

NEXT GENERATION AID



Save the Children



Making UK Aid Deliver for Children

Save the Children does whatever it takes – every day and in times of crisis – transforming children's lives and the future we share.

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SAVE THE CHILDREN FUND

FOREWORD



Almost 100 years ago, Eglantyne Jebb founded Save the Children to campaign for an end to the allied blockade of Germany and Austria that followed the First World War and to provide immediate relief to the children who were starving as a result.

Jebb hoped that the Save the Children Fund would be temporary, but after the British public entrusted it to respond to emergency after emergency it quickly grew permanent roots – and our founder became a world-famous champion of children’s rights.

Throughout her life and career Jebb followed one simple mission statement:

Every generation of children offers mankind the possibility of rebuilding his ruin of a world.

This generation is yet to seize that possibility and looks set to bequeath intolerable levels of poverty, inequality, injustice and conflict to the next. This report is aimed at the current generation of aid policy-makers in the United Kingdom and asks them to consider how UK aid could best deliver the kind of transformation and renewal Jebb talked of, and that children deserve.

Save the Children reaches our centenary in 2019, the same year that the United Kingdom is scheduled to

leave the European Union. In the immediate aftermath of the Brexit vote, we published a collection of essays¹ as our contribution to defining a new role for Britain in the world. In that collection, a companion piece to this report, thought leaders from across politics, business, diplomacy and academia argued that British development policy should place children at its heart. Since then, UK aid has come under sustained attack and the resultant debate has become so polarised that the ways in which government action could best save and change children’s lives have gone unexamined.

Despite vigorous campaigns against the 0.7% aid target, the cross-party consensus on it held during the 2017 General Election, and the target remains enshrined in law. It is time, therefore, to move on from debating what we spend on aid, and, instead, refocus attention on how we spend it and the impact it can have.

This paper, therefore, focuses on narrower terrain than the essay collection which preceded it.

In the pages that follow we do not lay out everything that the British government should do in order to deliver for children, nor even everything that the Department for International Development should do for the duration of this parliament.

Instead we focus in on UK aid – whichever department spends it – and ask how the next generation of aid can deliver for the next generation of children.



PHOTO: IVY LAHON/SAVE THE CHILDREN

PART 1 INTRODUCTION

The world has changed immeasurably since Eglantyne Jebb founded Save the Children in 1919. Children across the globe are happier, healthier and more prosperous than ever before. This progress has accelerated since 2000, when the world came together to agree the Millennium Development Goals: an ambitious set of targets to alleviate suffering and eradicate poverty. Since then we have halved the number of children dying before their fifth birthday, and millions more are thriving and learning.²

Aid – including UK aid – has played an important role in this progress. Put simply, for many children around the world, aid was, and still is, the difference between life and death.

But beyond that, aid can be the difference between a child's opportunity to learn and flourish, and a life diminished by early marriage, child labour and illiteracy. Done properly, development spending brings hope in place of desperation and delivers dignity in the face of injustice and despair.

When the stakes are this high, it is imperative that aid is spent in the right way. Thankfully, the Department for International Development (DFID) is a world-leader in development – and is part of a powerful British eco-system of universities, research institutions, global businesses and international NGOs that combine to make the UK one of the world's great centres of energy and expertise on overcoming international poverty.

While we have reached political consensus on the importance of aid as part of this equation, what 'good aid' looks like is still up for debate. The majority of British people believe in the importance of helping people in developing countries.³ Yet many of these

people are suspicious of the aid budget; they have legitimate concerns about how or where their money is spent, or what impact it has.

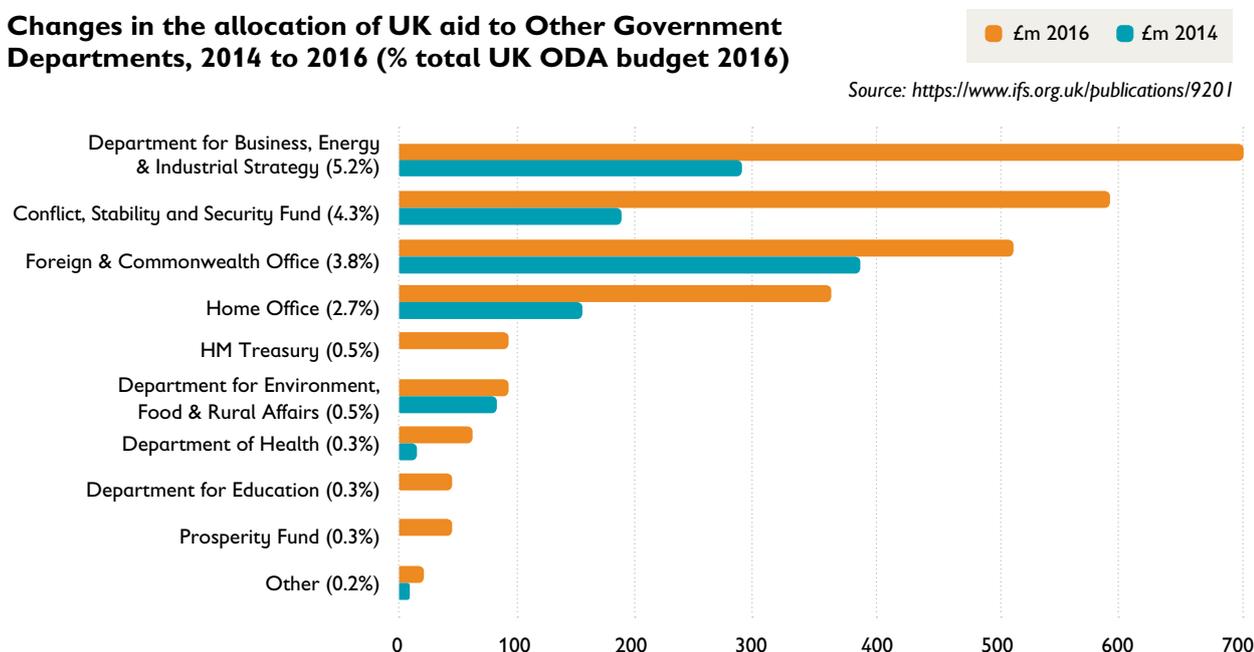
Meanwhile, there has been a dramatic increase in UK aid spent by government departments other than DFID (rising from 12% in 2013 to 20% in 2015 and, on current trajectory, anticipated to hit 30% by 2020).⁴ This rise in non-DFID aid spending, along with questions raised by the Secretary of State for International Development around the suitability of the OECD governed rules on aid spending, and increasing pressure for aid to be stretched thinly to meet multiple, sometimes competing, priorities have all intensified the terms of this debate.

UK aid should put children first.

This paper sets out Save the Children's vision for good aid. Underpinning this vision is our unshakeable belief that UK aid should put children first; what happens to children today determines what happens to all of us tomorrow. It starts with a clear set of principles that should govern all UK aid spending, regardless of the spending department. These principles build on the established fundamentals of aid effectiveness. They do not seek to answer all the challenges facing modern development policy, but they do set out ways the UK Government – from DFID to the Home Office – can ensure aid achieves maximum impact for children.

Building on these principles, we then set out some practical ways that the governance of UK aid should be reformed and updated to maintain the highest standards of aid quality. The paper then introduces a series of policy priorities that will ensure UK aid helps children survive, learn and be protected – setting the foundations for a happier, healthier and more prosperous world.

Changes in the allocation of UK aid to Other Government Departments, 2014 to 2016 (% total UK ODA budget 2016)



Source: <https://www.ifs.org.uk/publications/9201>

PART 2 ENSURING ALL UK AID SUPPORTS THE RIGHT THINGS IN THE RIGHT WAY

All UK aid should put children first. The best long-term way of supporting a country's economic and social development is to invest in the health and education of its children, and to support measures that lift children out of poverty.⁵ But, in times of war and conflict, or when resources are scarce, children are also the most likely to be overlooked. When those in power make decisions they often forget those without a vote – but on whose shoulders the future rests.

Putting children first isn't just about responding to their immediate needs; it is about empowering them and their families to shape their own destiny, to build their own future free from the tyranny of poverty, and to strengthen their resilience to overcome threats such as climate change.

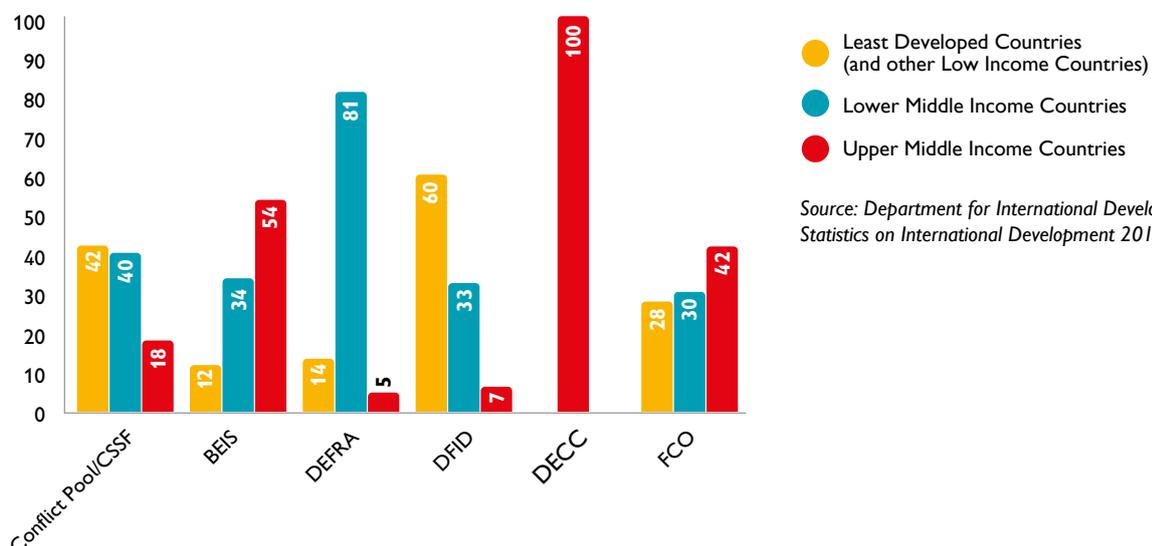
As an ever-greater proportion of our aid is spent by a variety of government institutions for an ever-wider set of purposes, it is vital that a shared set of principles underpins all aid spending. By adhering to these basic principles, UK aid can have a clarity of purpose that will guarantee its impact on the poorest people, build public confidence, and maintain Britain's global thought-leadership position on effective aid.

The UK Government must refocus its efforts on accelerating progress towards the SDGs, and in particular on three core areas of children's lives: survival, learning and protection.

1. UK aid must target the poorest and most vulnerable. The fundamental purpose of all UK aid must be poverty reduction – as set out by the International Development Act (2002). That is not to say effective aid can't serve other objectives at the same time, but these secondary purposes must not be the primary motive in decision-making. As the world gets richer and sources of development finance increase,⁶ aid should target those people who are destined to miss out without aid's help. Aid is valuable precisely because it is discretionary – it is money which can go where no other finance will or can. Leveraging aid's comparative advantage thus means placing excluded groups – and children in particular – front and centre of the UK's aid policy. The Department for International Development has already committed to the global pledge to 'leave no one behind'; our aid must now make this a reality.

2. UK aid must seek to accelerate progress towards the Sustainable Development Goals. The world signed up to the most ambitious development agenda in history in 2015, when world leaders from 193 countries adopted the Sustainable Development Goals (SDGs). These goals will be the lodestar of global development policy for the next 15 years. From 2000 to 2015, during the implementation of the previous framework (the Millennium Development Goals) we saw a halving of the number of children dying before the age of five in just 15 years.

Share of ODA by recipient country income, by spending department, 2015



Source: Department for International Development, Statistics on International Development 2016

For the British public, aid must engage people like never before in a shared agenda to reach the SDGs. We should look for new ways to involve the public in the direction, impact and delivery of aid.

By focusing on the hardest to reach and on delivering development in a way that is environmentally sustainable, the SDGs have the potential to be even more transformative than the MDGs. As things stand, the SDG targets are significantly off-track, with 3.6 million children under the age of five likely to die worldwide in 2030 if current rates of progress are not accelerated.⁷ Achieving the SDGs is already nominally at the heart of UK aid policy, but, in practice, aid spending is increasingly being spread across a far wider agenda.⁸ The UK Government must refocus its efforts on accelerating progress towards the SDGs and, in particular, on three core areas of children's lives: survival, learning and protection, with a cross-cutting focus on gender equality and sustainability.

- 3. UK aid should be ruthlessly prioritised towards areas of comparative strength.** Aid is a finite resource, and the ways it could be spent are manifold and contested. As such, all government departments should strive to ensure every penny of UK aid is allocated and spent as effectively as possible. With this in mind, comparative impact on achieving the two previous principles – reaching the poorest and accelerating the SDGs – rather than narrow political interest or ideological agendas, should be the criteria by which budgets are allocated, trade-offs made and opportunity costs weighed. If the UK government and its aid cannot effectively address a problem, or other actors can do so more effectively, it should focus on those areas and countries where it can have a real impact. The Independent Commission for Aid Impact (ICAI) award of red-amber ratings for more experimental Overseas Development Aid (ODA) funded programmes should be taken seriously and serve to refocus UK aid policy on core areas of strength. Recent indications of a rebalancing of the DFID budget away from areas of proven effectiveness – health, education, social protection and the building of public services – towards areas such as private sector development are a concern in this regard.⁹ While support for jobs and growth is important, DFID should carefully assess the impact of these sectoral shifts on its ability to best help the world's poorest children.
- 4. UK aid should be catalytic and transformative.** UK aid by itself is relatively small as a source of finance when viewed alongside other available, or as yet untapped, sources of development finance, including domestic revenues, financial markets and multilateral financial institutions. But when spent in the right way and combined with the UK's leadership and soft power it can be vastly influential. UK aid should seek to be catalytic – shaping, incentivising and crowding-in other actors and funds around shared objectives.

We saw this in action during the UK-hosted Family Planning Conference in July 2017, where the UK convened key stakeholders and secured new commitments to accelerate progress. The UK's influence over multilateral funds such as the World Bank's International Development Association similarly represents a huge opportunity to amplify the impact of British aid by pooling it with that of others, and shaping how these pooled funds are spent. We welcome the Government's desire to do more to reform the multilateral institutions it is part of, and encourage it in so doing to champion new and emerging initiatives such as the Global Financing Facility (GFF).¹⁰ To be truly transformative, UK aid should put even more emphasis on building developing countries' capacity to lead their own development, through the building of strong public services and government institutions, budget support, plus support for the mobilisation of domestic resources through taxation and other means. The Paris Principles and the commitments made at Busan and through the New Deal for Engagement in Fragile States must be rigorously applied to ensure our aid builds rather than undermines national ownership and government capacities.¹¹

- 5. UK aid must empower both its givers and its recipients.** UK aid is frequently misunderstood at home and can be regarded with suspicion abroad. At the root of both issues is a shared problem. Aid is ultimately funded by individual people wanting to help individual people. But it is mediated by a series of large institutions that can unwittingly undermine the basic humanity of this interaction. Big bureaucracies, including International Non-Governmental Organisations (INGOs) like ours, making decisions on behalf of people without their participation or knowledge should become a thing of the past. Big data, mobile technologies and devolved social networks all represent opportunities to make aid more accountable, transparent and empowering on both sides of the giver/recipient divide. For the British public, aid must engage people like never before in a shared agenda to reach the SDGs. We should look for new ways to involve the public in the direction, impact and delivery of aid where appropriate. Greater transparency is vital here. The Department for International Development has led the world on transparency. Other Government Departments (OGDs) must now ensure they do not undermine this global gold standard. For aid recipients, aid should seek to restore the dignity and freedom of those it supports, placing more trust in them to make the best decisions for their lives and empowering them to hold their governments to account.

PART 3 MAINTAINING THE QUALITY OF AID ACROSS GOVERNMENT

This section provides more detail on how the principles we outline in Part 2 can be better applied to UK aid, regardless of spending department, because how the UK government spends aid is at least as important as what it is spent on. In the initiatives set out below we propose practical changes that can be made to aid governance that will help maximise the coherence, impact and transparency of UK aid across Government.



3.1 MAKE ALL UK AID COMPLIANT WITH THE INTERNATIONAL DEVELOPMENT ACT

Aim: All UK aid, regardless of spending department, is spent with poverty reduction as its chief purpose, and the coherence and coordination of cross-government aid is improved.

Action: Apply the International Development Act (2002) to all UK aid spending by amending the Act to make it apply to all departments; create a new cabinet subcommittee to coordinate all aid-spending departments, chaired by the Department for International Development Secretary of State.

Government departments responsible: Department for International Development, Cabinet Office, No.10, HM Treasury.

The International Development Act 2002¹² requires aid spending to be, “likely to contribute to a reduction in poverty,” and that humanitarian assistance should alleviate, “the effects of a natural or man-made disaster or other emergency on the population of one or more countries outside the United Kingdom.” The Government allows departments other than DFID to choose whether they are bound by the Act, but only the Foreign & Commonwealth Office has done so. With increasing amounts of aid being spent outside of DFID, this means that around 17% of UK aid currently falls outside the remit of the Act. Other Government Departments (OGDs) have faced multiple questions about the effectiveness of their aid programmes. In addition to their weak transparency, OGDs managing aid have been found to have weaknesses in addressing poverty,¹³ responding to a country's needs¹⁴ and focusing on the poorest countries.¹⁵

If aid is not spent explicitly to achieve the SDGs and alleviate the hardships of the very poorest, the government risks undermining the trust of the British public that aid will be well spent on those most deserving of their support. Press critiques of UK aid often focus on programmes – such as ‘cultural projects’ carried out by the Department for Digital, Culture, Media & Sport or questionable ‘prosperity’¹⁶ initiatives in middle income countries – which are rightly criticised for not expressly supporting these development objectives. When there is still a massive funding gap for urgent priorities like addressing the needs of child refugees, it can’t be right that this precious resource is spent without due regard to these basic principles.

With increasing amounts of aid being spent outside of DFID, around 17% of UK aid currently falls outside the remit of the Act.

The Government should amend the International Development Act to make its application compulsory across all departments.

To further improve the coherence of cross-government aid spending, and ensure that the Secretary of State for International Development has a formal mandate for ensuring accountability across government around a shared agenda, a new cabinet sub-committee should be created, chaired by the Secretary of State and attended by ministers from all ODA-spending departments.

3.2 DEVELOP JOINT COUNTRY PLANS ACROSS DEPARTMENTS



PHOTO: CHRIS DEBODESAVE THE CHILDREN

Aim: UK development objectives for every country are coherent across all Government departments.

Action: Develop and publish an annual plan for every country in which the UK spends aid, covering the strategy and spending by all departments and agencies.

Government departments responsible: All departments that spend aid, led by Department for International Development and Foreign & Commonwealth Office.

While spending aid outside of DFID broadens the UK's offer to developing countries, introducing new skills and perspectives, an increase in the number of departments spending UK aid, and a growing trend for centrally run programmes that lack proper coordination with country offices, presents a significant risk to the coherence of UK Government aid spending on a country-by-country basis.

Producing a joint, cross-government plan for every country in which UK aid is spent would help to improve the coherence of provision in each country, and would ensure that spending decisions are made with a holistic view of the country's needs and the UK's relationship with it in mind.

Working with colleagues in the Foreign & Commonwealth Office, DFID should lead the process to develop country plans for all UK aid.

It would also improve value for money by ensuring that programming was complementary rather than disjointed, setting clear objectives for all aid spending in every country. These country plans should include an analysis of that country's investment for children, identifying the major gaps in provision.

By moving aid outside of DFID, the UK risks abandoning the significant comparative advantage provided by DFID's concentration of world class development expertise, and the reach and networks that come with this. Better connecting the aid spending of each department or agency to DFID's work in that country would help to ensure that this is not the case. Working with colleagues in the Foreign & Commonwealth Office and across Whitehall, **DFID should lead the process to develop joint country plans for all UK aid.** The specialist expertise of individual government departments would be brought together under a single country plan, leading to a more coherent approach to foreign and development policy that also entrenches development principles across all UK ODA.

3.3 ENSURE AID TRANSPARENCY ACROSS ALL DEPARTMENTS

Aim: All government departments that spend UK aid achieve a comparable standard of transparency to the good/very good standard in the Aid Transparency Index before 2020.

Action: Commission an independent annual assessment of the transparency of aid spending by each Government department outside of DFID.

Government departments responsible: All Departments that spend aid, led by the Department for International Development.

The Department for International Development has consistently been amongst the most transparent aid agencies in the world, supporting increasingly robust efforts to hold itself accountable for its spending. These efforts include the foundation of the Independent Commission for Aid Impact (ICAI), and advances such as the DevTracker website, which details and maps some, but not all, of the projects funded by UK aid.¹⁷

In contrast, Other Government Departments (OGDs) managing aid have displayed comparative weakness in the transparency of their aid programmes, creating major obstacles to the effective scrutiny of Parliament and other stakeholders. While recognising that NGOs like Save the Children also have to make improvements in our transparency, we are committed to doing so because scrutiny and accountability, both public and parliamentary, are vital to ensuring that UK aid is well spent. It must achieve the greatest possible impact and maintain public support. Strengthening the value for money of and trust in UK aid cannot be achieved without OGDs rapidly and ambitiously improving the transparency of their aid.

The NGO Publish What You Fund assesses DFID spending on its Aid Transparency Index,¹⁸ but donors spending under \$1 billion, such as government departments other than DFID, are not currently included in the Index.¹⁹ DFID has committed to assessing the transparency of other Government departments' aid spending, but is yet to publish details of its approach. By commissioning an annual transparency analysis of the spending of all UK aid across all government departments, the UK government could increase public confidence in that spending, which is currently subject to lower standards of accountability than DFID's. This would serve to drive up standards across UK aid spending, and could influence future decisions on the allocation of funds to other departments.

In contrast to DFID, other government departments managing aid have displayed comparative weakness in the transparency of their aid programmes.

The 2015 UK Aid Strategy made a welcome commitment to ensuring cross-government aid is spent transparently – but there is little detail on how this will be rigorously enforced.

The following measures should be taken to further increase public accountability:

- The UK government should ensure that aid spending outside DFID is independently assessed for transparency in the same way that DFID aid is. An annual transparency analysis of the spending of all UK aid across all Government departments should be commissioned.
- The Independent Commission on Aid Impact (ICAI) should prioritise conducting individual investigations into each ODA-spending department.
- While the International Development Committee should have primacy in the scrutiny of all UK ODA, all select committees should scrutinise the development impact of aid spending by the departments for which they have responsibility, before the end of this Parliament.
- The process of recording all UK aid from all departments on the DevTracker website should be accelerated.

PART 4 BUILDING A WORLD WHERE ALL CHILDREN SURVIVE, LEARN AND ARE PROTECTED

The Sustainable Development Goals are tantamount to a promissory note to children, a promise that by 2030 all children can enjoy the access to healthcare, education and protection to which they are entitled under international law (the UN Convention on the Rights of the Child – the most ratified human rights treaty in history).^{20/21}

The SDGs also signalled a ground-breaking commitment from all countries to ‘leave no-one behind’, and that those that are furthest behind will be prioritised in the next era of global development.

In 2016, Save the Children produced a report that detailed how the SDGs can, and must, be translated into action.²² We have also produced detailed recommendations on how to ensure that the international community fulfils its promise that no child is left behind.²³ The need is urgent. There are far too many children who still do not benefit from the global progress made in recent decades because of poverty, inequality and discrimination. Children should no longer be excluded from progress as a result of their sex, where they were born, their identity, disability, the wealth of their parents, or, as is often the case, a toxic mix of several of these factors. Empowering women and girls must be a particular priority, cutting across all of the priority actions outlined below. As UN Secretary General Antonio Guterres states, gender equality is central to the achievement of all 17 SDGs.²⁴

This section of the report sets out several areas where the UK government can do more to ensure every child can survive, learn and be protected. The first section covers key initiatives that will help ensure no child dies from preventable causes before their fifth birthday. The second section explains vital steps needed to ensure all children have access to a quality basic education. The third section outlines ways in which the British Government can help ensure that children are protected from violence.



4.1 HOW CAN UK AID BEST ENSURE CHILDREN SURVIVE?

The SDGs commit us to ensuring no child dies from preventable causes before their fifth birthday. The scale of this task is enormous. Each year, nearly three million babies die in their first month of life. Currently 16,000 children under five die each day, many from causes that could be prevented. 50% of these deaths are caused by infectious diseases, yet one child in five still misses out on routine immunisation – leaving them exposed to deadly illnesses.²⁵

Each year, nearly three million babies die in their first month of life.

The threats to child survival are also changing. Rising inequality means poverty and health deprivations are increasingly concentrated within specific communities, areas and countries. The threat from pandemic disease outbreaks is increasing, creating widespread health emergencies to which local healthcare systems are often too weak to respond. In addition, health risks associated with the changing climate – such as malnutrition – are creating new threats, and humanitarian emergencies are now typically longer and more complex.

From the UK's support for the Vaccine Alliance (Gavi) replenishment round in 2015, to being a catalyst for global change and convening global summits, such as the Girl Summit in 2014, and, more recently, the Family Planning Summit in July 2017, the UK has demonstrated its global leadership on child survival. Now that the world has halved child mortality rates, the second half of the job requires even deeper expertise, more powerful global networks and renewed determination. The time has come for the next generation of British leadership.

The UK government should redouble its efforts on high impact health interventions such as vaccinations, which remain one of the best investments out there; for every dollar spent on childhood immunisation, \$16 are saved on healthcare costs and productivity losses.²⁶ But these kinds of interventions will never be enough in the absence of functioning healthcare systems which are accessible to all. Targeted interventions must be balanced with greater support for the development and strengthening of the national healthcare systems that will sustain health progress into the future.

Overleaf are some of the key ways the UK government can help drive down the numbers of child deaths and ensure children survive and thrive for the future.



PHOTO: COLIN CROWLEY/SAVE THE CHILDREN

4.1.1 TACKLE THE WORLD'S BIGGEST CHILD KILLER: PNEUMONIA

Aim: Preventable deaths of children in developing countries from pneumonia (920,000 in 2015) are eradicated.

Action: Convene a global response to ending preventable child deaths from pneumonia, including driving down the price of pneumococcal vaccines and ensuring universal access to health services.

Government departments responsible: Department for International Development, Department for Business, Energy & Industrial Strategy.

also have access to a health worker who can diagnose and treat pneumonia. Without these actions, we stand no chance of achieving the SDG commitment to end preventable child deaths.

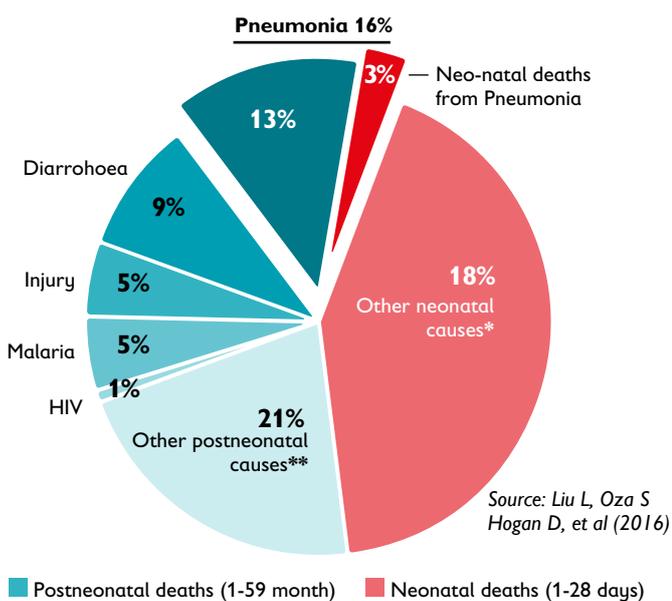
Despite this, saving lives from pneumonia remains a cause without a powerful politician to champion it. Given the DFID Secretary of State's personal commitment to using UK aid and other sources to catalyse maximum impact, she is ideally placed to spearhead a new global push on pneumonia, bringing together donors, advocates and policy makers from around the world to map a route to end preventable child deaths from pneumonia by 2030.

Since 2000, the world has seen great progress; there were almost four million fewer child deaths in 2015 than in 2000, and many of the world's poorest countries have registered the most dramatic advances. Yet child deaths associated with pneumonia are falling more slowly than for any other major killer – and today pneumonia accounts for more child deaths than malaria, measles and HIV/AIDS combined.

Urgent action is needed to ensure that all children are vaccinated against pneumonia, and that exclusive breastfeeding rates improve in order to build pneumonia immunity and combat malnutrition. All children should

One vital way to accelerate progress to end pneumonia is to reduce the price of the Pneumococcal Conjugate Vaccine (PCV). Through the creation of the Advance Market Commitment (AMC) facility in 2009, the UK and other Gavi donors sought to encourage the development and production of affordable vaccines for developing countries by creating a market for these products. The AMC has since helped 57 low income countries to purchase PCV vaccines. However, the AMC has not succeeded in supporting the development of new vaccines or in driving down prices by increasing competition, as was the original hope. Consequently, prices for countries eligible for Gavi support are too high, with PCVs accounting for 40% of Gavi's budget. For middle-income countries outside of Gavi, prices are even higher, leaving whole countries facing unaffordable prices for this life-saving vaccine.

Child mortality by cause of death



* Neonatal causes include preterm, intrapartum related events, sepsis/ meningitis, tetanus, congenital and diarrhea

** Postneonatal causes include preterm, intrapartum related events, meningitis, congenital and pertussis

The 2016-2020 Gavi strategy provides an opportunity to drive reforms to the AMC to address these issues and drive down prices. The British Government – as a key donor to Gavi – should work with other donors to adopt a unified position in:

- Working with both Pfizer and GSK – the two main manufacturers of PCV – to lower prices and increase transparency.
- Extending and replenishing the AMC with a focus on its initial purpose of encouraging new vaccine suppliers. Several emerging market manufacturers are in the process of developing PCV vaccines and an AMC commitment – underwritten by aid, bonds and other financing instruments – to purchase in bulk at prices below \$6 for a full course could accelerate market entry and support lower middle-income countries.²⁷

4.1.2 USE INNOVATIVE FINANCING TO STRENGTHEN COUNTRY HEALTH SYSTEMS

Aim: Aid spending incentivises the use of domestic resources for healthcare services.

Action: Support the design, funding and implementation of the Global Financing Facility in support of women's, children's and adolescents' health to ensure domestic resources for universal health coverage.

Government departments responsible: Department for International Development.

The UK has built a strong reputation as a global leader in strengthening health systems through technical expertise, thought leadership and financial support – not least through meeting the Development Assistance for Health (DAH) target of spending 0.1% of its Gross National Income on health-focused aid. The UK's work in supporting health systems and health financing has been fundamental to this and should continue through strategic interventions.

Through multilateral mechanisms, the new Global Financing Facility (GFF) in support of women's, children's and adolescents' health is an important initiative to increase health financing in Low Income Countries (LICs) and Middle Income Countries (MICs). The GFF was established as an innovative financing mechanism to encourage countries to increase their domestic investment in universal access to sexual, reproductive, maternal, newborn, child and adolescent health services, recognising the important ways in which gender and health outcomes intersect.

The GFF focuses on 16 high-burden, low income and lower-middle income countries such as Tanzania and Bangladesh. National governments lead the process of accelerating progress to reach the health Sustainable Development Goals (SDGs) with the involvement of the broad set of stakeholders, including bilateral and multilateral donors and NGOs, under one coordinated platform. The GFF aims to bring together the major actors on health, including Ministries of Finance as well as Ministries of Health, to work together and support governments through technical and financial support.

Save the Children recognises the potential of the GFF to help increase Domestic Resource Mobilisation (DRM) to finance health systems. Achieving SDG 3.8 – universal health coverage – will only be possible through increased public investment in healthcare, and through sustainable, domestic resource mobilisation.



DFID has demonstrated expertise in combining investment with reform, for example, through the leadership roles it has played in Gavi and the Global Fund for AIDS, TB and Malaria. Recently the UK pledged £30 million project funding to the GFF.

Save the Children strongly urges the UK to support the design, funding and implementation of the Global Financing Facility in support of women's, children's and adolescents' health, to ensure domestic resources for universal health coverage.

Beyond supporting the GFF, the UK should continue to work with governments to encourage them to allocate adequate domestic resources to health, including through supporting the new Universal Health Care 2030 partnership (that was established in 2016). The World Health Organisation (WHO) has recommended every government should raise and spend at least 5% of its GDP on health systems in order to provide a basic package of services to the entire population – universal health coverage.²⁸ The UK could make measurable progress toward this target of spending 5% of GDP on health a requirement for recipients of its health ODA.²⁹ It should then prioritise its support in countries where that 5% still cannot reach a minimum of \$86 per capita annual health expenditure, and encourage other donors to adopt this approach too.³⁰

Achieving SDG 3.8 – universal health coverage – will only be possible through increased public investment in healthcare.

4.1.3 HARNESS THE POWER OF COALITIONS TO COMBAT MALNUTRITION

Aim: 50 million children are lifted out of hunger and malnutrition by 2020.

Action: Re-confirm and extend the ambition of the UK government's commitment to nutrition at the Milan High Level Event for Nutrition in November 2017.

Government departments responsible: Department for International Development.

According to UNICEF, nearly half of all deaths in children under five are attributable to undernutrition. This translates into the unnecessary loss of about three million young lives a year.³¹ The most pernicious impact of chronic malnutrition is stunting, where children are left permanently physically and cognitively impaired, and more vulnerable to a variety of fatal diseases, including pneumonia. The damage is profound and irreversible – children that are undernourished, particularly in the first 1000 days from conception to their second birthday, are left with lifelong disadvantages to overcome.

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Multi-stakeholder partnerships and coalitions have been shown to be one of the most effective ways of delivering lasting change to children's nutrition. The Nutrition for Growth (N4G) partnership led by the UK, Brazil and Japan and championed by leading philanthropic foundations and civil society has pioneered this approach, securing commitments of up to \$4.15 billion to tackle malnutrition in 2014. The N4G compact has since been signed by over 100 stakeholders (from science, business, civil society, private foundations and governments) and aims to reduce child stunting by 20 million by 2020. It has received pledges from myriad governments worldwide to tackle malnutrition in their own domestic contexts. The next moment on the N4G roadmap is the global meeting on November 4th in Milan, hosted by the City of Milan, the Italian Ministry of Health, and the Nutrition For Growth Stakeholder Group. Leaders will be asked to make commitments to step up the fight against global malnourishment, with a focus on gender, food systems and cities – in line with the UN Decade of Action on Nutrition (2016-2025).

Another UK-supported initiative is the Scaling Up Nutrition (SUN) Movement, which brings together 59 countries and networks – across civil society, the private sector, donors, governments and the UN – to strengthen relationships and work collaboratively across sectors to improve nutrition. One of the efforts that the SUN Movement is pioneering is breaking down traditional silos between development and humanitarian efforts. In March 2017, United Nations officials called for urgent action to avert famine in four SUN countries – Yemen, Somalia, South Sudan and Nigeria. In response, 17 SUN countries had an active humanitarian appeal.

The UK should build on these unique coalitions to deliver action to achieve its goals of lifting 50 million out of hunger and malnutrition by 2020 and ending malnutrition for all by 2030, and should:

- Uphold nutrition commitments already made, including under Nutrition for Growth, the 2015 G7 pledge at Elmau (to lift 50 million out of hunger and malnourishment by 2030), and World Health Assembly 2025 nutrition targets on stunting, anaemia, low birth weight, childhood overweight, breastfeeding and wasting.
- Make new financial and political pledges to end malnutrition by 2030. The World Bank investment framework identifies a funding shortfall of \$70 billion for nutrition-specific interventions, just to hit the World Health Assembly (WHA) nutrition targets.
- Continue to be a global leader for nutrition and help mobilise resources for nutrition from other stakeholder through the Nutrition for Growth roadmap, including at the G7 in Canada in 2018 and ahead of the Tokyo 2020 Olympics.
- Support and strengthen the SUN Movement, with strong vibrant civil society advocates and delivery partners at its heart, to deliver collective action on nutrition across all sectors and levels.
- Continue to play an active and visible leadership role in mobilising support for humanitarian appeals on nutrition when famine is threatened, as happened so powerfully in the case of the recent East Africa crisis.

4.2 HOW CAN UK AID BEST ENSURE CHILDREN LEARN?



Not only does education have the power to transform the lives of individual children, it has a critical role to play in solving some of the major development challenges of our time – from building economic stability, to improving health outcomes and promoting gender equality. By investing in education, we are investing in a future generation of doctors, engineers, teachers, care givers and community leaders.

The Sustainable Development Goals recognise the value and importance of education, with SDG Goal 4 aiming for, 'universal education from pre-primary through secondary, with relevant and effective learning outcomes'.

In spite of the significant progress made during the Millennium Development Goals era, in recent years domestic and global investment in education has flat-lined; education has dropped down the global priority list, and, too often, money invested has led to disappointing results. An estimated 264 million children and young people are out of school, and the number is rising.³² More than 75 million of these children are in crisis-affected countries. In these contexts, girls are particularly disadvantaged, being 2.5 times more likely to be out of school than boys in countries affected by conflict.³³

For those in school, the inadequate quality of education they receive is a huge impediment to learning. Despite the large increases in children enrolling in primary school, research estimates that more than one-third of children around the world lack basic reading and mathematics skills – including 130 million children who are in school.³⁴

By investing in education, we are investing in a future generation of doctors, engineers, teachers, care givers and community leaders.

Key to tackling this is ensuring children are ready to succeed when they start school. But, at present, very few quality early childhood development programs exist.³⁵ Where they do exist, the poorest and most marginalised children often miss out.³⁶

Mobilising more money for education and ensuring all money is spent more effectively will be essential to achieving SDG4. The International Commission on Financing Global Education Opportunity estimates that total spending on education needs to rise from \$1.2 trillion per year today to an estimated \$3 trillion by 2030 across all low and middle income countries.³⁷ Whilst national governments will be required to cover the majority of this investment, international development assistance has a vital role to play.

The UK Government is a world leader in global education. From championing reform at the Global Partnership for Education to playing a leading role in the establishment of Education Cannot Wait, a pioneering fund to support refugee education, the UK has made a significant contribution to increasing educational opportunity in recent years. By adopting a stronger focus on early learning, the UK can build on its existing leadership and play a significant role in helping all children learn.

4.2.1 CHAMPION BASIC LITERACY AND NUMERACY IN THE EARLY YEARS

Aim: All children start school ready to learn and master basic literacy and numeracy in the early years.

Action: Invest in early learning interventions to ensure every child becomes literate and numerate.

Government departments responsible: Department for International Development.

Evidence suggests that investing in early years education holds the key to improving learning outcomes throughout school.³⁸ High-quality early childhood development activities have long been shown to have a lasting impact on learning. These activities – which include health, nutrition and stimulation – can also lead to cost-saving efficiencies in primary school by increasing on time enrolment, overall retention, reducing attrition and raising primary school completion rates. These impacts are often greatest for children from the most disadvantaged backgrounds.

Driven by the Education for All (EFA) Movement and the Millennium Development Goals (MDGs), considerable progress has been made during the last two decades in getting millions more children into school, ensuring that they stay in school and narrowing the gender gap in enrollment. However, going to school has not necessarily translated into learning in school; despite completing four years of primary school, 130 million children still cannot read.³⁹ In India, for example, less than half of rural fifth graders could read a second-grade text in 2014, and just 26% could do division.⁴⁰

Moreover, a profound and persistent scarcity of books for children in developing countries impedes children's early literacy acquisition, with almost 14 students sharing a book in countries such as Cameroon.⁴¹ The lack of quality, local language and age appropriate children's reading material is a major challenge in most developing countries. This is compounded by a lack of awareness and understanding among governments, parents and teachers of the value of reading books in supporting literacy.⁴² An exciting new multi-stakeholder partnership, the Global Book Alliance, has been established with the aim of transforming book development, provision and distribution to improve reading outcomes for all children. DFID has supported the development of the Global Book Alliance.

Investments in early years education offer fantastic value for money... yet across the world, children's early years are neglected.

Investments in early years education offer fantastic value for money. Evidence suggests that an additional dollar invested in high quality preschool programs will yield a return of anywhere between US\$6 and US\$17.41.⁴³ Yet across the world, children's early years are neglected. Donors currently spend 26 times more on secondary education than on early years education. This situation must be reversed.⁴⁴

DFID's education programmes should increase their focus on early years services for the most marginalised children, including by:

- Investing in parental support to provide the effective stimulation required for cognitive development. This is in order to improve children's school readiness skills in general and emergent literacy skills in particular.
- Ensuring investments in teacher training and professional development prioritise the development of a primary school workforce that is equipped with the knowledge, skills and confidence to teach reading and maths to young children using proven methods.
- Supporting efforts to increase access to more and better books for young children, building on its early engagement by pledging ongoing support for the Global Book Alliance.

4.2.2 ENSURE CHILDREN CAUGHT UP IN HUMANITARIAN CRISES, ESPECIALLY REFUGEE CHILDREN, CAN CONTINUE TO LEARN

Aim: Children can continue to access quality education even during humanitarian crises and conflict, with a particular focus on refugees.

Action: Increase the UK's focus on and investment in education in emergencies, including via the Education Cannot Wait fund.

Government departments responsible:
The Department for International Development.

When conflict or crisis erupts, the educational needs of children and youth are often the last consideration – an afterthought following food, water, shelter and protection.

Wars, natural disasters and other emergencies are multiplying throughout the world – more frequent, complex and disruptive than ever before. During these crises, children and youth frequently live, or are displaced to contexts, where governments cannot provide them with education services. In 2015 alone, nearly 75 million school-aged children and youth (three to 18 years old) across 35 crisis-affected countries had their education disrupted.

Despite this vast need, education is consistently among the most under-funded and under-prioritised sectors in humanitarian response, receiving on average less than 2% of humanitarian aid.⁴⁵ This lack of funding and prioritisation has left at least 37 million school-aged children living in conflict-affected countries without an education.⁴⁶ Of the six million school aged refugees under the mandate of UNHCR, 3.7 million are out of school. On average, refugee children are five times less likely to attend school than other children.

Those children who are able to access school often face significant barriers to their learning and well-being in overcrowded and under-resourced classrooms. Many more face the risk of violence, with attacks on education occurring in over 70 countries.⁴⁷ This has a profound effect on children's learning and has significant ramifications for the future development and stability of the countries in which these children live.

The UK is increasingly playing a leadership role in education in humanitarian contexts. This includes as a founding donor of Education Cannot Wait (the fund for education in emergencies) and via the Secretary of State's membership of Education Cannot Wait's High-Level Steering Group.⁴⁸

In the Middle East, the UK has consistently acknowledged the importance of education for Syrian refugees and helped increase international interest in education as co-host of the 2016 Syria Donors Conference.

Building on its role in championing education for Syrian refugees the UK should lead a global effort to close the education gap for the world's 3.7 million out of school refugee children. This should include developing a global refugee education action plan and supporting and funding the development of national refugee education action plans in countries hosting large refugee populations.

As Education Cannot Wait enters its second year, we call on the UK to:

- Make a multi-year funding commitment represents an increase in real-terms funding from the UK for education in humanitarian situations and is consistent with a UK commitment to lead the international community in transforming education in emergencies.
- Play an active part in mobilising support from other government donors for the Education Cannot Wait fund (ECW) and for education in emergencies and protracted crises more generally.
- Support efforts both by ECW and others to monitor funding for education in emergencies and crises, including the funding provided by the UK. The UK should champion greater transparency in respect of humanitarian funding in general and for education, as part of the push for improved accountability envisaged in the ECW proposal.
- Bring the UK's strong focus on results to ECW, with an emphasis on ensuring genuine learning outcomes, along with support for children's well-being, in line with the Inter-Agency Network for Education in Emergencies (INEE) Minimum Standards for Education.

4.2.3 HELP CREATE A GLOBAL STEP CHANGE IN FUNDING FOR EDUCATION

Aim: The \$1.8 trillion global education financing gap is closed by 2030.

Action: Support the creation of an International Financing Facility for Education (IFFEd) and continue support to the Global Partnership for Education (GPE).

Government departments responsible: Department for International Development.

Investment in learning is critical for children's futures and for economic growth and sustainable development.⁴⁹ Without an urgent step change in financing for education, we will fail the next generation of children and miss meeting SDG4 by 50 years. To reach SDG4, it is estimated that international public financing (for example, aid or concessional loans) needs to increase from today's \$16 billion per year to \$89 billion per year by 2030.⁵⁰

International financing will first and foremost need to provide grant finance to the low-income countries and fragile countries with the largest financing gaps. For middle-income countries with borrowing capacity, international finance should boost access to concessional loans. International assistance is also urgently needed to fund global public goods for education, which benefit all country groups, such as better data, assessment tools and evidence.

The UK's aid spending on education steadily increased between 2006 and 2014.⁵¹ However, overall spending on education currently makes up only 8.42% of DFID's spending⁵² and recent analysis suggests that the UK's investment in global education is starting to fall.⁵³ Investment in education must remain a top priority for DFID and supporting innovative financing mechanisms can help address education funding shortfalls.

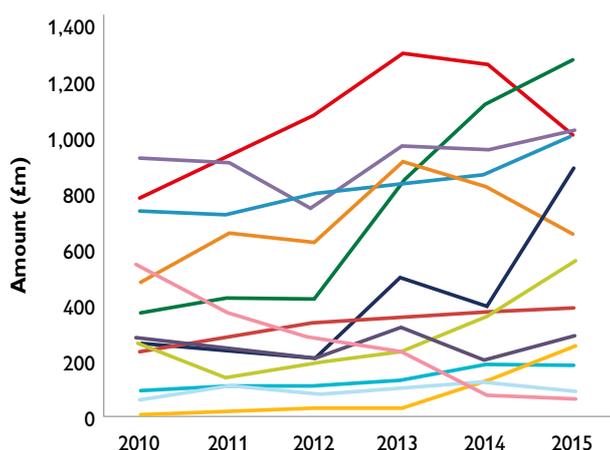
One innovative means to raise funds for education is through a new International Financing Facility for Education (IFFEd). The Facility would bring together public and private donors, alongside international financial institutions such as the international and regional development banks, to raise additional financing for education. It would complement the Global Partnership for Education (GPE) and the Education Cannot Wait (ECW) fund by mobilising financing from international capital markets, which are currently not accessible to the education sector.

A second innovative means to raise funds is through GPE's new financing and funding framework, which opens opportunities to secure previously untapped resources of funding for education from both public and private sources. It will also enable GPE funds to be better targeted at the countries and communities where the needs are the greatest.

In order to mobilise new financial resources for education the UK should:

- Support the creation of a new International Financing Facility for Education (IFFEd) and press other donor countries to support this initiative.
- Ensure GPE reaches its replenishment target of \$3.1 billion, enabling it to scale up its work helping developing countries build stronger education systems. In recognition of this new approach, the UK should commit \$500 million (£392 million) to the replenishment of the GPE 2018 – 2020 at the global summit currently scheduled for early 2018.⁵⁴

Bilateral UK aid, sectoral allocation 2010-2015



Source: National Statistics and Department for International Development, Statistics on International Development 2016

4.3 HOW CAN UK AID BEST ENSURE CHILDREN ARE PROTECTED?



The world is currently experiencing the biggest displacement crisis since the Second World War and UNICEF estimated in 2016 that 28 million children had been forced from their homes by war, violence or natural disaster.⁵⁵ Wars are typically more protracted than in the past and involve state and non-state actors. In these circumstances, the rules of international law often become blurred, and children's rights are routinely violated with devastating consequences, from being caught in the cross-fire of the Syria crisis to being subjected to sexual violence in conflict – an issue that disproportionately affects girls.

Extreme poverty also creates the conditions for violence against children to flourish, again with differential but extremely damaging impacts on both boys and girls. Every year millions of children are victims of trafficking, engaged in dangerous and detrimental child labour or forced into early marriage. An estimated 5.5 million children are currently enslaved⁵⁶ and one girl under 15 is married every seven seconds.⁵⁷

The UK has played a positive role globally in working towards an end to violence against children, both as a leading humanitarian actor on the international stage and through the Government's determination to eliminate modern slavery, trafficking and child marriage.

There needs to be a cross-governmental approach to ensuring that no aid spent on protecting children is compromised by government policy and spending in another departments.

However, huge discrepancies in British policy continue to put children's lives at risk, including sustaining arms sales to actors that simultaneously undermine the UK-supported humanitarian response in countries such as Yemen. There needs to be a cross-governmental approach to ensuring that no aid spent on protecting children is compromised by government policy and spending in another department.

The following section presents key ways the UK government can stop violence being perpetrated against children, help protect them and their families for the future and strengthen support to those in distress who are coping with the short and long-term effects of violence.

4.3.1 BRING UK ARMS POLICY IN LINE WITH HUMANITARIAN PRINCIPLES

Aim: UK humanitarian responses, in countries like Yemen, are no longer undermined by UK arms export policies.

Action: Develop new rules that ensure humanitarian considerations are given either primary or far greater weight in decisions around granting of arms export licenses.

Government departments responsible: Department for International Development, Foreign & Commonwealth Office, Ministry of Defence and Department for Business, Energy & Industrial Strategy.



An estimated 21 million children are directly caught up in conflict.⁵⁸ More than 200 children have been killed in the ongoing Yemeni civil war since the beginning of 2017 alone, and an estimated 10 million children in Yemen are in urgent need of humanitarian assistance.⁵⁹ At the beginning of August 2017, Save the Children warned that more than one million malnourished children aged under five in Yemen were living in areas with high levels of cholera.⁶⁰

Yet since the war began in 2014, the UK has licensed more than £3 billion worth of arms sales to Saudi Arabia, including fighter jets, tanks and missiles. Those weapons are being used in the war in Yemen, where Saudi Arabia is heading a coalition which has been accused by the United Nations and others of violating International Humanitarian Law (IHL) by repeatedly attacking schools, hospitals and civilian areas.

Despite these actions the UK government continues to sell arms to Saudi Arabia. Save the Children has had humanitarian relief supplies diverted by the Saudi-led coalition, compounding the misery of the war's victims.

The UK should not undermine its humanitarian response... by exporting arms which contribute to increased rates of poverty and more civilian casualties.

The UK should not undermine its humanitarian response in countries such as Yemen – including undermining investment of UK aid in assisting those populations in need – by exporting arms which contribute to increased rates of poverty and more civilian casualties.

The UK government should review the existing legal and regulatory framework for arms exports to ensure it is coherent with the country's development objectives. **DFID should have a more powerful decision-making role and should have mandatory representation on the Export Controls Joint Unit (ECJU).** The UK government should also look to develop new rules that ensure humanitarian considerations are given either primary or far greater weight in decisions around granting of arms export licenses.

4.3.2 PROTECT THE MENTAL HEALTH OF CHILDREN IN CONFLICT



PHOTO: JONATHAN HYAMS/SAVE THE CHILDREN

Aim: The mental distress of the 21 million children directly affected by conflict is alleviated.⁶¹

Action: Invest in building national capacity for Mental Health and Psychosocial Support (MHPSS) particularly in conflict-affected countries such as Syria and Iraq.

Government departments responsible: Department for International Development, Department of Health and Home Office.

Pioneering research by Save the Children has found prolonged exposure to war, stress and uncertainty has left many children in Iraq and Syria (and other protracted conflicts) in a state of 'toxic stress'.⁶² This is leading to increases in bed-wetting, self-harm, suicide attempts and aggressive or withdrawn behaviour. The research also revealed the paucity of knowledge, funding and global leadership around the Mental Health & Psychosocial Support (MHPSS) agenda. Without investment to tackle mental health, there is a risk of a generation of children growing up unable to function meaningfully in society and the perpetuation of conflict due to lack of resolution.

Prolonged exposure to war, stress and uncertainty has left many children in Iraq and Syria in a state of 'toxic stress'.

UK leadership through an energised DFID response to these challenges could build national capacity for mental health practitioners in conflict environments, and in doing so could even help prevent future conflict. **UK aid should be invested in training more mental health professionals and building the capacity of those in most frequent contact with children including teachers, social workers and community health workers to treat a range of immediate and longer-term mental health problems.** It could also gather evidence to improve future conflict resolution and prevention and provide lessons to ensure far better civilian protection.

Working with international allies, who also share a commitment to tackling this issue, the UK could help to reverse the long-term damage that will be done to a generation of children without the proper support. This includes sufficiently funding mental health and psychosocial programming in humanitarian contexts and ensuring that it becomes a core programmatic intervention in emergencies.

4.3.3 ENDORSE THE SAFE SCHOOLS DECLARATION



Syrian girl holds up sign reading, "I want toys and school bags and to go back to school again."

PHOTO: KHAJIL ASHAWI / SAVE THE CHILDREN

Aim: Protect education in situations of armed conflict.

Action: Join the 68 other states⁶³ who've endorsed the Safe Schools Declaration and commit to implementing the Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict.⁶⁴

Government departments responsible: Foreign & Commonwealth Office, Ministry of Defence, Department for International Development.

Regular attacks on schools, students and teachers, or the military use of schools, have happened in 21 countries which all saw at least ten incidents in the last four years. Research from the Global Coalition to Protect Education from Attack has also revealed that a dozen countries saw more than 100 attacks or incidents of military use since 2013.

To put a stop to this, **the UK should endorse the Norway-led Safe Schools Declaration:** by so doing it would reinforce the view, for which there is growing global support, that attacking or using schools for

military purposes is not acceptable. It would also strengthen the UK's hand in discussions with countries where attacks on schools or their use by military forces is commonplace. The Declaration has already been signed by a majority of NATO, European Union and Council of Europe member states. The UK's failure to sign, when it has some of the most respected armed forces in the world, sends a terrible signal to other countries who more readily operate outside the bounds of global humanitarian norms.

The Declaration contains a number of commitments aimed at strengthening the prevention of, and response to, attacks on education during armed conflict. This includes: improving reporting of attacks on schools, collecting reliable data on attacks and military use of schools and universities, providing assistance to victims of attacks, investigating allegations of violations of national and international law and prosecuting perpetrators where appropriate, plus developing and promoting "conflict sensitive" approaches to education.

Further commitments include seeking to continue education and restore access to education faster after attack during armed conflict and supporting the work of the United Nations on the children and armed conflict agenda.

PART 5 LEAVING NO CHILD BEHIND

The 'Leave No One Behind' SDGs pledge made by leaders in 2015 will only become a reality if development agencies, international institutions and governments make fundamental changes to the way they define success. Unlike the MDGs, the SDG targets will only be regarded as 'met' if they are met for all groups. This is a profound shift in the way we think about progress — from a question of how to lift the waterline to one of how to ensure that all boats are lifted in the process.

Reaching those who are furthest behind is an enormous challenge. Excluded groups by definition lack power, but too often they also lack visibility or even an official identity. This section describes some priority initiatives for UK aid if it is to support the vision of a world in which no child is left behind.



5.1 ENSURE EVERY CHILD COUNTS THROUGH BIRTH REGISTRATION

Aim: Every birth is registered and every child has a birth certificate.

Action: Increase investment and technical assistance for strengthening Civil Registration and Vital Statistics (CRVS) systems in the world's poorest countries, as part of a wider effort to improve statistical capacity for implementing the SDGs and the 'Leave No One Behind' pledge.

Government departments responsible: Department for International Development, Office of National Statistics (ONS).

To fulfil the pledge 'Leave No One Behind', it is first necessary to know who is being left behind. Without accurate and comprehensive population data, governments cannot know how to target programmes to reach excluded groups. However, currently around 100 countries do not have adequate systems for registering new births. This means nearly 230 million children across the world under the age of five have not had their births registered. These children do not officially exist. Nearly one in seven of those who have been registered do not have a birth certificate, with the poorest and most marginalised children most likely to be unregistered.

This not only means that governments do not have accurate information for planning and policy making, but also undermines children's rights to protection, education and healthcare. Unregistered children cannot prove their citizenship or age, which can result in them being denied access to healthcare and education, and increasing the risk of them being forced into marriage or labour before they are adults. Children born to refugee parents are particularly vulnerable. Without access to basic public services and the protections these afford, these dangers are compounded. Weak birth registration systems are often part of a wider failure in CRVS systems, leaving governments with inaccurate information about births, marriages and deaths.

New advances in mobile phone-enabled birth registration systems are being trialled across the developing world, and early results suggest real effectiveness in driving up registration rates. For example, Uganda has historically had very poor registration rates. The 2011 Uganda Health Demographic Survey reported that only 30% of children under the age of five had their birth registered. Moreover, out of those registered just 17% had a birth certificate. Since the introduction of mobile registration, the national percentage of registered children under the age of five increased from 30% in 2011 to an estimated 60% in December 2014.⁶⁵

Strong statistical systems are an important foundation for the robust statistics that are needed for effective planning and monitoring to implement the SDGs.

The UK government should make strengthening civil registration and vital statistics systems in developing countries a priority for UK aid.

In doing so, the UK will be able to combine its world class statistical and administrative expertise with its long history of development experience. This makes it particularly well placed to not only strengthen governments' statistical capacity, but also to help identify and address barriers that are preventing groups of children from being registered at birth because of discrimination, cost and other access barriers. Building strong CRVS systems is a cost-effective use of aid. South Africa's Statistician General estimates that the appropriate systems can be built within a year at a cost of just \$0.20 per capita.⁶⁶

Nearly 230 million children across the world under the age of five have not had their births registered.

5.2 CHAMPION DISAGGREGATED DATA TO IMPROVE ACCOUNTABILITY IN THE SUSTAINABLE DEVELOPMENT GOALS

Aim: Inequalities in progress towards the SDGs are measured systematically through donor and national data systems, thus enabling more effective targeting of development efforts.

Action: Speed up the implementation of DFID's Data Disaggregation Action Plan, add income as a priority category for disaggregation and extend the plan to all government departments that spend UK aid.

Government departments responsible: Department for International Development and all departments spending UK aid.

Through the 2030 Agenda for Sustainable Development, the international community has promised to ensure that no one is left behind by progress. The Sustainable Development Goals (SDGs) must be met by all segments of society, and those who are furthest behind must be reached first. To fulfil this ground-breaking pledge, it is necessary to know who the furthest behind are and monitor their progress. This is also necessary in order to build public and political understanding about the importance of reaching them.

Save the Children's online Group-based Inequality Database (GRID), is an example of an effort to make available existing disaggregated data for key SDG indicators related to children's well-being, including for education, nutrition, child survival and birth registration.⁶⁷ The database contains data processed from over 280 household surveys and other sources, allowing for comparison of levels of well-being between girls and boys, urban and rural areas, subnational regions, ethnolinguistic groups and economic groups.⁶⁸ Such visual representations of inequalities can be extremely powerful, helping policy makers to identify where action is needed, and providing civil society with the tools they need to hold leaders to account.

We welcome DFID's own Data Disaggregation Action Plan,⁶⁹ which has the aim of building a culture within DFID of systematically disaggregating data while working with other stakeholders to strengthen the collection and use of disaggregated data by the international development sector. In the plan DFID outlines a series of ambitions by 2030 to strengthen and make use of DFID's own development and humanitarian programme data.

These include:

- All DFID suppliers to gather, report and use high quality disaggregated data.
- Partner government National Statistics Offices, suppliers and multilaterals to have the technical and resource capacity to gather, report and use high quality disaggregated data.
- There to be high quality standardised disaggregated data to evidence that no social group has been left behind. All data is open source and everyone has access.

Save the Children also welcomes DFID's leadership among donors in building national capacity to collect and analyse disaggregated data by focusing on support to national governments and national statistical offices. By building the statistical capacity of national governments, development agencies like DFID can then collect their own impact data through national systems rather than setting up parallel structures.

While DFID's data disaggregation efforts are a good start, the government should improve on current plans by:

- Bringing forward considerably the timetable for implementation of DFID's Data Disaggregation Plan, given that statistical capacity and availability is a key enabler of achieving the SDGs. Efforts to support national statistical offices in particular should be front-loaded as a key way to improve the efficiency of aid and domestic resource targeting over the lifespan of the SDGs.
- Ensuring all government departments that spend aid make the same disaggregated data available, in order to monitor the impact of UK aid as a whole on excluded groups.
- Adding income to the four variables currently prioritised for disaggregation (age, disability, sex and geography), because income is a crucial determinant of many development outcomes.
- Advocating for the international SDG monitoring system to make better use of the disaggregated data that is already available, reporting progress for different socioeconomic groups in an engaging, timely and systematic way across all goal areas.

5.3 ENABLE MORE FLEXIBLE PROGRAMMING IN FRAGILE STATES

Aim: UK aid in Fragile and Conflict-Affected States (FCAS) can be quickly re-programmed for maximum impact when crisis strikes.

Action: Mainstream an 'early action' approach – including integrating forecast, early warning systems, triggers and crisis modifiers – across development programming in fragile states.

Government departments responsible: Department for International Development, and all government departments spending UK aid.



Tragically, increasing numbers of children are affected by armed conflict, instability and natural disasters, exacerbated by environmental degradation and climate change. Save the Children has long argued that donors must be better at reacting to the first signs of crises in fragile states, rather than waiting for certainty before responding.⁷⁰ A wait-and-see approach is devastating in terms of lives and livelihoods, particularly in cases of drought – as in the Horn of Africa in 2011. It is also an expensive delay.⁷¹

Early, forecast-based action can save lives and money. While it should not be seen as an alternative to addressing the underlying factors that make people vulnerable to shocks, early action mechanisms can mitigate and prevent the worst effects. We have seen in this year's drought in the Horn of Africa that timely response from DFID has made a huge difference.

Fragile and Conflict Affected States (FCAS) are home to millions of the most vulnerable children and their families, including those suffering in today's crises in South Sudan, Somalia, Yemen and Syria. DFID has rightly made FCAS a priority for UK aid. However, ensuring the sustainability of aid programmes is challenging in fragile states where conflict may suddenly occur, and where state infrastructure is often unable to cope with stresses such as natural disasters, droughts or an outbreak of disease.

One solution is to integrate early action – which includes regular scenario development based on forecasts and systematic monitoring – and a 'crisis modifier' approach into development programming in FCAS. This approach enables the timely repurposing of development funds for acute, humanitarian needs if a pre-agreed trigger (or 'crisis') occurs. Funds earmarked for development can immediately be used to save lives, build resilience and preserve the impact of longer-term development programming.

At present, the crisis modifier approach is being used by the consortium led by Save the Children in Ethiopia, focused on long-term economic development for the very poorest and most marginalised communities. The Internal Risk Facility (IRF) used by DFID in Somalia also demonstrates the positive impact adaptive programming can have in fragile states. **We applaud DFID's pioneering use of crisis modifiers, and its 'no-regrets' approach more broadly, but call for fuller integration of the approach as part of a commitment to early action in the round.**

The principles of early action should inform crisis modifiers and adaptive programming, but are important in and of themselves. Forecast-based early action can prevent the worst effects of disasters taking hold, as well as enabling preparedness and crisis mitigation. In the long-term, early action saves money, but, ultimately, it also saves lives, livelihoods, dignity and children's futures.

5.4 MAKE CASH TRANSFERS WORK BETTER FOR CHILDREN

Aim: Cash transfer programmes yield even greater impact for children.

Action: Step up investment and technical support to governments for 'cash plus' approaches that combine cash transfers with complementary interventions to maximise positive impacts for children, as part of national social protection systems.

Government departments responsible: Department for International Development.

Globally, almost 385 million children are living in extreme income poverty,⁷² and are more than twice as likely as adults to be affected. Children are also often most at risk of other dimensions of poverty, including poor health, nutrition, learning and protection outcomes. We are witnessing unprecedented levels of food insecurity with drought, climate change, conflict and the consistent failure to prevent food crises plunging more and more children into poverty, making it harder for families already living in poverty to escape.

Social protection systems, including cash transfer programmes, can provide a cost-effective, sustainable and nationally-owned approach to tackling multiple dimensions of poverty and deprivation. In humanitarian responses, cash transfer programmes have been consistently found to be one of the most effective ways to deliver support to those in need.⁷³ Transaction costs for cash transfer schemes are typically lower than other forms of material assistance and they allow recipients to spend according to their needs, giving them dignity and choice.

DFID is a global leader in cash transfer programming, and evidence suggests that this is helping to relieve extreme income poverty.⁷⁴ However, more needs to be done to ensure cash transfers realise their full potential to reduce different aspects of poverty, such as improvements in child anthropometric measurements (used to assess a child's body size) or learning outcomes.⁷⁵

Research increasingly points to 'cash plus' programmes as being particularly impactful for children.⁷⁶ These combine cash transfers with improvements to basic service delivery or the promotion of social behavioural change, to encourage and enable families to use the funds to invest in their children's health and well-being.



Cash plus interventions have the potential to unleash change that is greater than could be achieved through standalone, siloed programming in these areas. For example, in Bangladesh, cash plus behavioural change communication led to reductions in the prevalence of child stunting by seven percentage points, compared to negligible impacts from cash alone.⁷⁷

DFID should work with governments to establish outcomes for children as a primary objective of cash transfer schemes, with a focus on 'cash plus' approaches.⁷⁸ Cash plus programmes comprise of the following components:

- The 'cash' component, which is designed and implemented to maximise positive impacts on child outcomes, such as in ensuring appropriate transfer size, duration, target group and transfer modality.
- The 'plus' components, which are complementary interventions informed by context and the specific outcomes to be addressed. This may include social and behavioural change activities, improved service provision and linkages and referrals to existing services.

In humanitarian responses, cash transfer programmes have been consistently found to be one of the most effective ways to deliver support to those in need.



PHOTO: JONATHAN HYAMS/SAVE THE CHILDREN

PART 6 CONCLUSION

UK aid already saves and changes the lives of some of the world's poorest and most vulnerable children.

UK aid already saves and changes the lives of some of the world's poorest and most vulnerable children. It applies British leadership to the toughest problems on earth, and has a genuinely transformative impact. It does not, however, enjoy anything close to universal support.

The logo 'UK aid: from the British people' marks all the supplies and equipment distributed under the auspices of our aid budget, but too often this is only true in the narrowest sense. Taxpayers can feel little engagement with the aid spending they make possible, creating a sense of resentment towards money spent for them, rather than by them. The next generation of aid must focus not only on the generation that it can save from preventable child deaths, empower through education, or liberate from poverty and violence, but also on the generation of UK taxpayers whose generosity makes aid possible. Sustaining Britain's leadership in international development requires not just a public which will tolerate it, but a public that it is proud of it.

To create sustainable support for British aid, we must not only show the public the evidence of aid's impact, but also connect them to it. This requires us to rethink many of the things we take for granted, and democratise development, linking it better to the UK public. The Government's DevTracker website has taken the first step towards this, mapping and detailing many UK aid-funded programmes across the globe. This kind of openness is crucial – and with the increase in aid spending outside of DFID there is an urgent need to see it replicated across Government.

Organisations such as the Gapminder Foundation and the Center for Global Development have developed ways of presenting data that better encourage public interaction.⁷⁹ This level of innovation is required to shift the narrative around UK aid spending from a source of controversy to one of pride. There are encouraging signs that the Government understands this – the International Citizen Service is a powerful means of connecting young British people with the life-saving

and life-changing work done on their behalf, and the Government was right to expand it. Nothing can beat the impact of seeing the transformative effect of British aid in action. UK Aid Match also gives the public some control over a proportion of the aid budget,⁸⁰ while the Send My Friend to School Campaign puts British school children in the shoes of their peers in the developing world, encouraging them to think about the importance of their education.⁸¹

However, the key way to ensure the ongoing support of the public for UK aid is to put its impact beyond doubt. This report has argued that by prioritising children in our aid, by underpinning all aid with a shared set of principles and by improving the transparency, governance and delivery of aid, we can increase both its impact and coherence. Doing so is vital in building public support for aid, and ensuring the next generation of aid can deliver for the next generation of children.



PHOTO: LOUIS LEESON/SAVE THE CHILDREN

PART 7 FURTHER READING AND ENDNOTES

Further Reading

Given the brief nature of this report, Save the Children UK has provided a list of suggested further reading:

TRENDS IN UK AID

The Institute for Fiscal Studies, *The changing landscape of UK aid* (2017)

UKAN, *UK Aid Network, The State of UK Aid* (2017)

PNEUMONIA

Save the Children, *Fighting for Breath* (2017)

UNICEF, *One is too many: Ending child deaths from pneumonia and diarrhoea* (2016)

HEALTH FINANCING

Chatham House, *Shared Responsibilities for Health: A Coherent Global Framework for Health Financing* (2014)

WHO, *The World Health Report. Health System Financing: The path to universal coverage* (2010)

MALNUTRITION

Save the Children, *Unequal Portions* (2016)

Scaling Up Nutrition Civil Society Network, *Advocacy Toolkit: Implementation of the SDGs at the national level* (2017)

EDUCATION

Save the Children, *Financing Learning for Every Last Child* (2016)

ARMS EXPORT LICENCES

Save the Children, *No Justice for Yemen's Children* (2017)

MENTAL HEALTH

Save the Children, *Invisible Wounds, Syria Report* (2017)

Save the Children, *An Unbearable Reality, Iraq Report* (2017)

UK GOVERNMENT AID POLICY AND GOVERNANCE

Save the Children, *Submission of Evidence to the International Development Committee Inquiry "UK Aid: Spending by other departments."* (2017)

International Development Act (2002)

Publish What You Fund, *Aid Transparency Index* (2016)

DATA COLLECTION AND CIVIL REGISTRATION

ODI, *The data revolution, Finding the missing millions* (2015)

UNICEF, *Every Child's Birth Right, Inequities and trends in birth registration* (2013)

USE OF CRISIS MODIFIERS IN FRAGILE STATES

ODI, *Putting theory into practice: how DFID is doing development differently* (2017)

BRCIS, *Crisis Modifier & No Regret Responses for Resilience Building* (2016)

SOCIAL PROTECTION AND CASH TRANSFERS

Save the Children, *Cash Plus resource paper* (2017)

Joint *Child Sensitive Social Protection position paper* (2009)

DISAGGREGATED DATA

Joint Statement, *Child Sensitive Social Protection Position Paper, Group-based inequalities database* (2016)

Endnotes

FOREWORD

¹ Save the Children, *Our Today, Their Tomorrow* (2016)

PART1 INTRODUCTION

² United Nations, *The Millennium Development Goals Report* (2015)

³ 86% of the public, according to Eurobarometer (2016)

⁴ DFID *Statistics on International Development* (2016)

PART 2 ENSURING ALL UK AID SUPPORTS THE RIGHT THINGS IN THE RIGHT WAY

⁵ For the costs/benefits of education investment, see: UNICEF, *Investment case for education and equity* (2015)

⁶ ODI, *Age of choice* (2013)

⁷ UNICEF, *Levels and Trends in Child Mortality* (2015)

⁸ HMG, *UK Aid: Tackling Global Challenges in the National Interest* (2015)

⁹ UKAN, *The State of UK Aid 2017* found that, "in 2015, spending on economic infrastructure went up 5% to 12%, while health and education spending went down by 5% and 3% respectively."

¹⁰ The GFF is explored more fully in section 4.1.2.

¹¹ Summary of international standards of aid effectiveness, <http://www.oecd.org/development/effectiveness>

3.1 MAKE ALL UK AID COMPLIANT WITH THE INTERNATIONAL DEVELOPMENT ACT

¹² The National Archives, *International Development Act* (2002)

¹³ Independent Commission for Aid Impact, *The Cross-Government Prosperity Fund* (2017)

¹⁴ Joint National Security Committee, *Conflict, Stability and Security Fund* (2017)

¹⁵ Written Statement to Parliament: Rt Hon Damian Green MP (2017)

¹⁶ Daily Mail, 7th February 2017, <http://www.dailymail.co.uk/news/article-4197890/Your-aid-millions-help-elderly-China.html>.

3.3 ENSURE AID TRANSPARENCY ACROSS ALL DEPARTMENTS

¹⁷ DFID website (devtracker): <https://devtracker.dfid.gov.uk>

¹⁸ Publish What You Fund, *Aid Transparency Index*

¹⁹ Publish What You Fund website, *Index methodology*

PART 4 BUILDING A WORLD WHERE ALL CHILDREN SURVIVE, LEARN AND ARE PROTECTED

²⁰ Save the Children, *Convention on the Rights of the Child*

²¹ In line with the spirit of the SDGs, the three priorities of 'survive, learn and be protected' were adopted by the global Save the Children Movement in 2015 as the transformational breakthroughs we seek for children everywhere by 2030, and frame the rest of this chapter. See: Save the Children: *Global Strategy 2020*

²² Save the Children, *From Agreement to Action: Delivering the Sustainable Development Goals* (2016)

²³ Save the Children, *Every Last Child: The Children the World Chooses to Forget* (2016)

²⁴ UN Secretary General, *Planet 50-50 by 2020* (2017)

4.1 HOW CAN UK AID BEST ENSURE CHILDREN SURVIVE?

²⁵ Save the Children, *Every Last Child: The Children the World Chooses to Forget* (2016)

²⁶ Save the Children, *Further, Faster, Fairer: Reaching Every Last Child with Immunization* (2016)

4.1.1 TACKLE THE WORLD'S BIGGEST CHILD KILLER: PNEUMONIA

²⁷ Share Action, *Investor briefing: Pricing and Price Transparency in Pharmaceuticals* (2016)

4.1.2 USE INNOVATIVE FINANCING TO STRENGTHEN COUNTRY HEALTH SYSTEMS

²⁸ WHO, *How Much Should Countries Spend on Health?*

²⁹ It is unlikely that many governments will be able to meet the 5% GDP target within one budget cycle. Where this is the case national governments should make a public commitment with an action plan to meet the target (or milestones towards it) within the current parliamentary term. When calculating general government health expenditure, on-budget DAH should not be included.

³⁰ \$86 per capita spend taken from: McIntyre, D. and Meheus, F. *Fiscal Space for Health Spending. Chatham House Working Group on Financing: Paper 4* (2013)

4.1.3 HARNESS THE POWER OF COALITIONS TO COMBAT MALNUTRITION

³¹ UNICEF website: <https://data.unicef.org/topic/nutrition/malnutrition>

4.2 HOW CAN UK AID BEST ENSURE CHILDREN LEARN?

³² UNESCO, *Reducing global poverty through universal primary and secondary education, Global Education Monitoring Report, Policy Paper* (2017)

³³ ODI, *A common platform for education in emergencies: Evidence paper* (2016)

³⁴ UNESCO, *Education For All Global Monitoring Report, "Teaching and Learning: Achieving Quality for All."* (2014)

³⁵ UNICEF, *Early Childhood Development: A Statistical Snapshot* (2014)

³⁶ UNESCO, *World Inequality Database on Education: Indicator: Out-of-School Children* (2016)

³⁷ The International Commission on Financing Global Education Opportunity, *The Learning Generation: Investing in education for a changing world*. (2016)

4.2.1 CHAMPION BASIC LITERACY AND NUMERACY IN THE EARLY YEARS

³⁸ Save the Children, *Lessons in Literacy: 8 principles to ensure every last child can read* (2016)

³⁹ Research Triangle Park, NC, Research Triangle Institute, 2011, A. Gove and P. Cvelich, *Early Reading: Igniting Education for All, revised*. Early Grade Learning Community of Practice (1).

⁴⁰ ASER Centre, "Annual Status of Education Report Data Query." (2014)

⁴¹ UNESCO/UIS, *School resources and learning environment in Africa: Key results from a regional survey on factors affecting quality of education* (2016)

⁴² UNICEF, *A brief review of the social and economic returns to investing in children* (2012)

⁴³ Results for Development, *Feasibility Study: A global Book Fund* (2016)

⁴⁴ Their World, *Bright and Early: How financing pre-primary education gives every child a fair start in life* (2017)

4.2.2 ENSURE CHILDREN CAUGHT UP IN HUMANITARIAN CRISES, ESPECIALLY REFUGEE CHILDREN, CAN CONTINUE TO LEARN

⁴⁵ Global Education Cluster, *Education Cannot Wait: Financing Education in Emergencies – Challenges and Opportunities*. (2014)

⁴⁶ ODI, *Education in Emergencies and Protracted Crises: Towards a strengthened response* (2015)

⁴⁷ Global Coalition to Protect Education from Attack, *Education Under Attack* (2014)

⁴⁸ See ECW Website: <http://www.educationcannotwait.org>

4.2.3 HELP CREATE A GLOBAL STEP CHANGE IN FUNDING FOR EDUCATION

⁴⁹ According to one report, one year of education for a child can led to a 30 % increase in GDP pre capita, UNICEF, *Investment Case for Education and Equity* (2015)

⁵⁰ Ibid

⁵¹ Of the UK's \$1.4 billion disbursed in 2014, \$326 million was on basic education, mostly on primary, but only \$0.25 million on early childhood education. The UK spent \$302 million on secondary and \$126 million on post-secondary.

⁵² Based on analysis of the *Department for International Development (DFID) Development Tracker*

⁵³ UKAN, *The State of UK Aid* (2017)

⁵⁴ Save the Children website: <https://blogs.savethechildren.org.uk/2017/07/missing-piece-puzzle-young-campaigners-speak-need-fund-global-education>

4.3 HOW CAN UK AID BEST ENSURE CHILDREN ARE PROTECTED?

⁵⁵ UNICEF, https://www.unicef.org/media/media_92725.html

⁵⁶ Alliance 87, <http://www.alliance87.org/#facts>

⁵⁷ Save the Children *Press release* (2012)

4.3.1 BRING UK ARMS POLICY IN LINE WITH HUMANITARIAN PRINCIPLES

⁵⁸ UNICEF, *Children caught in the middle* (2015)

⁵⁹ Save the Children, *Yemen's Children suffering in silence* (2017)

⁶⁰ Save the Children, *Press release* (2017)

4.3.2 PROTECT THE MENTAL HEALTH OF CHILDREN IN CONFLICT

⁶¹ UNICEF, *Children caught in the middle* (2015)

⁶² Save the Children, *Invisible wounds: the impact of six years of war on Syria's Children* (2015)

4.3.3 ENDORSE THE SAFE SCHOOLS DECLARATION

⁶³ Number of signatories to the Declaration, as of 23.8.17

⁶⁴ The Safe Schools Declaration was opened for endorsement at the *Oslo Conference on Safe Schools* convened by the Norwegian Ministry of Foreign Affairs on May 29, 2015

5.1 ENSURE EVERY CHILD COUNTS THROUGH BIRTH REGISTRATION

⁶⁵ UNICEF, *Uganda Annual Report* (2014)

⁶⁶ ODI, *The data revolution: Finding the missing millions* (2015)

5.2 CHAMPION DISAGGREGATED DATA TO IMPROVE ACCOUNTABILITY IN THE SDGS

⁶⁷ Save the Children, GRID Online tool, <https://campaigns.savethechildren.net/grid>

⁶⁸ Ibid

⁶⁹ DFID, *Data Disaggregation Action Plan* (2016)

5.3 ENABLE MORE FLEXIBLE PROGRAMMING IN FRAGILE STATES

⁷⁰ Save the Children, *A Dangerous Delay* (2012)

⁷¹ DFID, *The Economic Case for Early Humanitarian Response to the Ethiopia 2015/2016 Drought* (2016)

5.4 MAKE CASH TRANSFERS WORK BETTER FOR CHILDREN

⁷² World Bank and UNICEF, *Ending Extreme Poverty: A Focus on Children* (2016)

⁷³ Bastagli et al, ODI, *Cash transfers: what does the evidence say?* (2016)

⁷⁴ Ibid

⁷⁵ Ibid

⁷⁶ Ibid

⁷⁷ Ahmed et al, *Which kind of Safety Net Transfers work best for the Ultra Poor in Bangladesh?* (2016)

⁷⁸ Save the Children, *Cash Plus Programmes for Children* (2016)

PART 6 CONCLUSION

⁷⁹ <https://www.gapminder.org>

⁸⁰ <https://www.gov.uk/international-development-funding/uk-aid-match>

⁸¹ <https://www.sendmyfriend.org>

NEXT GENERATION AID



Save the Children

All UK aid should put children first. What happens to children today determines what happens to all of us tomorrow. And the best long-term way of supporting a country's economic and social development is to invest in the health and education of its children and to support measures that lift children out of poverty. But in times of war and conflict, or when resources are scarce, children are also the most likely to be overlooked. When those in power make decisions, they often forget those without a vote – but on whose shoulders the future rests.

This paper sets out Save the Children's vision for good aid. As an ever-greater proportion of UK aid is spent by a variety of government institutions for an ever-wider set of purposes, this paper proposes a common set of principles that should underpin the whole UK aid budget. These principles build on the established fundamentals of aid effectiveness and are designed to ensure aid achieves maximum impact for children.

Building on these principles, the paper sets out some practical ways that the governance of UK aid should be reformed to maintain the highest standards of aid quality. It then outlines some key policies that will ensure UK aid helps children survive, learn and be protected – and in doing so building and maintaining the public support that makes UK aid possible.