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**Strengthening of the coordination of emergency humanitarian
assistance of the United Nations
Report of the Secretary-General**

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ANNEX - MATRIX OF AGREED CONCLUSIONS FOLLOW-UP

I. INTRODUCTION

1. The present report has been prepared pursuant to General Assembly Resolution 46/182 of 19 December 1991, which requested the Secretary-General to report annually to the Assembly and the Economic and Social Council on the coordination of emergency humanitarian assistance, and to Economic and Social Council Resolution 1995/56 of 28 July 1995, which requested the Secretary-General to submit a comprehensive report on humanitarian assistance, and to subsequent resolutions.
2. The report is also submitted in response to the requests contained in General Assembly Resolution 55/164 of 14 December 2000 on strengthening the coordination of emergency humanitarian assistance of the United Nations.
3. The report documents the implementation of the agreed conclusions of the 1998 and 1999 Humanitarian Affairs Segment of the Economic and Social Council.

II. OVERVIEW

4. It is now almost ten years since the General Assembly adopted Resolution 46/182 on 19 December 1991, with the goal of improving the efficiency and effectiveness of the UN's humanitarian operations in the field. Significantly, it instituted the Emergency Relief Co-ordinator, the Inter-Agency Standing Committee, the Central Emergency Revolving Fund and the Consolidated Appeals Process.
5. Since 1991, the humanitarian community has increasingly had to operate in rapidly changing and deteriorating humanitarian environments. Internal conflicts have characterised most of the last decade's humanitarian emergencies. However, the world's understanding of and response to them has evolved. The international media can now conduct more or less constant live reporting as disasters and emergencies unfold. This has led to decision-makers and the general public being more aware of the devastating and widespread effects of certain crises and motivated more rapid response. An unfortunate corollary to this is that countries in crisis not under the media spotlight may struggle to receive the necessary resources.
6. The presence of humanitarian and other international actors in areas of crisis has increased dramatically and the spectrum of their activities has broadened. In the 1990s, the UN has increasingly been expected to provide assistance in areas affected by internal armed conflicts, through a system that was never designed or staffed to undertake these often ill-fated tasks. In fulfilling their mandates, humanitarian workers have moved ever closer to the conflict and are now frequently surrounded by it in their daily activities, often at great risk and sometimes unacceptably with fatal consequences. Peacekeeping operations have been launched, sometimes before the existence of any real peace, placing the peacekeepers and humanitarians side by side in their efforts to address and mitigate the consequences of conflict. Responses called for by the international community from humanitarians have broadened from providing basic humanitarian assistance, such as food, shelter and healthcare, to engaging in negotiations with both State and

non-State actors for access and the ability to provide assistance to an increasingly targeted civilian population.

7. In many instances, massive forced displacement has become a common feature of the fighting to gain control of territory or resources and has even been an aim in itself in conflicts motivated by ethnic cleansing. The level of violence perpetrated against civilians has reached frightening levels. Rape has become a more common method of warfare. Children are not only caught in the conflict but have increasingly been conscripted into it. Those who are not forced to become combatants are increasingly targeted, victimized and displaced. The children that survive do so with less hope of a future with access to basic health services, education, clean water and food security.
8. Since the end of the cold war, warring parties have more frequently used ethnic and religious differences or different interpretations of history to fuel conflicts. As a result violations of human rights and humanitarian law often lie at the heart of a humanitarian emergency. At the same time, many of these conflicts pivot around the struggle for power, security, resources and even narcotics, which has, in no small measure, contributed to the prolongation of conflicts in many countries and created a "war economy". Equally disturbing is the trend of neighbouring countries being dragged into or implicating themselves in internal conflicts. The multiplication of parties and the resulting several fronts have made it yet more difficult for humanitarian workers to have access to the civilian population and huge numbers of the vulnerable are cut off from all forms of assistance.
9. All this has made political solutions difficult to realize, particularly where some elements or key players have found war or instability to be more lucrative than peace. It has also made the humanitarian environment in such countries more dangerous as many of the players have scant respect for international humanitarian or human rights law or the safety of humanitarian workers. Combined with inadequate state and community structures, weakened or destroyed because of conflict, these political and socio-economic factors have exacerbated the vulnerability of populations by weakening local economic activities and coping strategies.
10. The past decade has also witnessed an exponential growth in the occurrence of disasters. In 1999 alone, there were more than 700 large-scale disasters, resulting in the death of approximately 100,000 people and causing economic losses in excess of US\$ 100 billion.¹ While all countries are susceptible to natural hazards, developing countries are much more severely affected, especially in terms of the loss of lives and the percentage of economic losses in relation to their Gross National Product. 90 per cent of disaster victims live in developing countries. The cause of the widespread loss of life and damage, resulting from natural disasters, is linked to the increasing number of people and assets which are vulnerable to disasters. This is due to a number of factors, including the increased concentration of populations in areas of accelerated urbanisation, and poverty, which often forces people to live in geographically unstable locations and in inadequate shelters. The cyclical nature of some disasters has left large populations chronically vulnerable. In other instances, other factors, such as inappropriate land use planning, poorly designed buildings and infrastructure, lack of appropriate institutional

¹ Report of the Secretary-General on the Implementation of the International Strategy for Disaster Reduction

arrangements to deal with risk reduction, and an increasingly degraded environment, epitomised by widespread deforestation, are all linked to the current trend towards increased vulnerability

11. Over the last ten years, the United Nations has become stronger in its responses. The Security Council has become more closely engaged with humanitarian agendas, such as the protection of civilians in conflict, the humanitarian aspect of sanctions, the protection of children in armed conflict, the prevalence of HIV/AIDS in conflict and the need to incorporate gender perspectives in peace support operations. The UN system as a whole has continued to develop different mechanisms for achieving its humanitarian aims and has explored ways to link the different aspects of its humanitarian mandate into broader development and peace building frameworks.
12. The response to natural disasters has also been heightened by the engagement of a variety of actors with broad ranging expertise. The benefits of technology have been explored to locate and assist the victims of catastrophe, share information on needs both broadly and rapidly, and ensure efficient deployment of people and resources. Greater effort has gone into strengthening the capacity of regional, national and local authorities in disaster-prone areas to plan and prepare for disaster and thus mitigate its consequences when it strikes.
13. A snapshot of the Consolidated Appeals Process illustrates the increasing number and complexity of humanitarian emergencies during the last decade. When consolidated appeals were first issued in 1994, US \$1.4 billion was requested to cover eleven complex emergencies. For 2001, the UN and its humanitarian partners have issued nineteen consolidated appeals, covering twenty-four complex emergencies and eight drought-affected countries, seeking some US\$ 2.8 billion. Not all emergencies have been or are the subject of a consolidated appeal. However, six of today's crises have been appealed for every year since the Consolidated Appeals Process was introduced. In general, the number of protracted emergencies has grown, meaning that large segments of the population in those countries and regions remain chronically vulnerable and dependent on or in need of outside aid. Huge numbers of people have been displaced several times. Many more have not been able to return to their homes at all for very long periods of time and thousands of refugees have been born in exile, making their eventual integration yet more difficult. This demonstrates that humanitarian assistance is not a solution in itself. It cannot be a substitute for political action.
14. There are many constraints and challenges encountered in the delivery of humanitarian assistance. Some of these shortfalls are well known. A failure to plan early for and improve the transition between relief and development can undo positive short-term results. Without shelter, refugees and displaced cannot return to re-establish their communities. Lack of employment or economic opportunities hinders already vulnerable populations from again becoming self-sufficient. In post-conflict situations, lack of security or sustainability can plunge societies back into violence. Combatants need to be disarmed, demobilised and reintegrated. Without demining, landmines will continue to kill and disable and prevent access to important land resources and infrastructure. Although, not all of these issues can be fully addressed by humanitarian organisations, they have an impact on humanitarian operations and thus require linkages with political, military and other actors.

15. Key to the success of humanitarian action is the coordinated efforts of all players, backed by the political will and support of Member States. Member States have continued to be generous in their response to both natural disasters and complex emergencies, not only in financial terms but also in the provision of personnel and technical support. Yet there are significant needs that remain unmet. At the same time, opportunities to develop more efficient and effective responses exist, along with ways to support the most-affected countries in preparing for and responding strongly to the crises that afflict them.
16. In light of the changed and changing humanitarian environment, it is useful to examine whether the tools created ten years ago by General Assembly Resolution 46/182 to improve coordination and response in humanitarian crises have adapted accordingly. During the last decade, there has been a greater commitment to coordination. More effort is put into deciding coordination arrangements and many have been regularised. The Inter-Agency Standing Committee and the Consolidated Appeals Process are key examples. But the response to each crisis identifies new lessons to be learned and there are still many challenges to the coordination of humanitarian assistance to be met.

III. CONTEXT AND CHALLENGES OF HUMANITARIAN ASSISTANCE, 2000-2001

A. Natural Disasters

17. Natural disasters repeatedly strike many of the same regions and countries in an almost predictable manner. Widespread drought in the Horn of Africa threatened 12.3 million people in many parts of the region, including Eritrea, Ethiopia, Somalia, Kenya, Djibouti, Tanzania and Uganda. Severe drought in the first half of 2000 also afflicted much of Central and Southern Asia, particularly Afghanistan, India, Iran, Pakistan, Tajikistan, Uzbekistan and the Caucasian countries of Armenia, Azerbaijan and Georgia. This resulted in significant losses of livestock and crops and rapid deterioration of health and sanitary conditions. In addition, Afghanistan's Herat province was hit by a cold wave in January 2001. 5,000 displaced families, already weakened from a combination of drought and conflict, struggled in difficult and crowded conditions, exacerbated by a severe shortfall in emergency shelter. Many people died, particularly women, children and the elderly.
18. For the second year, Mongolia suffered from a harshly cold winter ("*Dzud*"), which similarly followed on the heels of a severe drought. Over 115,000 herder families were affected by the loss of more than two million head of livestock, double last year's toll, resulting in economic disaster for the country and nutritional problems for large segments of the population.
19. Barely one year after devastating floods in Mozambique affected one million people, floods struck the country and its surrounding region again this year, affecting a further 500,000 people. In Malawi, floods also affected some 340,000 people. In neighbouring Zambia, floods as well as drought combined to affect 1.5 million people in different parts of the country. Heavy rainfalls in Zimbabwe resulted in overflowing rivers and floods.

20. Adverse weather conditions also overcame many areas of Asia. Massive floods, triggered by last year's southwest monsoon rains, swept through several countries in south and south-east Asia, including India, Nepal, Bhutan, Bangladesh, Lao, Thailand, Cambodia and Vietnam. Thousands died and tens of millions of people were affected, notably in Cambodia where more than 2.2 million people (20% of the population) suffered from the worst monsoon floods to strike the country in forty years. In the Democratic People's Republic of Korea, longer-term economic problems and continuing poor harvests have been further exacerbated by an ongoing series of natural disasters: floods, drought and tropical storm damage. One third of the population of 22 million people is now targeted for assistance with food, healthcare, water and sanitation.
21. Within a period of one month, two powerful earthquakes hit El Salvador in early 2001, affecting about 25 percent of the total population. 11,159 people died and thousands more were injured. As the international community was engaged in addressing the consequences of the first earthquake in El Salvador, on 26 January 2001, a massive earthquake struck the western state of Gujarat in India, surprising the world with its scale. Over 20,000 people were killed and almost 16 million more were affected. The province, which held some promise in terms of economic development, is now weakened by an estimated USD 4.6 billion worth of damage.

B. Complex Emergencies

22. Complex emergencies, resulting from conflict and often compounded by natural disasters, have intensified in many regions of the world. In the past year, an already serious humanitarian situation in the West African sub-region of Guinea, Liberia, Sierra Leone and Cote d'Ivoire, worsened because of growing confrontations between government forces and dissident groups. Border attacks by armed groups in Guinea's "Parrots Beak" area, which had been the temporary home for some 200,000 Liberian and Sierra Leonean refugees, resulted in massive displacement away from conflict areas. Following the large-scale atrocities and gross human rights violations committed against the resident and refugee populations during the attacks, thousands of people fled back to Sierra Leone, while others were forced to move deeper into Guinea, to escape the fighting. The increasing role of armed non-State actors, the transnational nature of their criminal activities, the proliferation of small arms, the ineffective demobilisation and reintegration of combatants, the continued recruitment of child soldiers and the use of the population as a "human shield" by the parties to the conflict is seriously threatening regional peace and stability.
23. Afghanistan also witnessed a dramatic deterioration in its humanitarian situation. Twenty-two years of internal conflict, punctuated by the worst drought in thirty years, has accelerated the prolonged economic decline and general impoverishment of the people. Over the last year alone, 470,000 people have been added to an already large population that has fled their homes to escape drought and fighting. Among them are 30,000 people who fled the Yakawlang District of Bamian Province in Central Afghanistan, after the Taliban allegedly murdered some three hundred civilians in January 2001, whom they accused of supporting the opposition. Human rights violations are rife and there is particularly brutal discrimination against women.
24. The Middle East is also witnessing a humanitarian emergency. Since late September 2000, strife in the occupied Palestinian territory has led to deaths and injuries and a severe decline in the economy, devastating the living standards of the vast majority of the population.

25. The Democratic Republic of Congo continued to suffer from the several differently motivated conflicts being waged in the country. Wide-scale abuse of political power, including incitements to commit genocide, horrific abuses of human rights, the criminalisation of economic activity, the presence of rebel movements and foreign armies, and the proliferation of general banditry, within a context of large scale impunity, are but a few of the elements that define the existing political and socio-economic environment. An estimated 2.1 million people have been displaced and some 350,000 have sought refuge in neighbouring countries.
26. Conflicts also persisted in Somalia, Sudan and Angola. In the latter, the conflict has escalated with serious ramifications for the neighbouring countries of Namibia, the Democratic Republic of Congo and Zambia. In May 2000, fighting again broke out between Eritrea and Ethiopia, which, combined with the drought, resulted in over one million Eritreans being displaced, of whom some 50,000 fled to Sudan. In addition, some 60,000 Ethiopians were allegedly deported from Eritrea, joining the 350,000 people already displaced within Ethiopia as a result of earlier fighting.
27. In Burundi, the international community negotiated with the Government to change its "regroupment" policy and dismantle many of the camps more recently established under it. Although the numbers of internally displaced living in such camps have been reduced by more than half, since the beginning of the year, the humanitarian agenda continues to be dominated by the plight of some 393,000 internally displaced persons in 217 camps. The lack of resolution on a ceasefire, despite the signing of the peace agreement by nineteen parties, means that the situation remains fragile and volatile. Human suffering is further compounded by the third consecutive year of drought and unprecedented levels of highland malaria.
28. In the Balkans, the United Nations is still dealing with the consequences of a decade of conflicts and general disorder that accompanied the unravelling of the former Socialist Federal Republic of Yugoslavia. While conditions in Kosovo generally improved, except for in the minority enclaves, the outbreak of conflict in southern Serbia and the Former Yugoslav Republic of Macedonia caused new population displacements. These recent events underlined the potential of unresolved political and ethnic tensions to trigger new outbreaks of violence. The humanitarian needs of refugees, internally displaced persons and other war-affected persons remain part of a wider spectrum of regional and country-specific political, socio-economic and institutional instability. Similarly, in Chechnya, the United Nations remains engaged in dealing with the consequences of the crisis in the region, complementing the emergency relief being provided by the Russian Government. There are approximately 160,000 internally displaced persons in Ingushetia and an estimated similar number in Chechnya itself. Elsewhere, Indonesia also continues to encounter long-standing tensions in Aceh, West Papua, Maluku, and West Timor.
29. Although the trend in complex emergencies continues to be bleak, there are some cases where humanitarian needs have declined. In Republic of Congo, the last of the country's 800,000 displaced persons have been able to return over the last year and begin rebuilding their lives. The signing of the Cessation of Hostilities Agreement between Eritrea and Ethiopia in June 2000 (later followed by the 12 December Peace Treaty), allowed the majority of the refugees in Sudan

to voluntarily repatriate, along with over 60,000 old caseload refugees. Some 600,000 persons displaced in Eritrea have also returned to their places of origin, although over 200,000 people remain in camps and some 100,000 continue to reside in host communities. The displaced within Ethiopia have also begun returning to their homes, with return rates of more than 70% in selected areas in Tigray being reported by the end of 2000.

C. Coordination and Response in Humanitarian Crises

30. Many of the coordination and response mechanisms rooted in General Assembly Resolution 46/182 were originally developed in the context of natural disasters and have been increasingly used and adapted in cases of complex emergencies. This is particularly the case as more and more complex emergencies involve elements of both conflict and natural disaster. Reflecting this trend, OCHA in its own recently changed management structure has merged its respective branches for natural disaster and complex emergency response.
31. The drought in the Horn of Africa and Central and Southern Asia, the threat of famine in southern and western Sudan, the floods in Mozambique and Asia, the earthquakes in Latin America and India are obviously not one-time events. These regions have been affected by the same type of disaster several times in the last two decades. In its 1998 and 1999 agreed conclusions, the Economic and Social Council recognized the need for stronger preventive strategies including strengthening of early warning systems at the country and regional levels to reduce the impact of disasters. It also called for better coordination among UN bodies to improve preparedness for and response to such disasters and reiterated the need to enhance local capacities to do the same.
32. To chart the course to better prevention and response, members of the UN system, in consultation with affected governments, have conducted lessons-learned exercises. Such exercises were conducted following the floods in Mozambique and Cambodia, the *Dzud* in Mongolia and the earthquakes in El Salvador and India. Lessons learned have been incorporated into workshops and seminars with a broader national or regional scope such as the June 2000 Curitiba Seminar on disaster response preparedness in Latin America and those conducted by the UN Disaster Management Training Programme for UN Country Teams and national authorities. Nonetheless, the learning element in UN disaster response must be further strengthened.
33. A recurring theme of these evaluations is the need for strong contingency planning, strengthened national disaster management capacity and disaster response coordination mechanisms, which include information management as well as regional cooperation. Inter-agency efforts in this regard have included a series of initiatives, such as the inter-agency Contingency Planning Guidelines recently prepared by the Inter-Agency Standing Committee to deal with environmental or natural disasters, civil unrest and conflict, or the related refugee outflows and internal displacement. As part of the contingency planning process, UN Country Teams, in consultation with the governments concerned, jointly analyse the context of a situation, identify possible scenarios, and define strategies and objectives for a coordinated, consolidated response. Such planning processes should also involve non-governmental organisations and local actors, thus strengthening links with relevant partners.

34. Following lessons learned from the crises in Kosovo, East Timor, Rwanda and the Democratic Republic of Congo, the United Nations has begun to focus more attention on improved levels of contingency planning and preparedness for complex emergencies. An early response can lead to the mitigation of humanitarian needs and prevent the expansion of the humanitarian crisis. In a conflict situation, significant additional elements must be factored into the response. Security aspects are vitally important. Ongoing experience demonstrates that many humanitarian emergencies are prefaced by escalating human rights violations. Attention to and analysis of these patterns can have important preventative and responsive implications for the humanitarian community. Governmental infrastructure may be so shattered that immediate support is required to enable governments to effectively lead and engage in the recovery process. This is apart from the longer-term process of generally strengthening state institutions.
35. Inter-agency response efforts for natural disasters have included the creation of Regional UN Disaster Assessment and Coordination (UNDAC) Teams which have increased the participation of disaster-prone developing countries in the UNDAC System. The Office for the Coordination of Humanitarian Affairs now also has three Regional Disaster Response Advisers, namely for Latin America, Asia and the Pacific. Two more are foreseen for Central America and the Caribbean and for Southern Africa. Their role is to provide technical support to UN Country Teams and, through them to the regional and national authorities, for the preparation of contingency plans and the coordination of natural disaster response. In addition, UNDP plans to establish five Regional Disaster Reduction Advisors who will be responsible for organising and implementing effective programme support for national and regional disaster reduction and recovery activities, in terms of policy and strategy formulation, monitoring and evaluation, and financial monitoring and reporting. They will also provide inputs to partnership and alliance building, advocacy and training and will collaborate on all matters related to natural, environmental and technological disaster prevention, preparedness, mitigation, response and recovery.
36. Inter-Agency response is also effected through joint missions. In recognition of the deteriorating situation in West Africa, in March 2001, the Secretary-General dispatched a high-level multi-disciplinary Inter-Agency Mission to the region as a first step in the United Nations/ECOWAS efforts to develop a coherent integrated strategy. The Mission emphasized the need for the international community to help solve critical structural problems, ensure linkages between emergency relief and development initiatives, and provide greater support to civil society initiatives. Based on proposals from governments, donors and civil society and the Mission's own findings, it recommended that a UN Office for West Africa be established to support and enhance the activities of ECOWAS and ensure harmonization of UN programmes with those of ECOWAS and other organizations in the sub-region.
37. In the Horn of Africa, the focused response to the drought successfully averted a famine that threatened millions. The Secretary-General's appointment of the Executive Director of the World Food Programme as his Special Envoy to the Horn and the establishment of the Office for the Regional Humanitarian Coordinator in Addis Ababa helped to improve relief response capacity and coordination in the region. The positive response of the donor community to the food component of the appeal and the cessation of the war between Ethiopia and Eritrea also contributed to alleviating the impact of the disaster in the region.

38. While resourcing food shortfalls for the relief effort was crucial, the Secretary-General's Special Envoy highlighted the importance of interventions in the non-food sector. Relatively low-cost inputs in the water, health and livestock sectors have a profound impact on the affected people and can allow them to continue the recovery process. Evidence collected by the respective regional Ministries of Health, WHO, UNICEF and non-governmental organisations confirmed that insufficient coping of the local health systems, particularly related to reproductive health and children's health needs, greatly exacerbated the suffering. Member States should note the significant changes that investments in these sectors can bring to large numbers of people.
39. In recognition of the cyclical nature of the disaster in the Horn of Africa, the UN has developed regional contingency plans which are regularly updated, based on monitoring of the status of food security throughout the region and a synthesis of early warning information from governments, the UN, non-governmental organisations and donors. The long-term consequences and requirements are addressed through coordinated planning for agricultural rehabilitation, to ensure that vulnerable populations, especially the households that rely on farming or livestock, will be able to restore their livelihoods.
40. The lessons learned from the February 2000 floods in Mozambique, pointed to the weaknesses in contingency planning at the national and regional levels. With UN support, the Mozambican Government's National Institute for Disaster Management (INGC) set about developing detailed contingency plans for a similar emergency. These were completed before the 2001 floods occurred, resulting in a faster response to the crisis and greater awareness of flood damage among the population and local INGC offices. This was aided by activities of the National Water Department, which issued daily reports on river and dam levels and was also able to provide projections regarding the extent of the flooding. Regionally, the neighbouring countries of Zambia, Zimbabwe and Malawi shared their hydrological information on river levels with Mozambique. Heads of States in the region met to discuss the emergency, which reinforced the need for a strengthened regional preparedness and response capacity. From this grew an initiative by the Southern African Development Community to develop proposals for a regional mechanism for disaster management, to be established within its Secretariat. This process is now underway.
41. The accumulated widespread damage caused by the two earthquakes in El Salvador placed enormous strain on the response capacity of the Government and the El Salvadorian society. The overall impact increased the population's vulnerability, which may be further affected by the upcoming rainy season and potential mudslides. A UN Disaster Management Team is supporting the government's activities for better response coordination and disaster preparedness. In South America in general, the engagement of national and local actors in disaster response is further aided by the Pan-American Health Organisation.
42. In India, national and local governments mobilized as many people and resources as possible to cope with the trail of destruction left by the Gujarat earthquake. The Indian authorities led and coordinated the response, making use of the assistance offered by the international community, such as the expertise of the international urban search and rescue teams. Rescue and relief activities relied largely on a substantial number of local non-governmental organisations and on

the active involvement of local communities. A UN Disaster Assessment and Coordination Team and a UN Disaster Management Team also supported the government in coordinating relief and on-site search and rescue activities, although the former's efforts were limited by insufficient staffing and inadequate resources. Throughout the emergency and in the months following, WHO provided particular support to the national and local health authorities.

D. Chronic Vulnerability To Humanitarian Crises

1. Chronic Vulnerability in Natural Disasters

43. The Economic and Social Council in its agreed conclusions of 1999 stressed the need to reduce the vulnerability of societies in developing countries to natural hazards. Natural disasters usually have devastating effects on both urban and rural populations. The material losses in output, means of production and income-generation, and infrastructure are extremely significant as they undermine the ability of survivors to subsist and recover. This is most prominent in agricultural communities, where the destruction of crops and livestock results in reduced food security, and all too often in poor health, famine and death. The impact on women's workloads and health can be particularly severe given their key roles in relation to food crop production and food security in many areas. The promotion of agricultural and rural development is paramount to reducing vulnerability and fostering overall national development and food security.
44. The droughts in Asia and Africa and the cold waves in Mongolia and Afghanistan had severe effects on farming and herding households. In Asia, FAO and WFP fielded Crop and Food Supply Assessment Missions to several countries, including Afghanistan, Armenia, Georgia, Pakistan, Tajikistan, Uzbekistan and the Democratic People's Republic of Korea and advised the international community on the recommended response. The need for agricultural assistance to protect the livelihoods of both farmers and rural herders was also assessed in Moldova, Romania, Jordan and Azerbaijan and special appeals issued.
45. Chronic vulnerability to food insecurity is the most fundamental development problem in the Horn of Africa, where as many as 70 million people, almost half the total population, are food insecure and seriously undernourished even in normal rainfall years. Conflict, weak economies, poor governance and the dramatic decline of official development assistance to the region, contributed to the seriousness of the emergency. In April 2000, the Secretary-General established an Inter-Agency Task Force on Long-Term Food Security, Agricultural Development and Related Aspects in the Horn of Africa, whose subsequent report presents a broad outline strategy to address the underlying causes of persistent problems in the region, including conflict, natural disasters, the growing imbalance between population and fragile natural resources, food insecurity, extreme poverty, lack of economic growth, ineffective institutions and services and inadequate infrastructure. As women have the key role in food production in the region, incorporation of their perspective will be critical. A Regional Consultation on its implementation, led by the governments of the region, will be held in Nairobi in July.
46. In both India and El Salvador, the earthquakes had disastrous impacts on the economy. By contrast, the earthquake that struck Seattle in February 2000 and was of similar intensity had much less dramatic consequences. This testifies to how efforts in the developed world to

mitigate risks significantly reduce damage and the resulting disruption to services and infrastructure. In this regard, the International Strategy for Disaster Reduction, endorsed by General Assembly Resolution 54/219, promotes the reduction of vulnerability of communities to natural hazards in order to mitigate the loss of life and destruction that results when they strike.

47. In addition to the obvious shorter-term damage, there is increasing awareness that both natural disasters and complex emergencies have significant environmental consequences, which may have important long-term implications for those affected. To address this, OCHA has strengthened its longstanding partnership with UNEP through a joint initiative known as the Environmental Emergencies Service, which manages both man-made environmental emergencies as well as the severe environmental consequences of natural disasters.

2. *Chronic Vulnerability in Complex Emergencies*

48. In complex humanitarian emergencies, affected populations often have little or no access to their traditional sources of income for long periods of time, due to displacement and insecurity. As a result, the economic opportunities needed to sustain a dignified livelihood become more acute, particularly in protracted emergencies where populations are frequently on the move. If natural disaster has also struck, the ability of local communities to support displaced populations becomes severely limited, making large segments of these populations dependent on humanitarian assistance.
49. Prolonged conflict does not just lead to vulnerability in food and economic terms but also in health terms. The damage to health and sanitation infrastructure and serious reduction in services also have a profound affect on the community. Vaccination cycles break down, quickening the spread of disease. Worse still, the violence enacted on communities during conflict actually increases the demand for health services and medical treatment, meaning that capacities are overstretched at exactly the time when fewest resources are available.
50. More insidious is the effect of conflict on the spread of HIV/AIDS. With rape and sexual violence as a widespread phenomenon of war, HIV prevalence is bound to go up, particularly when women and girls, in many situations, have little potential for protecting themselves from infection. Furthermore, the movement of combatants and the forced displacement of the civilian population also contribute to the spread of the disease. By way of example, until 1997 Sierra Leone was a country with a relatively low HIV prevalence. However, the widespread sexual violence and massive population movements in Sierra Leone have increased prevalence rates significantly in displaced as well as in host populations. The consequences of HIV/AIDS on the social and economic spheres, particularly in sub-Saharan Africa, have been devastating, as much of the progress made in those areas in recent decades has been severely undermined, or shattered. The movements of people across borders as a result of massive displacements not only contributes to the spread of the disease but easily renders preventive measures ineffective, particularly as over 80% of those infected are unaware that they are carriers.

E. Key Issues in the Coordination of Humanitarian Assistance

1. *Protection of Civilians in Armed Conflict*

51. As internal armed conflicts proliferate, civilians have become the principle victims. In his second report to the Security Council on the protection of civilians in armed conflicts, submitted on 30 March 2001, the Secretary-General states his belief that Member States, supported by the United Nations and other actors, must work towards creating a culture of protection. In such a culture of protection, Governments and armed groups would live up to their responsibilities and respect their obligations under international humanitarian law; the private sector would be conscious of the impact of its engagement in crisis areas; and Member States and international organisations would display the necessary commitment to ensuring decisive and rapid action in the face of crisis. The establishment of this culture will depend on the willingness of Member States to take decisive actions.
52. The primary responsibility for the protection of civilians rests with governments. Protection efforts must be focused on the individual rather than the security interests of the State. Where governments do not have resources and capacities to do this unaided, it is incumbent on them to invoke the support of the international system. Access to vulnerable populations is a key element to providing protection and is covered in a later section in this report. Responding adequately where conflicts develop a regional dimension increasingly requires a regional focus rather than a solely country-specific approach of political decision makers. The Secretary-General emphasises that the challenge of protecting civilian populations can only be met by reaching across traditional lines and creating synergy among all actors, including governments, armed groups, the United Nations, regional organisations, non-governmental organisations, domestic civil society (including women, children and youth) and the private sector. In this regard, whilst working closely with Governments, humanitarian actors on the ground need to engage with armed groups and other non-State actors in a constructive dialogue aimed at facilitating humanitarian assistance.

2. *Internal Displacement*

53. While not a new phenomenon, over the past decade, displacement has become larger, more complex and geographically more widespread. Responsibility for the assistance and protection of internally displaced persons rests primarily with the host authority. The Economic and Social Council in its agreed conclusions of 1999 called on all states to apply internationally recognized norms with regard to internally displaced persons and it further called for the strengthening of international coordination efforts on their behalf.
54. In July 2000, the Inter-Agency Standing Committee agreed to establish a Senior Inter-Agency Network on Internal Displacement. The Network, comprising senior focal points in all concerned organizations, was mandated to carry out reviews of selected countries with internally displaced populations, and to make proposals for an improved international response to their basic needs. Representatives of the Network visited Ethiopia, Eritrea, Burundi, Angola and Afghanistan from October 2000 to May 2001, and confirmed that there are serious gaps in the UN humanitarian response to the needs of internally displaced persons, which require urgent attention. In response, the capacity of the Office for the Coordination of Humanitarian Affairs will be strengthened to support the response of the operational agencies to the needs of the internally displaced through the establishment of a small, inter-agency, non-operational

Internally Displaced Persons Unit to advise the Emergency Relief Coordinator on and ensure an improved coordinated response to the needs of internally displaced persons. The Unit will be staffed by a small number of persons seconded from the members of the Inter-Agency Standing Committee. Extra-budgetary resources will be sought.

55. The Unit would support and complement the advocacy efforts of the Secretary-General's Representative on Internally Displaced Persons. In the last year, he further raised the profile of the UN Guiding Principles on Internal Displacement and the global crisis of displacement through his country missions, dialogue with governments and other actors, his advocacy role and through research undertaken by his office, examining specific issues that emerge during crises of displacement. For example, in the last six months, the Guiding Principles have been reflected in a Constitutional Court decision in Colombia, new legislation on the return and resettlement of internally displaced persons in Angola and in legislation soon to be introduced in Georgia on voting rights for the internally displaced.

3. *Gender*

56. Since 1997, it has been the Economic and Social Council's policy to mainstream attention to gender perspective in all areas of the UN's work. Following this, it has been the Inter-Agency Standing Committee's policy explicitly to integrate a gender perspective into humanitarian assistance and in May 1999, it endorsed the Policy Statement on Gender. Integrating the gender perspective requires an adequate gender analysis of each situation, before humanitarian responses are planned, and an awareness that, both during and after the crisis, gender roles and responsibilities may have changed. Although it is recognized that women and girls have particular needs and problems in conflict and post-conflict situations, it is important to see women not only as a vulnerable group but to recognize them as key actors and agents of positive change.
57. The Inter-Agency Standing Committee has also focused on the provision of support to UN Country Teams to bring the situation of women and girls to the attention of the international community. The 2001 Consolidated Appeals Process was launched globally under the theme "Women and War". The Inter-Agency Standing Committee is currently reviewing the guidelines and training tools for the Consolidated Appeals Process to ensure that they carry appropriate "mainstreamed" messages concerning gender. The review directly incorporates Member States' suggestions on gender mainstreaming. The Committee's electronic resource package, which was launched on International Women's Day 2001 and posted on ReliefWeb, will assist Humanitarian Coordinators and field staff in mainstreaming gender into the 2002 Consolidated Appeals Process.
58. The effects of armed conflict fall disproportionately on women. The number of women-headed households increases significantly during conflict, as many women are widowed or lose contact with their husbands. Women are often forced into involuntary long-term sexual relations or forced labour. Prostitution, sexual violence and rape are common features of conflict situations and psychosocial support needs are vast. Particular attention must be paid to women ex-combatants and girl child soldiers, in terms of their demobilization and reintegration. The special needs of women and girls in refugee camps and settlements for the internally displaced

also need to be taken into account, particularly with regard to how the carrying out of normal responsibilities may expose women to greater risk of sexual violence. The policy of the Taliban and the often-violent discrimination against women presents particular problems in assisting women in Afghanistan.

59. In Resolution 1325 of 31 October 2000, the Security Council called on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse. The ACC Interagency Meeting on Women and Gender Equality established a Task Force on Women, Peace and Security with the specific aim of following-up on the implementation of Resolution S/1325. Its findings and recommendations on gender mainstreaming in humanitarian activities will be included in the report of the Secretary-General, requested in the same resolution.
60. Reproductive health, nutrition, education and empowerment are important areas of focus for improving the situation for women and girls. An Inter-Agency Group on Reproductive Health in Refugee Situations, comprising UN, non-governmental organisations and Member States, has recommended a series of measures to ensure appropriate reproductive health services for refugees and displaced persons. UNFPA has been increasingly active in this area, providing reproductive health supplies and services in the wake of natural disasters, as in El Salvador, Mongolia and India, and for displaced people in complex emergencies, as in Eritrea and East Timor.
61. Often overlooked is the important role played by women in the areas of conflict resolution, management and reconciliation. In the West African sub-region, a number of women's groups are well-organised and have established links with groups in other countries with whom they are developing common action plans, in addition to mobilizing civil society to bring pressure to bear on political and military leaders to resolve conflicts peacefully. However, the capacity of women's groups is often limited by lack of access to decision-makers and resources. Member States are encouraged to consider ways that the work of such groups can be enhanced so that they can play the fullest possible role in initiatives aimed at promoting peace, security, respect for human rights and development.

4. *Children*

62. Child protection includes the right for every child to have access to uninterrupted basic care. This stands as a core commitment of the international community and should be an absolute priority for national and local governments, especially in prolonged complex emergencies. Including the child perspective, in both the assessment and analysis of a given situation, is extremely important to highlight the necessary action for when the social fabric and the elementary family and community economy have been severely weakened or destroyed. Behind the unacceptably high ratios of child and adolescent mortality remains the fact, that those who survive often do so against a background of failing basic health and education, diminishing household food security and limited or no reliable water and sanitation systems. Many children are displaced or threatened with displacement and further violence, particularly sexual violence in the case of the girl child.

63. The last decade has witnessed a growing commitment at the political level towards the protection of children in situations of armed conflict. The Graca Machel report on the impact of conflict on children, the appointment of the Under Secretary-General for Children and Armed Conflict and the adoption of the children and armed conflict agenda by the Security Council and a number of regional organisations have all been important steps forward. The adoption of new international standards during the 1990s, particularly the Ottawa Convention and the Optional Protocol to the Convention on the Rights of the Child, on the participation of children in conflict have likewise provided the humanitarian community with new and important tools for the protection of children.
64. In its 1999 agreed conclusions, the Economic and Social Council called for systematic, concerted and comprehensive inter-agency efforts on behalf of children, as well as adequate and sustainable resource allocation to provide them with emergency assistance and long-term measures. Initial steps have been taken to reflect the growing political commitment towards child protection which are expected to lead to greater respect for the new international standards, by all parties to a conflict, at a scale that can trigger measurable impact. The breakthrough Security Council Resolutions that included the protection of children in the mandates of the UN peacekeeping operations for the Democratic Republic of Congo and Sierra Leone (Resolutions 1261 and 1265 of 1999) and saw Child Protection Advisors appointed as an integral part of their missions, have been followed by two important developments: child protection issues now feature prominently in the training and orientation of the peacekeepers themselves, and Child Protection Advisers in the Democratic Republic of Congo were able to consistently raise the issue of child recruitment with several armed opposition groups. Nonetheless, sustained access to all children affected by armed conflict has remained elusive, mainly against a background of low funding of child-specific priority projects, including for disarmament, demobilization and reintegration. By way of follow-up to the 1991 World Summit on Children, the General Assembly has decided to convene a special session on children in September 2001.

IV. PROGRESS AND CONSTRAINTS IN STRENGTHENING THE COORDINATION OF HUMANITARIAN ASSISTANCE

A. Tools and Mechanisms of Humanitarian Response

65. During the ten years since Resolution A/46/182, the UN system has had to anticipate and respond creatively to rapidly changing dynamics in a variety of emergency situations. It has faced a range of challenges. The tools and mechanisms established by Resolution A/46/182 have been the backbone for ensuring coordinated and coherent response in these emergencies.

1. Emergency Relief Coordinator

66. The role of the Emergency Relief Coordinator as required by Resolution 46/182 is to ensure better preparation for, as well as rapid and coherent response to, natural disasters and other emergencies. Notably, the office was created on the understanding that the requisite resources for it and the related coordination mechanisms described below would be provided. In the last ten years, the UN system has accepted and recognized that, with the support of these

mechanisms and the Office for the Coordination of Humanitarian Affairs, the Emergency Relief Coordinator provides key leadership for better coordination. At the same time, the UN humanitarian entities have realised the importance of having ownership of coordination and that the effectiveness of the coordination mechanisms depends most on people contributing as a team. The role of the Emergency Relief Coordinator is not just to coordinate immediate response to crises but to be strategic in doing so, particularly to contribute to the smooth transition from life-saving assistance to sustainable development.

67. The humanitarian system is now better informed by the political environment in which assistance is given and the role and activities of peace operations. A key task for the Emergency Relief Coordinator remains to advocate that the humanitarian agenda, and the principles and nature of humanitarian action, be recognized and respected, particularly in peacekeeping operations. Other challenges include strengthening his leadership as the inter-agency focal point on internally displaced persons and engaging more proactively in negotiations for access to vulnerable populations in general. In addition, he must manage the increasing field presence of the Office for the Coordination of Humanitarian Affairs to ensure it adheres to the core mandate of the Office.

2. *The Inter-Agency Standing Committee*

68. There is no question that ten years ago, the Inter-Agency Standing Committee was a unique concept, bringing together the United Nations humanitarian bodies with non-United Nations organizations, some of which are standing invitees to the Committee, such as the International Organisation for Migration, the International Committee of the Red Cross, the International Federation of Red Cross and Red Crescent Societies, to engage in fruitful dialogue on humanitarian issues. The intervening years have demonstrated the foresightedness of the initiative, particularly in light of the increasingly more important role played by non-governmental organizations in providing humanitarian assistance. It is paramount for effective coordination that the United Nations work yet more closely with these organizations. In this regard, the Inter-Agency Standing Committee must be strengthened to maintain its central role as a key coordination and consultative mechanism among its core members and standing invitees.
69. Given the very nature and breadth of its membership, it is not always possible for all the executive heads of each member of the Inter-Agency Standing Committee to meet formally on a regular basis. However, the creation of the Committee has encouraged much more informal consultation and meetings amongst the executive heads and this spirit is now firmly entrenched. This is supported by the Inter-Agency Standing Committee working group and a variety of subsidiary reference groups and task forces established by the Committee which have fostered co-operation between the participating bodies at different levels. Through these bodies, the Inter-Agency Standing Committee has become increasingly useful for operational purposes by continuing to develop and refine its coordinated approaches to humanitarian crisis, in accordance with the Economic and Social Council's agreed conclusions. It has articulated on key policy and operational issues such as how best to address the transition from relief to development, post-conflict reintegration, staff security, the relationship between human rights and humanitarian action, mainstreaming the gender perspective, the humanitarian impact of sanctions and the Consolidated Appeals Process. Coordinated work has ranged from joint logistics arrangements

and joint assessments of needs to formulating policy on what tools are required to improve a coordinated response.

70. The Inter-Agency Standing Committee is also a forum for consultation on the establishment of field coordination structures. In particular, it is involved in the selection of Resident/Humanitarian Coordinators who have an important role to play in ensuring systematic dissemination and implementation of key Inter-Agency Standing Committee initiatives and statements, as well providing feedback to the appropriate part of the Inter-Agency Standing Committee on important issues, which require debate and a policy response. An improved process of consultation and feedback between the Humanitarian Coordinators and the Inter-Agency Standing Committee will make it yet more useful and responsive to concerns raised by people in the field.

3. *Central Emergency Revolving Fund*

71. The Central Emergency Revolving Fund was principally set up to allow for rapid response to humanitarian emergencies and is managed by the Emergency Relief Coordinator, in consultation with the operational agencies concerned. Since its inception in 1992, over US\$200 million has been disbursed on a revolving basis to meet the immediate humanitarian needs in the initial phase of an emergency, of which some US\$33 million was given in the last year (since 1 June 2000). Over the last decade, there has been an increase in the range and variety of funding mechanisms for humanitarian emergencies. In recent years, UN operational organizations have first resorted to their own trust funds and specific emergency funds and internal reserves and called on the Central Emergency Revolving Fund only when their needs surpassed their own financial resources. As a result, the use of the Central Emergency Revolving Fund has been uneven in recent years with fewer advances being requested.
72. Since its establishment by Resolution A/46/182, no significant adjustments have been made to the operations of the Central Emergency Revolving Fund despite important changes in the humanitarian environment, such as the increasing number of natural disasters, the prevalence of protracted humanitarian emergencies for which funds have been difficult to secure, and the more frequent incidents of murder and kidnapping of humanitarian staff. To transform the Central Emergency Revolving Fund into an instrument that is more responsive to the changes that have occurred in the humanitarian field since 1991, the Secretary-General has prepared a separate Note on “Enhancing the Functioning and Utilisation of the Central Emergency Revolving Fund” (A/55/649), which will now be considered by the General Assembly at its 56th Session. The note makes recommendations aimed at ensuring a more efficient utilisation of the Fund by expanding its use to support humanitarian assistance for natural disasters and protracted emergencies and for security arrangements for United Nations and associated personnel. The Secretary-General also proposes that the level of the Central Emergency Revolving Fund be reduced from \$50 million to \$40 million, with the remaining \$10 million being transferred to a trust fund to be established for life saving assistance, particularly in Africa. Member States are encouraged to give due consideration to the Secretary-General’s recommendations in this regard.

4. *The Consolidated Appeals Process*

73. Since its inception in 1991, there have been continuous efforts to improve the Consolidated Appeals Process as a process and a coordination tool. The Consolidated Appeals Process has considerably evolved. It is widely recognised and accepted as a key tool to coordinate humanitarian strategies and appeal for funds. It is now more systematic and structured and benefits from the enhanced role of non-governmental and inter-governmental organisations. A few key, recognised challenges remain, such as better prioritising the needs outlined in Consolidated Appeal documents. The introduction of the "CAP-revision" facility has made it possible to revise either the strategy or project parts of the document, independently of each other. Several parts of the Appeals have been updated to adjust to changing situations and resulting needs, without the need to reissue the Appeals. On-line revisions and contributions reporting have turned the Consolidated Appeal into a living instrument. In particular, the Office for the Coordination of Humanitarian Affairs has improved the Financial Tracking System on ReliefWeb, in response to donor requests for substantive financial analysis to understand the reasons for and the impact of underfunding.
74. Donors have reiterated strong support for the Consolidated Appeals Process as one of the most successful tools for humanitarian coordination and have clearly expressed their commitment to the Process through the common observations of the March 2001 donors' retreat on the Consolidated Appeals Process and Coordination in Humanitarian Emergencies, in Montreux. However, statements of support for the Consolidated Appeals Process itself need to be accompanied by further coordination among donors to ensure that there is broad support for the strategy expressed in the Consolidated Appeals Process. For this purpose, a first informal discussion between agencies and donors was held in Geneva in January 2001. Despite growing donor interest in seeing better coordinated and consolidated plans covering the gamut of needs and agency proposals in a given emergency situation, there continues to be a tendency to favour bilateral assistance. At times, this comes at the expense of multilateral funding, making the coordination of international response more difficult.
75. Contributions to the Consolidated Appeal Process have been falling, from \$1.96 billion in 1994 to \$1.2 billion in 2000, with the share of requirements met on a steady downward trend from 80% in 1994 to 59% in 2000. During the 2001 Mid Year Review, particular focus was put on the impact of under-funding. As of 22 May, six months after the 2001 Consolidated Appeals were launched, only 23 percent of the US\$2.8 billion requested has been funded. It was stressed that this may seriously undermine the capacity of the Process as a coordination tool. Donors were urged to work more closely together to address these requirements in a more balanced way. This requires donors to fund the package of projects in the Appeal, not just certain sectors. Some crises are almost ignored, and in others, emergency food aid receives the bulk of contributions, while non-food sectors, such as agriculture, health, education, and water and sanitation remain woefully underfunded. Consequently, the goals and objectives of the Consolidated Appeals Process, particularly those relating to rehabilitation, are not met and urgent needs are not addressed. Agency buy-in to the Process also suffers although there has been considerable improvement in this regard and in the use of the Consolidated Humanitarian Action Plan as a priority setting and common planning tool, which now forms part of the Consolidated Appeals Process. More work, including training, is also needed to achieve the full commitment of Resident/Humanitarian Coordinators to lead the Process at the country level. With the expertise and participation of donor governments, OCHA intends to carry out an analysis of donor funding

patterns and the strategic coherence of the Consolidated Appeals Process, to identify ways to address imbalances.

76. To avoid multiplication of tools and to ensure that an integrated strategy is undertaken in the recovery phase, including political, security, humanitarian and development dimensions, linkages between the Consolidated Appeals Process and the UNDAF need to be developed and made more explicit. Indicators developed for the Common Country Assessments may be used to inform vulnerability analysis within the Consolidated Appeals Process. The UN country team in the Republic of Congo devised an innovative approach, combining the essential elements of the Consolidated Appeals Process, the Common Country Assessment and the UN Development Assistance Framework into a single "UN Plan". The Plan responds to challenges in the transition phase with a single planning document. It includes analysis and assessment, identifies priority areas and key issues, describes a programming framework and lists the activities from the various agencies that require funding. It also reviews humanitarian needs, presents possible scenarios of returning crisis for contingency planning, while outlining continuing short-term programs, including a Common Humanitarian Action Plan.
77. Another creative development was the flexibility built into the UN Inter-Agency Consolidated Appeal for West Africa, which allows regional managers to redirect resources between countries and between activities, according to the principle that resources should follow the beneficiaries, wherever they are. Importantly, the Appeal not only targeted refugees and internally displaced persons, but took an innovative position with regard to assistance to host communities and contingency planning for future crises.
78. The importance of the Consolidated Appeals Process in mainstreaming gender has been highlighted earlier. It is also recognized that human rights projects have a legitimate place in the Consolidated Appeals Process to the extent that they highlight the intrinsic connections between human rights and effective humanitarian action. In addition, human rights are recognised as a fundamental "cross-cutting theme".

5. *Strengthening the Resident/Humanitarian Coordinator System*

79. In 1994, the Inter-Agency Standing Committee approved the terms of reference for Humanitarian Coordinators who would 'upon the occurrence of a complex emergency in a country' be appointed by the Emergency Relief Coordinator, on behalf of the Secretary-General and after consultation with Inter-Agency Standing Committee, to be the senior UN official on the ground in charge of 'coordinating' international humanitarian assistance. It was agreed that the UN Resident Coordinator serving in the affected country would normally become the Humanitarian Coordinator although two other possibilities were foreseen: the separate appointment of a Humanitarian Coordinator or the designation of a 'lead agency', whose local country director would exercise the functions of Humanitarian Coordinator. In 1997, the Inter-Agency Standing Committee reviewed the various coordination mechanisms and reaffirmed that the current Resident Coordinator should become the Humanitarian Coordinator if s/he has the necessary profile. Otherwise, an immediate replacement should simultaneously fulfil the Resident Coordinator and Humanitarian Coordinator functions. Only in those cases, when the Emergency Relief Coordinator and Inter-Agency Standing Committee determined that the one

person could not carry out the dual Resident/Humanitarian Coordinator functions, would a separate Humanitarian Coordinator be appointed.

80. To better inform the ongoing debate on appropriate field coordination models, agencies are collaborating to draw lessons from recent experiences in UN humanitarian coordination to identify the key features of those arrangements which have provided added value in the field. There is also increased interest by humanitarian agencies to play a major role in the Resident/Humanitarian Coordinator system. Humanitarian experience is being given increasing prominence in the inter-agency process charged with reviewing candidates and a humanitarian component is now included in the Competency Assessment Process. The Terms of Reference for the Heads of OCHA Offices and their working relationship with Resident/Humanitarian Coordinators is also under review. However, against this background, there have been problems in designating Resident/Humanitarian Coordinators for a few key locations. Members of the Inter-Agency Standing Committee are working together on methodologies to streamline the selection process and define interim arrangements to avoid delays in the appointments of Coordinators.

B Supporting the Coordination and Response Role of Regional, National and Local Actors

81. Indigenous actors have the advantage of being better able to mobilize local resources for both preparedness and response activities. Efforts to strengthen regional humanitarian capacities must be done with the ultimate goal of strengthening and enhancing local capacities. In doing so, there is a need to engage the entire community in responding to any disaster in order to capture the range of knowledge and resources that different members of the community can contribute.

82. To strengthen the role of regional bodies and national actors in humanitarian response, including non-governmental organisations, the international community should promote the decentralization of the management of humanitarian assistance. International actors should gradually endeavour to play a lesser role in the direct provision of humanitarian aid and focus on strengthening indigenous preparedness capabilities to facilitate increased responsibility for and ownership of humanitarian response at the regional and national level. International actors can support this approach through, inter-alia, the provision of technical and financial support. The international community needs increasingly to be seen as complementing the efforts of local actors to prepare for and deal with humanitarian emergencies, whenever possible.

83. In conflict situations, international humanitarian actors are increasingly cognizant of the underlying political and human rights circumstances in which they operate. Building partnership and trust with governments and local authorities is key to providing more effective assistance, based on better assessments of vulnerable populations, and helps reduce security risks as local communities become stakeholders and advisers in humanitarian operations. Such dialogue ensures that relief aid is given in a way that does not generate dependency and jeopardise the capacity of the receivers to regain their full self-reliance as soon as the conditions permit. Local authorities and communities can advise on the possible long-term impact of the immediate response to humanitarian needs and guide the way forward during the post emergency phase. A vital element of this process is the participation of women. In normal circumstances, women

generally have particular resources and expertise based on their usual activities and roles in the community. However, in times of conflict, these roles can become distorted and frequently, women must also assume more of the traditional roles of men when they are absent, wounded or killed. Equally important for societies emerging from conflict is that planning for recovery benefit from rights-based programming carried out with representatives of the different members of the local community concerned.

84. In recognition of the need to support regional and national capacities and in addition to the UNDAC and UNDP advisers referred to in paragraph XX, UNDAC regional groups, which include experts from the region concerned, now exist in Europe, South Pacific and Latin America and in 2001 will include the Caribbean region, bringing ten new countries into the system. It is recommended that a similar regional group be established in Asia, the world's most disaster-prone continent. Among the fundamental recommendations of the recent review of the UNDAC System was the need further to enhance awareness and ownership of the UNDAC System amongst disaster-prone countries. Developing partnerships in these regions and preparing the ground for missions was seen as paramount to the ability of the System to provide effective support.
85. Following the series of earthquakes in recent years, the International Search and Rescue Advisory Group (INSARAG) has re-activated its groups in the Asian and Latin American regions, bringing together countries that are prone to earthquakes with those countries that have a capacity to respond to urban search and rescue operations within the respective regions. These groups build on lessons learned in previous disasters in designing preparedness and response concepts for their region, based on the standardization criteria defined by INSARAG for training, equipment and coordination procedures in the field. Earthquake prone countries are encouraged to participate in these regional activities to enhance their national preparedness to respond to earthquakes and to integrate their national search and rescue structures into regional and international ones. At the request of interested governments, consultations recently began on the question of a legal framework for international urban search and rescue. Some twenty-two countries (earthquake prone and response providers from all continents) have formed a Core Group which met in February 2001. The consultations will be expanded to include a broader range of countries in a second phase later this year.

C. Strengthening Coordination and Linkages in Crisis Situations

86. The Economic and Social Council, in its agreed conclusions, reaffirmed the guiding principles of humanitarian assistance contained in Resolution A/46/182 and called upon the Secretary-General and Emergency Relief Coordinator to ensure a high degree of coherence between the assistance and the political and human rights aspects of the United Nations' response to crises. Humanitarian action is one of several aspects of the UN's possible response to a conflict and must always be accompanied by efforts to bring about a just and sustainable peace. The UN's role in the fields of peace and security and humanitarian affairs is distinct; nevertheless, it is vital that the UN as a system attempt to ensure a complementary approach where possible. The United Nations has taken several steps to improve coherence whilst maintaining the necessary independence of humanitarian action. One example is the Secretary-General's Note of Guidance on the Relationship between Resident/Humanitarian Coordinators

and his Special Representatives which was issued in December 2000 and which attempts, for the first time, to define more clearly the relations between the different roles of the UN in countries in crisis.

87. Coordination structures at headquarters and, most importantly, at the field level must be transparent, particularly when there is a multiplicity of actors dealing with humanitarian and human rights issues, in an environment that includes political and peace programmes. In Afghanistan, the UN system operates according to a Strategic Framework which uniquely brings together the political, assistance and human rights dimensions of the UN in a concerted strategy aimed at supporting peace. It is supported by the Principled Common Programming approach in which all aid actors (the UN, non-governmental organisations and donors) participate.
88. The Emergency Relief Coordinator, on a routine basis, through the Resident/Humanitarian Coordinators in countries affected by complex emergencies, seeks to strengthen coherence between all parts of the UN system whilst maintaining the appropriate independence of humanitarian action. In addition, as part of the follow-up to the Brahimi Report², the Emergency Relief Coordinator has assisted in the development of related system-wide policies. This includes improving the coordination between relief and development efforts and the reform of headquarters structures which support peace and humanitarian operations in the field. There must be a clear understanding on the respective roles and division of labour and responsibilities among political, peacekeeping and humanitarian actors, which must then be clearly and consistently explained to and reinforced with the warring parties and population in general. The challenge then is how to develop broad guidelines that enable the various bodies to maintain their independence but at the same time provide complementary support.
89. In view of the variety of actors involved in responding to crises, the UN humanitarian bodies need to ensure closer collaboration with other humanitarian actors, notably non-governmental organisations. This is particularly important, given the growing role of non-governmental organisations in the delivery of humanitarian assistance and the increasing amount of funding that is channelled directly to them. Much greater attention needs to be paid to both strategizing and coordinating activities with non-governmental organisations and encouraging adherence to a common humanitarian strategy. In situations of protracted crisis as well as in post-crisis and recovery situations, coordination and partnerships between development and aid actors, including the Breton Woods Institutions, becomes increasingly important.
90. The private sector has provided support in the area of disaster preparedness, response and rehabilitation. Support has been provided in areas such as communications, transportation and infrastructure. For example, a major communications company collaborated with the United Nations and the International Federation of Red Cross and Red Crescent Societies, in providing material and logistical support and training of personnel and through participation in assessments in El Salvador, India and Tajikistan. However, not all business seeks to be helpful or socially responsible. Some national and multinational entities gain an economic advantage from the collapse of governance structures in conflict-shattered countries. This can impact on the humanitarian situation and have direct consequences on humanitarian operations. The Inter-Agency Standing Committee is examining and analysing ways and means by which some of

² Report of the Secretary General's Panel on United Nations Peace Operations (A/55/305-S/2000/809)

these negative consequences may be mitigated and plans to engage with representatives of industry, non-governmental organisations and civil society to discuss the issue further.

91. Recent response to natural disasters has seen an expanded use of military assets. For example, in the response to the floods in Mozambique in the year 2000, and to a lesser extent in 2001, a large portion of the aircraft, helicopters and boats deployed was provided from the military assets of various countries and managed by inter-agency Joint Logistics Cells. The database on the use of Military and Civil Defence Assets is constantly updated for more efficient mobilization and coordination of the use of military and civil defence assets in humanitarian operations. The possible inclusion of the use of Advanced Technologies in Disaster Response in the Central Registry is under study. The 1994 “Oslo Guidelines” cover the use of military and civil defence assets in natural and technological disaster response. However, more donor states have decided to respond with military assets to international requests for humanitarian support in complex emergencies, such as in Kosovo and East Timor. The UN is currently re-examining when and how such assets should be used and provided in these circumstances.

D. Information Management

1. Preparedness, Management and Coordination

92. The collection, analysis, synthesis and dissemination of information are recognized as key elements of all coordination activities. The sharing and integration of cross-sectoral, institutional and geographical data increases the quality of decision-making and response time. Information, such as statistics on population movements, existing health infrastructure, agricultural households etc., supports contingency planning, preparedness and response capacities, and helps to set the stage for future development planning. The Economic and Social Council's 1999 agreed conclusions pointed to the need for improved preparedness and response capacities. In this regard, there is an overall effort to improve the quality, timeliness and scope of information shared in relation to emergencies between the concerned government, humanitarian actors and other Member States, at the national, regional and international levels.
93. Key challenges are to minimise duplication in data-gathering and maximise its accessibility to potential users. In the last few years, a number of field-based coordinated information centres have been established. Significantly, these have developed on the ground, in response to an identified need for information coordination and management. An important part of this process for future centres will be further to draw on and strengthen the capacity of national and local authorities to gather and share information on the needs of their populations.
94. In 1998, the Geographic Information Support Team¹ was established to reinforce the use of geographic information as a catalyst for information management. It facilitated the creation of information centres, jointly established by the UN, other humanitarian partners and governments, to support field operations, such as in Sierra Leone, Kenya, Eritrea, Ethiopia and Kosovo. Each of the various ad hoc field-based centres has developed important new tools and identified

¹ The Geographic Information Support Team, a UN-led ad-hoc Working Group comprises major UN Humanitarian Agencies (UNICEF, OCHA, FAO, WFP, UNHCR), the World Bank and donor agencies such as USAID and the EU.

methods for streamlining the management and coordination of information, that will be replicated and used in establishing new centres. These include agreed frameworks for gathering, reporting and exchanging information; information systems on assistance, refugees, internally displaced persons; common digital maps; libraries of assessments; donor resource tracking tools; and project planning tools. In many of the information centres, the involvement of members of the development community has been strengthened to facilitate efforts to coordinate the transition from relief to reconstruction and development.

2. *Global On-Line Information Management*

95. The above are examples of information centres established for the specific purpose of responding to a particular crisis, which although available to a larger audience, especially target the players in the field. A global permanent mechanism is also important for ensuring widespread access to relevant, reliable, comprehensive and up-to-date information. To this end, the ReliefWeb site was developed to facilitate information exchange primarily among the humanitarian community and is now a key source for the online dissemination of information on natural disasters and other emergencies. Governments, the UN, inter-governmental and non-governmental organizations, and other relevant bodies are encouraged to actively share information via ReliefWeb, which today offers access to over 600 information sources (including media). Its recently re-designed Map Centre is one of the largest on-line collections of maps, containing maps with both baseline and thematic humanitarian-related information. In 2001, ReliefWeb established an office in Kobe, Japan, to increase the coverage of natural disasters and other emergencies in the Asia Pacific region. A Virtual On-Site Operations Coordination Centre was also established early in 2001 to support information management amongst search and rescue response partners. Though still under development, it proved its usefulness as a quick access, information sharing platform in the El Salvador and Indian earthquake disasters.

3. *Contextual Information*

96. As important as the need to share accurate information on crisis situations is the need to understand the changing political and social context in which assistance plans are to be implemented. A failure to do so can lead to the provision of assistance being poorly perceived or wrongly targeted. The UN Integrated Regional Information Network (IRIN), established in Nairobi during the Great Lakes Crisis, and later replicated in Abidjan and Johannesburg, seeks to ensure that accurate, impartial and timely information on regional events and trends reaches decision makers in governments, aid agencies and UN partners. Two key developments for last year were the establishment of desks for the Horn of Africa and Central Asia. The former covers Sudan, Somalia, Djibouti, Ethiopia and Eritrea. For Somalia, it also pioneered the "WebSpecial", a news magazine on the peace agreement, and developed a radio project for people in rural areas. For the latter, feasibility studies conducted early in 2000 confirmed that news coverage of Central Asia was poor and often partisan. IRIN's Islamabad office helps fill the void, by reporting on humanitarian events in Afghanistan, Pakistan, Tajikistan and, more recently, on Iran and other Central Asian Republics.

V. CHALLENGES TO PROVIDING HUMANITARIAN ASSISTANCE

A. Access

97. In numerous countries around the world, humanitarian actors are present but unable to reach large portions of affected populations needing their assistance. Access is one of the key challenges facing humanitarian operations, particularly in complex emergencies. Frequently access is limited by the prevailing security situation but sometimes the obstacle is also a question of policy on the part of the authorities controlling a given region or country. For example, from time to time, the Israeli Government has imposed external and internal closures on the occupied Palestinian territory, obstructing free movement of humanitarian goods and personnel. In the Democratic People's Republic of Korea, access to the population has become considerably easier since 1995 although some tight controls on the work of humanitarian agencies still remain, particularly with regard to freedom of movement, monitoring and evaluation.
98. At the inception of the crisis in Guinea, total lack of access to the conflict areas due to insecurity and the government's stringent military measures prevented any intervention by relief organizations. However, following negotiations with key international leaders, particularly those of UN agencies such as the High Commissioner for Refugees, the Government agreed to the international relief and humanitarian agencies regaining access to almost all the concerned areas and committed to supporting the relocation further inland of the refugees stranded in these areas. Based on the principles of "safe access to refugees" and "safe passage for refugees" set forth by the High Commissioner for Refugees and accepted by the Government, some 57,000 refugees were relocated from the Parrot's Beak area during May 2001.
99. In Burundi and Somalia, the ability to provide humanitarian assistance is dictated by the level of insecurity surrounding both the population and aid workers themselves. Attacks on aid workers in the last year, demanded yet another reassessment of the security situation at a time when the humanitarian community was seeking to expand its programmes in these countries. Nonetheless, the UN has continued to advocate for increased access to all populations requiring assistance and promote peace-building efforts. On 7 February 2001, the Burundian Minister of Human Rights and the Humanitarian Coordinator signed a Protocol on opening dialogue between the authorities and humanitarian community and finding joint mechanisms to improve access to vulnerable people and provide them with assistance. In Somalia, the UN Country Team is consolidating past policies and guidelines on international assistance to the country and the division of roles and responsibilities into a document on "structured relations", to be agreed upon within the Somalia Aid Coordination Body. It will incorporate elements of that Body's 1995 Code of Conduct which include respect for local customs, impartiality, and assistance in return for guarantees of security and justice for perpetrators of criminal acts. This centrally-agreed set of ground rules then forms the basis for more detailed negotiations between agencies and the authorities. In Sudan, the unique Technical Committee on Humanitarian Assistance brings together the parties to the conflict, the UN and donors to discuss access, security, humanitarian principles and communications. It has produced several joint protocol agreements signed by the government and warring parties to improve accountability.
100. In Angola, as in a number of other cases, access to the population is further complicated by the widespread presence of landmines. Surface access has been so severely restricted by

landmines and insecurity that seventy percent of humanitarian aid must be transported by air. However, the government has assisted the internally displaced by opening six major road corridors to allow humanitarian agencies to reach needy areas. With improved accessibility, the number of newly displaced persons has fallen by almost two-thirds since 1999. This begs the question to what extent lack of access actually increases the size of the humanitarian problem. Given the inability of aid agencies to access the needy in adverse circumstances, affected populations sometimes have no choice but to become displaced in their own efforts to reach assistance, thereby increasing their vulnerability and exposing them to possibly greater security risks. Although insecurity will always lead to new displacement, improved efforts to negotiate access might at least afford some people the opportunity to remain in their own homes where coping mechanisms are more readily available.

101. However, negotiating access raises problems of its own as meaningful discussions can only be held with the parties or elements actually in physical control of the area. Negotiating access is an extremely intricate and time-consuming process with no certain guarantees that has a vast impact on the conduct of humanitarian operations. The humanitarian community regularly finds itself in difficulties over its engagement and negotiations with armed groups in pursuit of its humanitarian goals. This is largely the result of a lack of respect for international humanitarian law and humanitarian principles by these groups.

102. In the Democratic Republic of Congo, the withdrawal of the parties from the frontlines and the deployment of peacekeepers may result in improved access for humanitarian agencies and create the necessary security conditions for the delivery of humanitarian assistance. Even prior to this, attempts to create partnerships with local community leaders to increase the effectiveness of humanitarian operations and address security concerns had met with some success. Notably, following a series of attacks in Bunia in the north-east, the humanitarian community mobilized and engaged in discussions with leaders from the different communities, and successfully defined and enlarged the space for humanitarian action, both for the UN system and non-governmental organisations. This was done through establishing humanitarian liaison committees at each of the sites where threats had been made against humanitarian operators, to allow misunderstandings to be clarified, and clear the way for humanitarian operations. Tragically, the beginning of improved dialogue has been vastly overshadowed by the recent murders of six ICRC staff in that area. Negotiations are continuing with the committees to protect against further tragedies. Elsewhere in the country, The UN is negotiating with the government and rebel authorities to reopen the rivers, now used only by military traffic, to trade and commerce under the "Peace Boat" initiative. Prior to all this, UNICEF and WHO negotiated days of access or cessation in hostilities for the purpose of immunising children. The idea of humanitarian pauses was also used in Indonesia, which not only allowed assistance to reach needy populations but led to a reduction in the fighting, paving the way for dialogue.

103. Member States have a vital role in supporting the efforts of those negotiating access, to provide additional leverage or undertake complementary diplomatic and political action. It is clear that if access is successfully negotiated or is allowed by improvements in the security situation, the opportunity must be seized. But this also has important funding implications as gaining access may substantially increase the size of the beneficiary populations. In Angola, there are reportedly some 525,000 displaced persons in areas to which the humanitarian

community does not currently have access. In the Democratic Republic of Congo, if improvements continue, the humanitarian community must rise to the challenge of providing support to more than two million internally displaced, less than half of whom were previously receiving humanitarian assistance due to lack of access. For many programmes, current beneficiary figures and related requests for funding are based on the people that can be reached now. Long-struggled for access to new beneficiaries must be accompanied by immediate assistance, which will be totally dependent on speedy and flexible funding arrangements.

B. Safety and Security of Staff

104. The Secretary-General's report on the "Safety and Security of United Nations Personnel" (A/55/494) highlighted the range of threats against UN personnel, the inadequacy of the existing security management structure and proposals to enhance the safety and security of UN personnel. Meanwhile, attacks on humanitarian workers have continued. The latest incidents since that report include the March 2001 murder of a UNHCR worker in the Democratic Republic of Congo, the kidnapping of eight aid workers by an armed faction in Somalia and the armed attack on a WFP food convoy in Burundi that left five relief workers injured, all occurring within a month. This was followed by the kidnapping of four aid workers in Sudan and in April 2001, six ICRC workers were brutally murdered in a targeted ambush in eastern Democratic Republic of Congo. More recently, an ICRC co-pilot was killed when his aircraft was shot at whilst flying over south Sudan. Security of humanitarian workers must clearly remain a high priority of the Secretary-General, Member States and humanitarian organisations.
105. In the Economic and Social Council's 1999 agreed conclusions, Member States recognized the importance of strengthening staff security by calling upon all parties to ensure the safety of international and national humanitarian personnel. The United Nations has undertaken numerous efforts to strengthen staff security management. During its 56th session, the General Assembly will be presented with a report proposing the expansion of the scope of the Convention on the Safety and Security of United Nations and Associated Personnel (A/55/637) and a report in response to General Assembly Resolution 55/175 on the safety and security of humanitarian personnel. It is clear that the strengthening of and adequate support for UNSECOORD and the UN operational agencies will be required for effective security management and to optimise safety and security of staff. In this regard, Member States in General Assembly Resolution 55/175 called for expeditious consideration of the Secretary-General's recommendation to appoint a full-time United Nations Security Coordinator.
106. Failure to address security issues endangers and costs the lives not only of humanitarian workers but also the vulnerable populations they assist. After the attack on the Atambua UNHCR compound and slaughtering of three UNHCR Workers in West Timor on 6 September 2000, the UN and inter-governmental organisations evacuated all international staff from West Timor. The Security Council's Resolution S/1319/2000 (8 September 2000) laid down the conditions that the Government of Indonesia must meet before the resumption of humanitarian aid will resume. Until this occurs, some 85,000 refugees are waiting in camps, many of which are in areas controlled by militia, adding to fears for their safety.

107. Recognising that the UN and its non-UN humanitarian partners operate in the same complex crises environments, the Inter-Agency Standing Committee has endorsed the recommendations of a task force on staff security which are aimed at increasing the security collaboration at the field level between the UN and non-governmental organisations. The recommendations deal with cooperation in the areas of training, use of common communications, joint security planning, information sharing and context analysis.
108. Security is indispensable but it requires the financial support of governments. In many cases, staff security is clearly limited by the amount of resources for security. UN Country Teams need to be given the resources to do their jobs more safely. Discussions are ongoing with Member States to ensure that the funds needed to cover the minimum requirements to strengthen staff security are provided. Staff security requirements have to be placed on a solid and stable financial basis and Member States are encouraged to make that commitment. This will clearly highlight the priority that both the Secretary-General and the Member States place on the safety of UN humanitarian staff.

C. The "War Economy" in Humanitarian Emergencies

109. A characteristic of many of the situations in which the humanitarian community is involved is the almost total erosion of central authority. In these circumstances, humanitarian actors witness a number of new local dynamics that can impact on the humanitarian situation including the emergence of a "war economy". Dilapidated infrastructure, the absence of political or social vision, and the increasing, if not total disrespect for governing bodies has resulted in the growing estrangement of these governance structures from many portions of the areas they nominally control, particularly in resource rich areas. The vacuum left by a weak political and administrative authority in resource rich areas allows alternative structures to emerge and gain total control of economic assets. These alternative structures are frequently disinterested in issues of governance and, more often than not, in areas of conflict, are the instigators and promoters of violence. This is particularly so if the resources relate to illegal trade such as narcotics. Other "war economies" can develop, such as arms-trafficking or misappropriation and sale of humanitarian assistance. Some have benefited from globalisation and the role of international investors who provide the means to sustain their influence, such as arms and other logistics.
110. These alternative power structures also trample on the authority exercised by community leaders. The conflict environments dominated by economic strongmen can often extend to a form of fragmented and localized violence as smaller players gain power through the exploitation of local resources and manipulation of local civilian populations. In many of the current conflict situations, such as Angola, Sierra Leone and the Democratic Republic of Congo, local strongmen have a vested interest in the perpetuation of instability and may view the re-establishment of strong administrative or governance structures as threatening to their objectives.
111. Meaningful humanitarian programmes must take this into account and be informed by the context, involving representatives of beneficiary populations in programme design. Increased support for community coping mechanisms and the empowerment of traditional community leadership through funding of local community initiatives is also important. In the same vein, the efforts of human rights and other actors to bolster and strengthen the rule of law and

administration of justice should be encouraged and supported. There is a shared responsibility by all parts of the UN to promote climates of accountability for criminality and human rights abuse.

D. Sanctions

112. Sanctions regimes continue to pose an increasingly difficult dilemma for the United Nations' dual mandate of preserving peace and protecting human needs. As the Secretary-General noted: "Humanitarian and human rights policy goals cannot easily be reconciled with those of sanctions regimes"³. Economic sanctions are "too often a blunt instrument"⁴ and may impose hardships on a civilian population that are disproportionate to likely political gains. A general consciousness has evolved within the Security Council that, "further collective actions in the Security Council within the context of any further sanctions regime should be directed to minimize unintended adverse side effects of sanctions on the most vulnerable segments of targeted countries"⁵. In Resolution 1325 (1999), the Security Council made particular reference to bearing in mind the special needs of women and girls, in considering appropriate humanitarian exemptions. Strategies for mitigating adverse humanitarian impacts on vulnerable populations have imperatively to be incorporated from the very beginning.
113. The Security Council has responded positively to this challenge and increasingly used more targeted sanctions, as in Sierra Leone, Liberia and Afghanistan. The Security Council is using monitoring and reporting mechanisms to assess the humanitarian implications of the sanctions regime imposed on Afghanistan. This development has helped to address some of the concerns about the UN's involvement in sanctions-related suffering.

E. Linkages Between Relief and Rehabilitation and Development in Post-Conflict and Natural Disaster Situations

114. The importance of linking relief and development activities is reflected in Resolution A/46/182 and has also been reiterated by the Economic and Social Council in its agreed conclusions of 1998 and 1999. It is also a key preoccupation of the UN system. In both natural disasters and complex emergencies, the issue of relief and rehabilitation must be considered from the outset and development tools applied at the earliest. The UN inter-agency transitional appeal has been used as a tool in several emergencies, including for the aftermath of the El Salvador earthquakes, in an attempt to highlight and fill an existing relief to development gap. Based on varying responses from donors, this tool is currently being further refined. Both the Common Country Assessment and UNDAF processes offer opportunities to identify and implement transitional strategies and require coherence in the immediate and longer-term analysis, planning and programming. The UN is exploring ways, through the Brookings Process, of improving implementation partnerships among donors, agencies, governments and civil society, namely to make use of the available aid resources and instruments and to divide responsibilities among partners.

³ Annual Report of the Secretary-General on the Work of the Organisation (1998), A/53/1, 27 August 1998.

⁴ The Cause of Conflict and the Promotion of Durable Peace and Sustainable Development in Africa, Secretary-General's Report to the United Nations Security Council, 16 April 1998.

⁵ Letter of 13 April addressed to the President of the Security Council, S/1995/300, Annex I

115. The biggest threat to the transition to sustainable development is conflict. In May 2001, the Inter-Agency Standing Committee has engaged in broad consultations on the issue of post-conflict reintegration to identify ways to promote and support transitional initiatives, particularly with respect to the analysis, vision, strategy and teamwork of coordination structures. Their implementation will involve links to other post-conflict related activities and the development of a compendium of field-based transitional-related practices and experiences and an inter-active website. Also crucial to the transition to sustainable development is the successful disarmament, demobilisation and reintegration of former combatants. The Executive Committee for Humanitarian Affairs has given guidance on the coordination, the institutional division of labour and how to strengthen the UN's capacity at the field and headquarters level to deal with this issue.
116. Another key challenge in bridging this gap is gaining the interest of governments and other non-UN actors in the process. Governments have emphasised that development actors should be brought in as early as possible in formulating a common humanitarian action plan through the Consolidated Appeals Process but stated that their own early involvement was also critical. They noted that coherence is needed from the Member States in the governing boards of various UN bodies, and international financial institutions (Bretton Woods Institutions) to promote complementary strategic programming. They added that donors should also continue to explore innovative methods to overcome constraints to funding transition activities, such as through establishing special funding mechanisms for the transitional recovery phase.

F. Administrative Issues

1. OCHA Rules and Procedures in Emergencies

117. By resolution 46/182, the General Assembly decided that special emergency rules and procedures should be developed by the United Nations to enable all organizations quickly to disburse emergency funds, procure emergency supplies and equipment and recruit emergency staff. In order to resolve, within the parameters of existing UN administrative procedures, the majority of problems which impeded rapid response to emergencies, the Emergency Relief Coordinator requested the Secretary-General to approve a delegation of authority for the use of extra-budgetary funding to support the field in humanitarian emergencies, in the areas of finance, procurement and recruitment of emergency personnel.
118. In 1999, OCHA was granted delegation of authority to issue financial authorizations and accept donor contributions without the approval of the UN Central Services. Arrangements were also made for the office to draw upon dedicated support of the Geneva Central Administrative Services to ensure rapid deployment of personnel and equipment in emergency situations. These proved very useful in streamlining, administrative actions during emergencies, although OCHA continues to encounter difficulties in providing speedy support. In its 2000 humanitarian segment, the Economic and Social Council called for special administrative rules and procedures to allow the UN to provide personnel and logistics to respond to humanitarian needs. OCHA completed a review of administrative procedures in emergencies and, based on the experience of recent humanitarian operations, recommended specific changes to address shortcomings. These

include an enhanced delegation of authority and further streamlining of administrative procedures during the initial phase of an emergency, for recruiting emergency personnel and conducting financial transactions and procurement in the field. The recommendations are currently being considered by the relevant offices of the UN Central Services, in consultation with OCHA.

119. However, delegation of authority and special administrative procedures alone cannot guarantee effective response in emergencies if they are not complemented by emergency preparedness and response mechanisms. Based on its recent internal review process, OCHA is strengthening its administrative support to the field and enhancing its surge capacity to respond in a more timely and effective manner to emergencies.

3. *OCHA's Financial Situation*

120. In the current biennium, the estimated extra-budgetary resources represent 89.5 per cent and the regular budget 10.5 per cent of the overall resources required by the Office, as compared with 89.1 and 10.9 per cent, respectively, in the biennium 1998-1999. For OCHA's proposed programme budget for the forthcoming biennium, the Secretary-General has proposed a growth of 5.6 per cent over the 2000-2001 appropriations. Despite this increase, OCHA continues to rely heavily on extra-budgetary resources, from which all of its field activities are funded. Donor support remains critical for OCHA, particularly in funding some of the headquarters projects and field coordination requirements, which have remained consistently under-funded. As requested by a number of Member States, efforts should continue to secure a sustainable financial base for OCHA.

VI. OBSERVATIONS AND RECOMMENDATIONS

121. The broad nature of this report illustrates the diversity of issues faced by the UN and its humanitarian partners, over the ten years since the adoption of General Assembly Resolution 46/182 and some of the new humanitarian challenges and opportunities that have arisen. The sheer number of humanitarian organisations and the variety of activities they undertake testifies to the need for continuing to strengthen humanitarian coordination mechanisms. But the humanitarian environment and the context for their work have also changed, making extra demands of the system. Complex emergencies are increasingly characterised by internal conflicts with a multiplicity of parties and interests involved. Of note is the role of some "war economies" in perpetuating conflicts. Conflict-induced displacement has become larger, more complex and geographically widespread. Civilians are increasingly targeted and engaged in the conflict. Humanitarian workers themselves are operating closer to conflict areas than ever before, at enormous risk and with unacceptable losses. Nonetheless, huge numbers of vulnerable populations still remain difficult to access and assist. At the same time, natural disasters have occurred more frequently and repeatedly struck certain regions, sometimes in such quick succession that recovery processes have barely begun before the next crisis hits. Not only are they more frequent but also more damaging and more costly, both in human and financial terms, particularly in developing countries. Societies have become more vulnerable to disasters for a

number of reasons, including poverty, poor planning and limited prevention, preparedness and response mechanisms.

122. The decade has offered opportunities for more rapid and efficient response to humanitarian emergencies. While the range of humanitarian actors has placed enormous demands on coordination mechanisms, it has also enabled more far-reaching response through consolidated efforts. Much more focus has been placed on strengthening the capacity of governments and local communities in disaster-prone areas to prepare for and respond to crises and to mitigate potential damage. Regional mechanisms have begun to play an important role in coordinated responses to natural disasters and complex emergencies, but their full potential has yet to be realised. The approach to coordinated response to crises has become more strategic. Links to rehabilitation and development have been made earlier in the planning process, but gaps still exist. The more timely participation of development actors and improved donor funding through the transition period are required. In conflict situations, a higher degree of coherence has been achieved between the political, peacekeeping, humanitarian and human rights operations. But again, more is required, particularly to ensure full support and respect for the humanitarian imperative and principles in such circumstances.
123. Technology has improved allowing more rapid and precise assessments of the consequences of emergencies. Better information management has enabled vital information to be more easily pooled and then accessed by a broader range of actors. However, the humanitarian community is still quite at the beginning of harnessing and utilising all the advantages that technology could offer for more efficient and coordinated humanitarian response. The private sector has responded generously to the UN's request for assistance but could be more closely engaged to develop more widespread corporate responsibility and suggest avenues for positive support. In all these efforts, the support of Member States is key. Despite the improvements over the last ten years in coordinated humanitarian response, the decade has again demonstrated that humanitarian action is not a substitute for political action. Without concerted political and diplomatic efforts, many crises cannot be adequately resolved.
124. The tools and mechanisms established by General Assembly Resolution 46/182 have proved their effectiveness throughout the decade, although they would benefit from further strengthening and refinement. Meeting the remaining challenges requires the ongoing engagement of Member States, the United Nations humanitarian entities and their partners. It also requires a reinforced commitment on the part of Member States to guarantee the necessary resources, in a stable and predictable way, to ensure a strong coordinated response to humanitarian emergencies.
125. In this regard, the General Assembly and the Economic and Social Council may wish:

Strengthening further coordination of humanitarian assistance:

- (a) to invite Member States and humanitarian organisations to support the efforts of the Emergency Relief Coordinator in discharging his functions, including negotiating improved access to vulnerable populations, in order to facilitate the delivery of humanitarian assistance;

(b) to support the strengthening of the Inter-Agency Standing Committee in its efforts to improve the coordinated response to humanitarian emergencies;

(c) to invite the General Assembly to consider favourably the recommendations of the Secretary-General for the more efficient utilisation of the Central Emergency Revolving Fund, in particular with regards to its use to support humanitarian assistance in natural disasters, protracted emergencies and security arrangements for United Nations and associated personnel;

(d) to urge Member States to coordinate the allocation of resources to the Consolidated Appeals Process and ensure balanced funding for the entire package of projects;

(e) to invite Member States to pay particular attention to funding staff security through various channels, including the Consolidated Appeals Process;

(f) to invite donor governments to consider ways and means to ensure timely funding of transitional activities, including providing the necessary resources to enable crisis-affected populations to resume economic and other self-help activities as soon as possible;

(g) to call upon Member States to support initiatives that encourage the sharing and dissemination of information among humanitarian organisations and governments and the increased use of information technologies to strengthen further the humanitarian crisis preparedness and response capacities, particularly in developing countries;

Prevention, preparedness and response:

(h) to request the international community to provide more support for strengthening regional and national prevention, preparedness and response capabilities, through, inter-alia, the provision of technical and financial assistance;

(i) to encourage Member States and regional bodies to develop and maintain humanitarian contingency plans for natural disasters and environmental and complex crises, with the support of UN Resident/Humanitarian Coordinators and the UN Country Teams;

(j) to take note of the work of regional UN Disaster Assessment and Coordination Teams for coordinating humanitarian assistance during humanitarian emergencies and invite Member States to support the efforts of the Office for the Coordination of Humanitarian Affairs to establish regional teams for Asia and Africa;

(k) to encourage Member States in regions prone to earthquakes to participate in the regional activities of INSARAG both to enhance their national preparedness to respond to earthquakes and to strengthen their capacities to engage in regional and international search and rescue response structures;

(l) to encourage Member States to support the efforts of the UN and its humanitarian partners to undertake “lessons learned” and evaluation studies on the responses to natural disasters and complex emergencies, with a view to strengthening the system's future responses;

Groups with special needs:

(m) to encourage Member States to recognise the positive role that crisis-affected populations can play in the provision of humanitarian assistance, and in subsequent rehabilitation and peace building activities;

(n) to invite Members States to consider, in particular, ways that women's groups may be supported and enhanced to allow them to play the fullest possible role in initiatives aimed at promoting peace, security, respect for human rights, and development;

(o) to encourage Member States to support the Secretary-General's efforts to strengthen the capacity of the UN system to address the needs of internally displaced persons in a coordinated manner, in the overall context of its humanitarian programmes;

(p) to encourage Member States to protect the rights of children and address their development needs, particularly with respect to their access to basic health and education services, both during and after conflict, as part of the effort to achieve long-term recovery and reconstruction; and

(q) to encourage all international humanitarian actors to provide gender training for all staff to ensure that relevant gender perspectives are integrated into all areas of humanitarian work.

ANNEX I

**Follow-up to the agreed conclusions of the humanitarian affairs segment
of the Economic and Social Council (1998/1 and 1999/1)**

ISSUE	RECOMMENDATION	STATUS
Principles	The Council reaffirms that humanitarian assistance should be provided in accordance with and with due respect for the guiding principles contained in the annex to General Assembly resolution 46/182.	The Guiding Principles annexed to resolution 46/182 are routinely included in, or form the basis of, agreements concluded with parties to conflicts allowing for the delivery of humanitarian assistance to victims in need. Such agreements continue to form the basis for humanitarian action in Sierra Leone, Somalia, the Sudan and elsewhere.
Security	The Council calls upon all parties to take measures to ensure the safety and security of international and local humanitarian personnel.	<p>In its Resolution A/55/175, the General Assembly Member States reaffirmed the need to strengthen the Office of the UN Security Coordinator and encouraged all States to become parties to the Convention on the Safety of United Nationals and Associated Personnel. As at 22 May 2001, 43 States had signed the Convention, while 52 have become parties to the Convention.</p> <p>During its 56th session, the General Assembly will be presented with a report proposing the expansion of the scope of the Convention on the Safety and Security of United Nations and Associated Personnel (A/55/637) and a report in response to General Assembly Resolution A/55/175 on the safety and security of humanitarian personnel.</p>
International Humanitarian Law	The Council calls upon all States to consider signing and ratifying the Rome Statute of the International Criminal Court.	As at 21 May 2001, there have been 32 ratifications and 139 signatures. The following countries have ratified the Statute (in chronological order): Senegal, Trinidad and Tobago, San Marino, Italy, Fiji, Ghana, Norway, Belize, Tajikistan, Iceland, Venezuela, France, Belgium, Canada, Mali, Lesotho, New Zealand, Botswana, Luxembourg, Sierra Leone, Gabon, Spain, South Africa, Marshall Islands, Germany, Austria, Finland, Argentina, Dominica, Andorra, Paraguay and Croatia.
Disaster Prevention, Preparedness and Response	<p>The Council emphasizes the need for further concrete measures to reduce the vulnerability of societies to natural hazards, particularly in developing countries, small island developing States and landlocked countries.</p> <p>The Council also reaffirms that within such preventive strategies, disaster preparedness and early warning systems must be further strengthened at country and regional levels, inter-alia, through better coordination among relevant United Nations bodies and cooperation with Governments of affected countries and regional and other relevant organizations.</p> <p>At the field level, the Council calls on the resident coordinator and relevant agencies to improve response preparedness and capacity building, including by maintaining a dialogue with all major actors.</p> <p>At the inter-agency level, the Council encourages the Emergency Relief Coordinator, members of the Inter-</p>	<p>The Secretary-General's report on International cooperation to reduce the impact of El Niño (see below), highlights the activities and makes recommendations in regard to this first recommendation.</p> <p>After the 2000 floods and with UN financial and technical support, the Mozambican Government's National Institute for Disaster Management (INGC) set about developing detailed contingency plans for a similar emergency. These resulted in an improved response to the 2001 floods and greater awareness of damage among the population and local INGC offices.</p> <p>Following a meeting of the regional Heads of State, the Southern African Development Community is developing proposals, with United Nations support, for a regional mechanism for disaster management, to be established within its Secretariat.</p> <p>The Office for the Coordination of Humanitarian Affairs is expanding its network of regional disaster response advisers, who are responsible for support of the emergency response and response preparedness activities of United Nations resident coordinators and disaster management teams in the respective regions,</p>

ISSUE	RECOMMENDATION	STATUS
	<p>Agency Standing Committee and other members of the United Nations system to expand their efforts to promote response preparedness for natural disasters and other emergencies at the international, regional and national levels.</p> <p>The Council stresses the need to ensure adequate assessment of and follow-up to these innovative approaches and to draw the appropriate lessons for improving preparedness and response capacities and the integration of disaster reduction components into future development planning. The Council recognizes that these experiences could be developed and adapted to other situations that may arise in any country or region.</p> <p>The Council further emphasizes that a more systematic evaluation is needed and that lessons learned from previous experience should be more systematically taken into account.</p> <p>The Council affirms the view of the Secretary-General that contingency planning for both sudden reversals and unexpected opportunities is to be undertaken.</p>	<p>with two foreseen for Central America and the Caribbean and for Southern Africa respectively.</p> <p>In recognition of the cyclical nature of the drought in the Horn of Africa, the UN developed regional contingency plans which are regularly updated, based on monitoring of the status of food security throughout the region and a synthesis of early warning information from governments, the UN, NGOs and donors. The long-term consequences and requirements are addressed through coordinated planning for agricultural rehabilitation to ensure that vulnerable populations, especially the households that rely on farming or livestock, will be able to restore their livelihoods.</p> <p>Lessons learned, through different evaluation exercises of individual emergencies, have been incorporated into workshops and seminars with a broader national or regional scope such as the June 2000 Curitiba Seminar on disaster response preparedness in Latin America and those conducted by the UN Disaster Management Training Programme for UN Country Teams and national authorities. Lessons learned exercises were conducted following the floods in Mozambique and Cambodia, the <i>Dzud</i> in Mongolia and the earthquakes in El Salvador and India.</p> <p>Inter-Agency Contingency Planning Guidelines have been reviewed and finalised by the IASC. The contingency planning process requires UN Country Teams jointly to analyse the context of a situation, in consultation with the concerned governments, in order to identify possible scenarios, define strategies and objectives and help develop coordinated preparedness to facilitate a consolidated response to the potential emergency should it occur.</p>
El Niño Task Force	The United Nations Inter-Agency Task Force on El Niño is invited to make available its experiences on national capacity programmes for disaster management as an input to the development of the disaster reduction strategy for the twenty-first century.*	A separate report on International cooperation to reduce the impact of El Niño has been prepared in response to General Assembly Resolutions 52/200, 53/185, 54/220 and 55/197, for presentation to the Economic and Social Council and the General Assembly.
Strategic Planning	<p>The Council encourages the further development of the strategic framework concept and in that context requests the Secretary-General to submit recommendations on the preparation, scope and applicability of strategic frameworks.</p> <p>It calls upon the Secretary-General and the Emergency Relief Coordinator to ensure a high degree of coherence between assistance and the political and human rights aspects of the United Nations response while maintaining their separate and mutually reinforcing nature.</p> <p>The Council in particular encourages enhanced inter-linkages between the Consolidated Appeal Process and the United Nations Development Assistance</p>	<p>In Afghanistan, the UN system operates according to a Strategic Framework which uniquely brings together the political, assistance and human rights dimensions of the UN in a concerted strategy aimed at supporting peace. It is supported by the Principled Common Programming approach in which all aid actors (UN, NGOs and donors) participate.</p> <p>The Emergency Relief Coordinator, on a routine basis, through the Resident/Humanitarian Coordinators in countries affected by complex emergencies, seeks to strengthen coherence between all parts of the UN system whilst maintaining the appropriate independence of humanitarian action. In addition, as part of the follow-up to the Brahimi Report, the Emergency Relief Coordinator has assisted in the development of system-wide policies on increasing coherence. This includes highlighting issues related to relief and development and the relationship between peace and humanitarian operations in general.</p>

ISSUE	RECOMMENDATION	STATUS
	<p>Framework and requests the Emergency Relief Coordinator, in collaboration with the United Nations development agencies, to intensify efforts in this respect at the country as well as the headquarters level. To this end, the Council underlines that cooperation between all actors, including United Nations bodies and non-governmental organizations, should be strengthened.</p>	<p>The UN country team in the Republic of Congo, innovatively combined the essential elements of a CAP with those of the CCA and UNDAF into a single "UN Plan", covering the transition phase with a single document. It includes analysis and assessment, identifies priority areas and key issues, describes a programming framework and lists the activities from the various agencies that require funding. It also reviews humanitarian needs, presents possible scenarios of returning crisis for contingency planning while outlining continuing short-term programs, including a Common Humanitarian Action Plan.</p>
Strategic Monitoring	<p>IASC should develop a field-based system for strategic monitoring which will help assess how programme targets and strategic objectives are being met.*</p>	<p>The IASC is developing measures for strengthening strategic monitoring capacities. The Implementation Plan following the Brahimi Report also calls for developing a strategic monitoring capacity within the UN peace building efforts.</p>
Transition	<p>The Council stresses the need for early joint planning and prioritization, the central role of capacity building and the importance of a clearly agreed division of labour through inter-agency collaboration.</p> <p>The Council emphasizes that the planning for rehabilitation should begin at a very early stage, local actors should be involved, existing local capacities should be integrated and the assessment of needs should be demand-driven rather than agency-driven, with a view to ensuring effective response.</p>	<p>In May 2001, the Inter-Agency Standing Committee engaged in broad consultations on the issue of post-conflict reintegration to identify ways to promote and support transitional initiatives, by strengthening joint needs analysis and strategy building. Follow-up will involve strengthening transitional coordination and implementation at the field level, taking into account the involvement of different agencies and local actors in the implementation process and links to other post-conflict related activities.</p>
Links to Development	<p>The Council notes relief agencies in the planning for the meeting of immediate needs should place these needs in a perspective of sustainable development whenever such an approach is possible.</p> <p>The Council stresses that while development agencies must become involved early in a crisis, humanitarian agencies, within their respective mandates, must also integrate a development perspective in their planning.</p> <p>The Council also recognizes the importance of maintaining throughout the emergency, wherever possible, a certain degree of developmental functions, such as education and health care.</p>	<p>In the context of the Brookings Process, multi-donor, multi-agency teams analyse the outstanding conflict-related needs and the development requirements in specific countries. The initiative aims to improve implementation partnerships among donors, agencies, governments and civil society and to optimise the use of available aid resources and instruments, and to divide responsibilities among partners.</p> <p>In responding to the drought in the Horn of Africa, the Secretary-General's appointment of the Executive Director of the World Food Programme as his Special Envoy to the Horn and the establishment of the Office for the Regional Humanitarian Coordinator in Addis Ababa helped to improve relief response capacity and coordination. In addition, UN contingency plans for the region address long-term consequences and requirements by promoting longer-term food security through coordinated agricultural rehabilitation, thus applying an integrated approach to the relief to development challenge.</p>
Post Conflict Situations/ Mine Action	<p>The Council stresses that sustainable reintegration strategies, including comprehensive mine action programmes, wherever required, are a substantial prerequisite for stabilization in post-conflict situations. The Council urges the Secretary-General and the Emergency Relief Coordinator to ensure that priority attention is given to</p>	<p>In response to General Assembly Resolution A/55/120 of 14 December 2000, the UN is developing a five-year Mine Action Strategy, which will take into account this recommendation.</p> <p>Mine action programmes are routinely included in the consolidated appeals.</p> <p>OCHA continues to cooperate with UNMAS in policy development and provides support for country-specific</p>

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	<p>that priority attention is given to effective programming in this field.</p> <p>OCHA is requested to share all relevant information with the United Nations Mine Actions Service, the focal point within the United Nations systems for all mine-related activities, and other partners on the humanitarian implications of landmines.*</p>	<p>initiatives, such as in Eritrea, Ethiopia, Lebanon and Sierra Leone.</p>
The Balkans	<p>The Council stresses the need for a coordinated and comprehensive approach by the United Nations and other interested partners in planning the transition from humanitarian emergency assistance to rehabilitation and reconstruction in the Balkans.</p>	<p>The 2001 United Nations Consolidated Inter-Agency Appeal for South-eastern Europe promotes an integrated regional approach to the humanitarian operation that supports the resolution of local crises and the stabilization of the broader region.</p>
Sanctions	<p>The Council also recognizes the need to give proper consideration to the issue of the humanitarian impact of sanctions, in particular on women and children, with a view to minimizing the humanitarian effects of sanctions.</p>	<p>The Security Council has increasingly used more targeted sanctions, as in Sierra Leone, Liberia and Afghanistan. The Security Council is using OCHA's services in monitoring and reporting mechanisms to assess the humanitarian implications of the sanctions regime imposed on Afghanistan. This development has helped to address some of the concerns about the UN's involvement in sanctions-related suffering.</p> <p>Concerned about the humanitarian impact of sanctions, the Inter-Agency Standing Committee is following up on these issues.</p>
Internally Displaced Persons	<p>The Council calls on all States to apply internationally recognized norms with regard to internally displaced persons.</p> <p>It also calls for further strengthening and coordination of international efforts for those persons in this regard.</p>	<p>In July 2000, the Inter-Agency Standing Committee agreed to establish a Senior Inter-Agency Network on Internal Displacement. The Network, comprising senior focal points in all concerned organizations, was mandated to carry out reviews of selected countries with internally displaced populations, and to make proposals for an improved international response to their basic needs. Representatives of the Network visited Ethiopia, Eritrea, Burundi, Angola and Afghanistan from October 2000 to May 2001. To address the serious gaps in the UN humanitarian response to the needs of internally displaced persons, OCHA's capacity will be strengthened to support the response of the operational agencies to the needs of the internally displaced through the establishment of a small, inter-agency, non-operational Internally Displaced Persons Unit to advise the Emergency Relief Coordinator on and ensure an improved coordinated response to the needs of internally displaced persons.</p>
Gender	<p>The Council stresses the need to integrate a gender perspective in the planning and implementation of activities and recommends that such a perspective be further promoted.</p> <p>The Emergency Relief Coordinator, in cooperation with the Division for the Advancement of Women of the United Nations Secretariat, should ensure that a gender perspective is fully integrated into humanitarian activities and policies.*</p>	<p>The Inter-Agency Standing Committee has focused on the provision of support to the UN Country Teams to bring the situation of women and girls to the attention of the international community.</p> <p>The 2001 CAP was launched globally under the theme "Women and War".</p> <p>The IASC is currently reviewing the CAP guidelines and training tools to ensure that all instruments used for CAP training carry appropriate "mainstreamed" messages concerning gender. This review directly incorporates Member States' suggestions on gender mainstreaming.</p> <p>In Resolution 1325 of 31 October 2000, the Security</p>

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		<p>Council called on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse. The ACC Interagency Meeting on Women and Gender Equality has established a Task Force on Women, Peace and Security with the specific aim of following-up on the implementation of Resolution S/1325. Its findings and recommendations on gender mainstreaming in humanitarian activities will be included in the report of the Secretary-General requested in the same resolution.</p>
Children	<p>The Council also calls for systematic, concerted and comprehensive inter-agency efforts on behalf of children, as well as adequate and sustainable resource allocation, to provide both immediate emergency assistance to and long-term measures for children, throughout all phases of an emergency.</p>	<p>Initial steps have been taken to reflect the growing political commitment towards child protection which are expected to lead to greater respect for the new international standards, by all parties to a conflict. Following the 1999 Security Council Resolutions that included the protection of children into the mandates of the UN peacekeeping operations for the Democratic Republic of the Congo and Sierra Leone (Resolutions 1261 and 1265) and saw Child Protection Advisors appointed as an integral part of their missions, child protection issues now feature prominently in the training and orientation of the peacekeepers themselves, and Child Protection Advisers in the Democratic Republic of Congo have been able to consistently raise the issue of child recruitment with several armed opposition groups. The UN General Assembly will hold a special session on children in September 2001.</p>
Older Persons	<p>The Council recognizes the specific vulnerabilities of older persons in humanitarian emergencies and requests the Secretary-General to include in his report to the council at its next humanitarian segment measures taken by the United Nations to respond to the needs of older persons in humanitarian emergencies.</p>	<p>The World Health Organization-led IASC task force on older persons in humanitarian emergencies is conducting a survey throughout the UN system aimed at identifying specific actions, the current situation and proposed strategies by different agencies with respect to older persons in humanitarian emergencies.</p>
Field Coordination	<p>OCHA and the IASC are encouraged to (a) further clarify the parameters of authority for the resident/humanitarian coordinator functions, and (b) establish selection criteria and procedures, and specific training and performance review mechanisms for humanitarian coordinators.*</p>	<p>The Secretary-General has endorsed the Note of Guidance on the Relationship between Resident Coordinators and SRSGs. To better inform the ongoing debate on appropriate field coordination models, agencies are collaborating to draw lessons from recent experiences in UN humanitarian coordination to identify the key features of coordination arrangements, which have provided added value in the field. Humanitarian experience is being given increasing prominence in the inter-agency process charged with reviewing candidates for Humanitarian Coordinator positions and a humanitarian component is now included in the Competency Assessment Process.</p>
Roster of Humanitarian Coordinators	<p>All United Nations funds and programmes are encouraged to cooperate fully in developing and maintaining a roster of qualified candidates.*</p>	<p>A roster of candidates is being developed, on an inter-agency basis, to improve the system's surge capacity, with regard to the deployment of experienced humanitarian personnel. At the same, efforts to widen the pool of candidates under consideration for Humanitarian Coordinator posts are ongoing. An inter-agency pool of candidates with the requisite humanitarian qualifications is being established. In addition, as part of a forward-looking identification</p>

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		exercise, monitoring mechanisms for the deployment of Humanitarian Coordinators and a rotation process are being developed.
Consolidated Appeals Process	<p>The Council notes that there is substantial further work to be done to strengthen the consolidated appeal process, especially in the area of prioritization within and among various sectors of activity, and to ensure an effective system for strategic monitoring and evaluation.</p> <p>The Council also notes the importance of including security requirements of humanitarian personnel in the consolidated appeals.</p> <p>The Council calls upon the international community, particularly donor countries, to increase their contributions to all consolidated appeals.</p> <p>OCHA is encouraged to improve the format and structure of the CAP so as to make them effective programming instruments for the purpose of strategic planning.*</p>	<p>Substantial initiatives have been taken to strengthen the Consolidated Appeals Process during the reporting period. One creative development was the flexibility built into the UN Inter-Agency Consolidated Appeal for West Africa to allow regional managers to redirect resources between countries and between activities, according to the principle that resources should follow the beneficiaries, wherever they are. The Appeal not only targeted refugees and internally displaced persons, but took an innovative position with regard to assistance to host communities and contingency planning for future crises.</p> <p>With regard to prioritization between sectors, the UN Country Teams have set up mechanisms for regular monitoring and evaluation. The May 2001 introduction of the "CAP-revision" facility has made it possible to revise either the strategy or project parts of the document, independently of each other, in order to adjust to a changing environment. During the Mid-year Review, specific focus was placed on the impact of activities which have taken place and on the impact of underfunding. CAP training tools are being further improved to include concrete guidance on strategic monitoring and evaluation and training workshops organized at the field and headquarters levels.</p> <p>Security requirements have been included in the 2001 CAPs. As at 23 May 2001, only about USD 2 million, or less than 15%, of the total of USD 13.7 million appealed for has been received.</p> <p>Donor's retreats on the CAP were held in Montreux in 2000 and 2001 to improve understanding of the Process and coordination in donor response and to garner better donor support for the CAP.</p> <p>As at mid-May 2001, only 23% of the USD2.8 billion appealed for in the CAPs has been received. The programmes in the Appeals aim at reaching 44 million persons in need of lifesaving assistance.</p> <p>The CAP has been improved to mainstream gender and to provide a framework for promoting rights-based programming and human rights analysis as the basis of advocacy for humanitarian principles. Human rights projects now have a recognized legitimate place in the CAP to the extent that they highlight the intrinsic connections between human rights and effective humanitarian action. Human rights are both a component of the humanitarian strategy and a programming sector.</p>
Funding Mechanisms	<p>The Council calls on donor countries to ensure that their funding systems facilitate early, integrated approaches for recovery. Furthermore, the Council calls on donor countries to ensure continuity in and adequacy of funding from humanitarian assistance through transition activities to development cooperation, and reaffirms that contributions made for humanitarian assistance should not be to the detriment</p>	<p>The UN Inter-Agency Transitional Appeals have been used as a tool in several emergencies, including for the aftermath of the El Salvador earthquakes, in an attempt to highlight and fill an existing relief to development gap.</p> <p>In response to Member States' requests for substantive financial analysis, to understand the reasons for and the impact of underfunding, OCHA has refined and improved the Financial Tracking System on ReliefWeb.</p>

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	of resources made available for international cooperation for development.	
Financing of the Office for the Coordination of Humanitarian Affairs	The Council requests the Secretary-General to continue his efforts to place the Office for the Coordination of Humanitarian Affairs on a sound financial basis.	In the current biennium, the estimated extra-budgetary resources represent 88.2 per cent and the regular budget 11.8 per cent of the overall resources required by the Office, as compared with 89.1 and 10.9 per cent, respectively, in the biennium 1998-1999. The Secretary-General has approved a growth of 5.6% over 2000-2001 appropriations. Despite this increase for the forthcoming biennium, OCHA continues to rely heavily on extra-budgetary resources.

* An Agreed Conclusion of 1998/1