.

Along with new and innovative financing modalities, including assessed contributions, global action to address the funding gap should continue to include the building of partnerships with emerging ‘non-traditional’ donors, and should further expand opportunities with the private sector and review the relationship between humanitarian and development funding.

### Reducing vulnerability and managing risk

It is vital to ensure that lessons are learned from previous crises so that the humanitarian system engages differently, especially with local partners, in the better management of risk and reduction of vulnerability. Building resilience has become the EU's overarching objective in countries prone to crisis. It offers a framework for increasing convergence between humanitarian aid and development policy, including greater flexibility in funding transition and exit strategies.

Greater investment in the mainstreaming and localising of disaster risk reduction and management and building preparedness should be strongly advocated by the EU. Furthermore, the EU should promote its approaches on resilience and linking relief, rehabilitation and development (LRRD) as a way to increase convergence and aid effectiveness in a context of a new generation of complex crises – also so as to maximize coherence between the various post-2015 processes on disaster risk, development and climate change.

### Transformation through innovation

The WHS process should be seen as part of a continuous effort to address weaknesses in the global humanitarian system. However, establishing a culture of innovation in humanitarian aid can be a challenge since, to an extent, innovation is possible only with a certain tolerance for high-risk and high-impact projects. One way to address the often legitimate risk aversion of donors, and other actors including NGOs, could be the development of ethical standards.

### **Conclusions**

The record high needs and limited resources have made the global humanitarian response system reach its limit. At the same time, the very basics of decency, dignity, humanity and solidarity, are at stake.

The EU can both be expected and has the potential to assume leadership to play a pivotal role in the WHS process, towards a strong outcome that is guided by the humanitarian principles and the needs of the beneficiaries. In order to successfully influence the negotiations of the outcome document and the follow-up to the Summit, the EU should go to Istanbul with focused common positions and speak with one voice. It should use the European Consensus to guide its input and promote it as a model for a Global Consensus.

The broad stakeholder consultations have already made the WHS process a unique opportunity to bring together the various actors in the humanitarian field. In order to turn talk into tangible action, the run-up to the WHS will need to focus on building consensus and ownership over the outcome. Due to the multi-stakeholder approach, it needs to be ensured that governments as key players make commitments. The EU should consider the WHS as an opportunity to build partnerships and find common ground on humanitarian principles and international standards, and to enhance cooperation and coordination of assistance.

The EU should also continue to emphasize the essential role of NGOs in humanitarian action and to ensure that their views are taken into consideration throughout the process and reflected in the outcome.

The WHS will be the culmination of a three-year global consultation process. Expected to endorse a strategic outcome document for the humanitarian work agenda beyond 2016, the Summit should also provide operational guidance on how the commitments by all key stakeholders should be translated into practice.

The WHS process coincides with a number of intergovernmental negotiations and other discussions that will shape the development and humanitarian landscapes for years to come. With a view to a truly transformative agenda beyond 2015, the complementary processes of Sendai, Addis Ababa, New York, Paris and Istanbul should feed into each other, in particular on the operational side. At best, the WHS will build and capitalise on previous contributions to reduce and manage future humanitarian risks.

There is a time to plant and a time to harvest. With less than a year to go, it is time to act.

## Presentación de la Comunicación de la Comisión "Hacia la Cumbre Humanitaria Mundial: Cooperación mundial en favor de una acción humanitaria eficaz y basada en principios"

### **Presidenta:**

La primera Cumbre Mundial de Acción humanitaria tendrá lugar en Estambul del 23 al 24 de Mayo del 2016.

Para preparar esta Cumbre la Comisión (Europea) ha preparado un documento al que el parlamento reaccionará con el Informe del Sr. Enrique Guerrero

### **Representante de la Comisión Europea:**

El sistema actual (de ayuda humanitaria) no puede hacer frente a la realidad actual, lo vimos con la crisis del Ébola y lo estamos constatando con la actual crisis (migratoria en Europa) o los desastres naturales.

Me complace la reacción del Parlamento Europeo (con la elaboración del informe del Sr. Guerrero), porque solo juntos vamos a poder tener una posición firme de la Unión Europea (UE) y somos uno de los mayores donantes.

Tenemos que tener una posición común para que nuestra voz se escuche ( a nivel global) y que se nos reconozca no solo como uno de los mayores donantes, sino como un colectivo que asume responsabilidades.

Hoy tenemos 60 millones de desplazados y menos fondos ante el aumento del número de crisis.

Si juntamos las acciones globales sobre mantenimiento de la Paz, Cambio Climático y los Objetivos de desarrollo sostenible, vemos que el sistema falla de manera global. Tenemos que hacer las cosas de manera diferente.

Hay que ser transparentes y simplificar las cosas. No podemos ir creando nuevas instituciones, pero sí nuevas asociaciones para mitigar el sufrimiento y salvar vidas.

No podemos no actuar, tenemos que mitigar las consecuencias pero de manera conjunta. Reafirmando y promocionando los principios de ayuda humanitaria y la acción eficaz.

Como prioridades tenemos:

- Reafirmar los valores y principios de integridad, dignidad y solidaridad con los principios humanitarios de neutralidad e imparcialidad. Es importante ya que se vulneran a diario y hay que alzarse y denunciarlo. Esto es clave para garantizar el acceso de la Ayuda humanitaria y del personal humanitario dentro un marco jurídico que se respete. Es también imprescindible para garantizar el dialogo con todas las partes que forman los conflictos.
- Integrar la protección en el núcleo de nuestra acción de manera más sistemática. La protección no solo de los receptores de la ayuda sino también a los trabajadores de ayuda humanitaria. Especialmente en los conflictos de larga duración.
- A nivel operativo es esencial trabajar por la eficacia del sistema. Tiene que haber llamamiento de fondos coordinados y evaluaciones conjuntas. Hay muchos compromisos, pero el dinero comprometido no llega o no se sabe a quién llega. Las agencias no se coordinan, compiten entre sí por el dinero. Tenemos que racionalizar el esfuerzo con un mecanismo de supervisión de todos los flujos de dinero, incluso de aquellos que no circulan por los cauces tradicionales, como el de la diáspora.
- Asociación con los actores locales y regionales, ellos deben dar respuesta en primer lugar y si lo necesitan es cuando podemos entrar bajo el principio de solidaridad. Pero tenemos que asegurar la capacitación local, regional y nacional para asegurar menos presencia externa. Hay que evaluar los riesgos y saber qué respuestas son necesarias mediante marcadores de calidad conjuntos.
- Financiación humanitaria suficiente. El actual sistema no funciona, es insuficiente. Necesitamos nuevos modos de prestar la ayuda humanitaria y que feliciten la rendición de cuentas.
- Más complementariedad entre la ayuda humanitaria y los actores de cooperación al desarrollo. Necesitamos planteamientos nuevos de evaluación conjunta y acción rápida así como nuevas formas de financiación. Actuar con presupuesto plurianuales.

**Enrique Guerrero Salom:**

"Me satisface el contenido de la Comunicación de la Comisión ( Europea), es muy positiva.

Será el próximo 12-13 de Octubre cuando presente (en la comisión de desarrollo del Parlamento Europeo) mi informe evaluando más comprensivamente la propuesta de la Comisión (Europea)

Saludo el procedimiento de dialogo directo que ha tomado la Comisión (Europea) en la elaboración de su comunicación. Con amplios diálogos con actores humanitarios, con la sociedad Civil, organismos internacionales y yo mismo como ponente de la futura posición del parlamento Europeo de cara a la Cumbre.

Un punto importante es que trabajemos todos conjuntamente. Hemos de ser conscientes de que no puede haber una respuesta humanitaria efectiva salvo si es una respuesta coordinada y global. Con participación de los diversos actores humanitarios.

Es positivo el contenido (de la comunicación) ya que es político. Atiende a la situación de grandes riesgos existentes en el escenario geopolítico y la necesidad de adaptar nuestra respuesta a las crisis humanitarias. Hemos de tener en cuenta que el mundo actual se multiplican las crisis humanitarias por razones de carácter natural pero también, y desgraciadamente, por razones bélicas que implican un gran número de desplazados y personas refugiados.

Lo esencial es proteger a la gente, tanto si es por crisis derivadas de un desastre natural o por aquellas derivadas por un conflicto político.

En este sentido, es clave reafirma los principios de la ayuda humanitaria. Es un reclamo continuo de todos los actores humanitarios. Aquellos que tienen que actuar sobre el terreno han de poder ser vistos como independientes y neutrales para hacer llegar la ayuda a aquellos que la necesitan. Por tanto la defensa de los principios no es solamente una posición de principio sino de eficacia del despliegue de la ayuda humanitaria.

La respuesta a las crisis humanitarias es una responsabilidad global, tanto de los actores humanitarios como de los gobiernos locales, regionales y nacionales. De ahí la importancia se deducen dos líneas de actuación: primero, coordinación entre los distintos actores en el terreno para garantizar la eficacia; en segundo lugar, coordinación entre políticas, las políticas de ayuda humanitaria, de ayuda al desarrollo y de derechos humanos.

Este parlamento ya se ha pronunciado varias veces sobre la necesidad de encontrar un vínculo mejor y eficaz entre las políticas de ayuda humanitaria y de desarrollo. Uno de los puntos que resaltaré en mi informe es el introducir estrategias de entrada y de salida de los conflictos teniendo en cuenta ambas visiones.

(En mi informe) también introduciré acciones para asegurar que los compromisos adquiridos por los Estados (en la Cumbre humanitaria) se cumplan y se evalúen.

Es importante y necesario encontrar nuevas fuentes de financiación. No podemos permitir que el Programa mundial de alimentos se vea en necesidades por falta de pagos. Lo que implica que no sólo se tienen que cumplir los compromisos financieros por parte de aquellos que los asumen, sino que tenemos que asegurar nuevas fuentes de financiación. En este sentido mi informe solicitará la creación de un fondo Global de transparencia y financiación.

Tenemos que evitar situaciones en las que, como tantas veces, los gobiernos asumen compromisos sobre la base del impacto mediático de una crisis y luego se olvidan de cumplirlos.

Empujaremos conjuntamente Parlamento (Europeo) y Comisión (Europea) a los Estados Miembros para que en sus Conclusiones del Consejo (posición para la Cumbre humanitaria) asuman compromisos y posición fuerte.

Si queremos tener una voz fuerte y creíble en Estambul (Cumbre humanitaria) lo primero que tenemos que hacer es dar ejemplo en la Unión Europea para dar una respuesta creíble a nuestra crisis humanitaria. Si no somos el ejemplo (como primer donante mundial de ayuda humanitaria) nadie lo será.