

**InFocus Programme
on Crisis Response and Reconstruction**

**COORDINATION
IN CRISIS RESPONSE
AND RECONSTRUCTION**

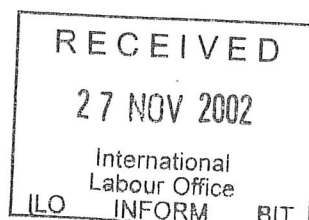
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Recovery and Reconstruction Department

Geneva, October 2002

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on Crisis Response and Reconstruction



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and Reconstruction

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FOREWORD

The implementation of the ILO's *InFocus Programme on Crisis Response and Reconstruction* (IFP/CRISIS) has involved strategic collaboration and coordination with a number of institutions within and outside the UN system, as well as on national and international levels.

During the last two decades, the coordination structures put in place by the humanitarian and development community in situations of crisis response and reconstruction have become incredibly complex and articulated.

This publication portrays some of the crisis response coordination challenges of the ILO. In order to meet them, it is essential that ILO staff gain a solid understanding of the whys and the wherefores of coordination.

The publication starts by describing why coordination has become such an important feature of international response to crisis and reconstruction and for what it is intended. It provides a description of what exactly is coordination in this particular environment and also covers a comprehensive overview of the actors who participate in the process.

Then actual coordination mechanisms are described, from early warning to inter-agency contingency planning, as well as from policy coordination at Headquarters to operational and strategic coordination in the field. Separate chapters are dedicated to a case study on field coordination arrangements and to the description of the mechanisms put in place in post-emergency situations.

I sincerely hope that this compilation by the ILO IFP/CRISIS will be of value to ILO staff in dealing with the multifaceted crises which characterize today's world and also to the ILO's crisis response training programme. Since it is work in progress, IFP/CRISIS would appreciate your feedback which could be useful for strengthening subsequent versions of the document.

Eugenia Date-Bah

Director

InFocus Programme on Crisis Response and Reconstruction
International Labour Office

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ACRONYMS

ADB	Asian Development Bank
AIMS	Afghanistan Information Management Service
ATIMS	Activities Tracking Information System
CAP	Consolidated Appeal Process
CERF	Central Emergency Revolving Fund
CHAP	Common Humanitarian Action Plan
CPR	Conflict Prevention and Post-Conflict Reconstruction
DPA	Department of Political Affairs
DPKO	Department of Peace-Keeping Operations
ECHA	Executive Committee on Humanitarian Affairs
ECLA	Economic Commission for Latin America
ECOSOC	Economic and Social Council
ECPS	Executive Committee on Peace and Security
ERC	Emergency Relief Coordinator
FAO	Food and Agricultural Organization
FT	Framework Team (Framework for Coordination on Early Warning)
IASC WG	Inter-Agency Standing Committee Working Group
IASC	Inter-Agency Standing Committee
IBRD	International Bank for Reconstruction and Development
ICRC	International Committee of the Red Cross
ICVA	International Council of Voluntary Agencies
IDP	Internally displaced population
IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation
IFP/CRISIS	InFocus Programme on Crisis Response and Reconstruction
IFRC	International Federation of Red Cross and Red Crescent Societies
ILO	International Labour Organization
IOM	International Organization for Migration
ITAP	Immediate and Transitional Assistance Programme
MDT	Multi-Disciplinary Team
MIGA	Multilateral Investment Guarantee Agency
MTR	Mid-Term Review
NGO	Non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
OHCHR	Office of the High Commissioner for Human Rights
PCR	Post-conflict rehabilitation
RGHCS	Reference Group on Humanitarian Consequences of Sanctions
RSG IDP	Representative of the Secretary General on Internally Displaced People
SCHR	Steering Committee on Humanitarian Response
SRSG	Special Representative of the Secretary-General
UN HABITAT	United Nations Human Settlements Programme
UN	United Nations
UNAIDS	United Nations Programme on HIV/AIDS
UNAMA	United Nations Mission in Afghanistan
UNCTAD	United Nations Conference on Trade and Development
UNDAC	United Nations Disaster Assessment and Coordination
UNDAF	United Nations Development Assistance Framework

UNDCP	United Nations Drug Control Programme
UNDG	United Nations Development Group
UNDMAT	United Nations Disaster Management Team
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Fund for Population Activities
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Fund for Women
UNOPS	United Nations Office for Project Services
UNRWA	United Nations Relief and Works Agency
UNV	United Nations Volunteer
USG	Under Secretary-General
WFP	World Food Programme
WHO	World Health Organization

INTRODUCTION

This document, *Coordination in crisis response and reconstruction*, aims at providing a review of the coordination mechanisms and fora existing within the UN system and beyond in the face of emergencies and disasters. Also, the authors' intention is to highlight the critical reasons, modalities and other aspects of coordination which are relevant to the ILO and other agencies involved in tackling the adverse consequences of major crises on vulnerable groups.

ILO IFP/CRISIS, the programme that brings the ILO's basic values, principles and developmental concerns to bear in the crisis context, advocates the interests of crisis-affected people to the international community in partnership with its constituents and other UN system agencies. It is therefore essential that IFP/CRISIS be at the forefront of all initiatives and activities which require a coordinated representation of the humanitarian and development assistance community with regard to beneficiaries and donors.

The link between poverty and emergencies and the need for a focus on development from the start are at the very core of the ILO's mandate, culture, experience and strategy for intervention. The ILO, in fact, is the UN agency with global responsibility for work, employment and labour market issues. Its mission is to promote opportunities for men and women everywhere to obtain decent and productive work in conditions of freedom, equity, security and dignity.

The involvement of the ILO field structure and in particular of the ILO's Regional Directors, Directors of Area Offices, Multi-Disciplinary Teams (MDTs) is of paramount importance to provide coordination at the field level, contributing to an effective early warning system and prompt mobilization in case of emergency. Field coordination, as described in one of the following chapters, is the real testing ground for successful crisis response and reconstruction interventions; hence, an increased understanding of each agency's mandates and capacities should be promoted at field level where partnerships can be shaped around tangible objectives. Early warning, preventive measures, and contingency planning are key coordination exercises taking place at the field level as well as at Headquarters. The contingency planning process, in particular, is a long-term effort involving all partner agencies and key actors present in regions subject to recurrent crises. In all these areas of coordination, the ILO's recognized expertise, its tripartite structure reflecting the dynamic components of the society and its emphasis on social dialogue should play a greater role in building consensus around the issues at stake.

The link between poverty and humanitarian emergencies, pointed out in the Report of the UN Secretary-General *Strengthening of the coordination of emergency humanitarian assistance of the United Nations* presented at the Humanitarian Segment of ECOSOC 2002, is stronger than ever. The different crises constitute a major threat to development, opportunities for decent employment, income and social progress. They worsen poverty levels, expand numbers of vulnerable groups, weaken institutions and the labour market, aggravate quantity and quality of employment, deplete productive assets and have other adverse socio-economic, political, psychological and gender impacts. This is one of the assumptions that have underpinned the ILO IFP/CRISIS work from its inception, almost three years ago. Responding to this challenge requires focusing not only on the above adverse effects but also

on the root causes of the crises. It demands shorter- as well as medium- to long-term measures before, during, and after the crisis.

One chapter of this publication deals specifically with post-conflict reconstruction coordination arrangements. The link between relief and development is another crucial challenge for the humanitarian and development community. In the above-cited Report, the Secretary-General states:

Efforts to reach and aid the most vulnerable affected by crises can only be sustained if there is a clear strategy for moving as quickly as possible away from the simple provision of emergency relief and towards a more comprehensive humanitarian and development assistance programme. Experience has taught the importance of linking relief to development at the earliest possible stage. The transition from relief to development is more than an economic process. It involves institutional change that engages the full participation of society and establishes the basis for stability through recognition of the human rights of civilians.

In this sense, partnerships between the ILO and other organizations (at the international, regional, and national level) concerned with reconstruction and development are being established for both direct collaboration and for complementary inputs. Partnerships with the UNDP, UNOPS, OCHA, UNHCR, the WFP, the WHO, UNESCO, and UNICEF, as well as other bilateral and multilateral technical and financial cooperation agencies are being strengthened. The *InFocus Programme on Crisis Response and Reconstruction* of the ILO negotiates with the UN and other organizations to include employment concerns in all the phases of the crisis management cycle.

1. THE ILO'S COORDINATION CHALLENGE

The ILO's IFP/CRISIS works along with its constituents (governments, employers and workers' organizations), UN agencies and other partners to devise long-lasting solutions to crisis through special attention to employment promotion, social dialogue, upholding fundamental principles and rights, social protection and other socio-economic concerns. This chapter outlines how employment concerns are relevant in all aspects of crises, from early warning to relief, rehabilitation, reconstruction and development, and how it is therefore essential that the ILO plays an active role in the coordination mechanisms.

The link between poverty and emergencies and a focus on development from the start, as strongly supported by the UN Secretary-General in his overarching policy statements, are at the very core of the ILO's mandate and strategy for intervention.

The ILO is in fact the UN agency with global responsibility for work, employment and labour market issues. Its mission is to promote opportunities for men and women everywhere to obtain decent and productive work in conditions of freedom, equity, security and dignity.

Almost three years ago, the ILO set up a new programme devoted to tackling the adverse impact on the employment and other ILO-related socio-economic dimensions of crises, IFP/CRISIS, which attempts to address the root causes of crises and looks into their social and economic dimensions.

The aim of this programme is, inter alia, to promote employment-friendly reconstruction, help save existing jobs and create new ones. In so doing, the ILO has been establishing a valuable knowledge base on crisis response and prevention which it disseminates widely through manuals providing guidelines on tackling various aspects of crises and through other publications. This also feeds into its advocacy and capacity-building work, aimed to help practitioners recognize the

The ILO IFP/CRISIS immediate objectives

1. Develop a coherent ILO framework and comprehensive capacity to respond speedily and in an effective manner to the different crises.
2. Promote socio-economic reintegration and poverty alleviation of crisis-affected groups – women and men – through employment-intensive investment programmes, skills training, retraining, small enterprise development, local economic development, social dialogue, social safety nets and protection and mobilization of an increased volume of resources for such interventions.
3. Increase awareness at the national, regional and international levels of the importance of employment, social inequalities and other social concerns in crisis situations and of the unique ILO expertise in this area for advice, policies, involvement in inter-agency and other activities in crisis situations and for relevant publications, guidelines and other tools.
4. Build the ILO constituents' capacity to play a greater role in crisis monitoring, prevention and tackling of the adverse consequences.

Crisis response and reconstruction – tackling the employment challenges of crises, ILO IFP/CRISIS, February 2002

relevance of decent work and social justice in peace building, and develop their skills accordingly.

The determining factor for the ILO's approach to crises is the conviction that the challenge of assisting millions of dispossessed people and vulnerable groups affected by crises worldwide cannot be met if we think and act exclusively in terms of traditional humanitarian assistance.

Tailor-made humanitarian/development interventions are essential to recreate the conditions for a decent life in war-torn societies, communities devastated by major disasters or countries shaken by economic downturns and socio-political upheavals.

According to the ILO, employment must be at the heart and at the start of crisis response. Job creation, in fact, **lies at the foundations of reconstruction: it is a tool for survival and a way out of poverty and social exclusion for great numbers of crisis-affected people.**

It is therefore important, as soon as access to vulnerable groups is secured, to intervene in the affected region and involve beneficiaries in the planning stage of rehabilitation and reconstruction. This should happen right from the start, during the emergency phase. It is at that stage, in fact, that refugees and displaced people need assistance to restart their lives; and they need to develop a new sense of "ownership" for their own future.

The ILO intends to facilitate the socio-economic reintegration of crisis-affected people through the formulation and implementation of programmes that promote job creation, income generation and social integration. **The Crisis Response Programme acts as a catalyst within the ILO and mobilizes internal and external resources.** It is a crisis-response mechanism that covers the full range of the ILO's objectives, requires a cross-sectoral approach and goes beyond conflicts and disasters to include economic and social emergencies.

Crisis response is one of the hallmarks of the ILO's work: since its foundation in 1919, the Organization has been devoted to promote peace, economic and social stability. However, the ILO cannot make the desired impact in crisis situations if it is to work in isolation without contributing to partner agencies' programmes or preparing joint inputs with relevant actors in appropriate fora.

The aim of the ILO Crisis Response Programme, in fact, is primarily to promote employment-friendly reconstruction, help save existing jobs and create new ones. In so doing, the ILO develops a valuable knowledge base on crisis response, preparedness and prevention, which it disseminates widely. This also feeds into its advocacy and capacity-building work aimed to help practitioners recognize the relevance of decent work in peace building and develop their skills accordingly.

The ILO's contribution to the efforts of response to crises and to reconstruction programmes is based upon its comparative advantage, particularly in terms of:

- **its tripartite structure and emphasis on social dialogue** that could play a significant role in preventing as well as tackling the effects of the crisis by helping to promote

reconciliation and to build a consensus around economic and other objectives, for example among parties often on opposing sides of a conflict;

- **its core international labour standards** which could provide a framework for the prevention and resolution of a crisis (as happened during the last peace negotiations in Guatemala);
- **its long history of policy and technical cooperation work on poverty alleviation**;
- **its track record on women, gender analysis and gender equality matters**, as well as on disabled persons and migrants and on the social and economic integration of these marginalized groups;
- **its capacity to develop social protection** – social security and non-statutory social benefit schemes – in the crisis context;
- **its ongoing skills training and other projects** in conflict-affected countries in the different regions, including its proven expertise in the reintegration of ex-combatants and the relevant material prepared for this purpose;
- **its available data, tools and research insights** to underpin effective action in support of such countries and the affected groups;
- **its longstanding, extensive country-level operational action** on employment-intensive investment;
- **its capacity to contribute to crisis response and prevention through its field structure**, in particular its multidisciplinary teams.

1.1 Recent field experiences

During the last three years, ILO IFP/CRISIS has been at the forefront of crisis response and reconstruction activities worldwide. Rapid needs assessments were undertaken with the regional and field offices to Mozambique (after the floods), Sierra Leone, Kosovo, Somalia, South Lebanon, East Timor, the Democratic Republic of the Congo, El Salvador, India (Orissa cyclone and Gujarat earthquake), Venezuela, the Solomon Islands and Ethiopia. In addition, the IFP/CRISIS participated in inter-agency needs assessment missions on the post-conflict situations in the Horn of Africa, Sri Lanka and Casamance in Senegal, elaborated contingency plans for Somalia and undertook assessments in Colombia covering internally displaced populations (IDPs), ex-combatants and child soldiers.

Several post-crisis technical assistance programmes have been formulated following the above missions. These include employment recovery and reduction of economic vulnerability in the aftermath of the floods in Mozambique, reintegration of demobilized soldiers (notably including child soldiers) in different countries of the Great Lakes region of Africa, and the “employment for peace” programme in Sierra Leone, covering skills training linked to self-employment, business support services and reintegration projects for disabled people and youth.

In Europe, ILO IFP/CRISIS together with the IOM and the Lester Pearson Centre, Canada, provided assistance to UNMIK on the socio-economic reintegration of the demobilized KLA soldiers in Kosovo, whilst in Serbia an integrated area-based local economic and social development programme was designed for the Preservo Valley.

The case of Goma

There have been examples in the recent past of excellent cooperation between the ILO and other partners, through which the employment dimension has been mainstreamed into crisis response and reconstruction programmes, but which did not necessarily secure donor funding. In the eastern Democratic Republic of the Congo, for instance, following the deadly eruption of volcano Nyragongo in January 2002, that destroyed nearly half of the town of Goma and took out an estimated 70 per cent of the town's economic activities, the ILO contributed substantially to the design of an inter-agency initiative (with the UNDP and Habitat) aimed at the restoration of livelihoods. A labour-intensive programme was proposed to address the immediate and longer-term aspects of unemployment in the area of Goma. In the short term, the labour-based works (applying a labour/equipment mix that gives priority to labour) would have provided direct and temporary employment for a large number of unskilled workers. In the longer-term, the physical facilities rehabilitated through these works (sanitation, market places, urban and peri-urban roads) would have provided improved access to city markets for agricultural and fisheries production, improving the health and living conditions of the population of Goma.

A number of employment-related programmes are under way in East Timor, and in the Solomon Islands ILO IFP/CRISIS in partnership with the UNDP developed a US\$ 3-million project for the employment of demobilized militia. The response package to the Gujarat earthquake in India included a model programme for social and economic reconstruction in ten villages in the Kutch district funded by the ILO and implemented by SEWA (Self-Employed Women's Association).

In Afghanistan the IFP/CRISIS currently focuses on four areas:

- employment generation through the rehabilitation of public and community infrastructure and utilities using ILO labour-based technology and work methods;
- promotion of the re-entry of Afghan women into the labour market;
- skills development for Afghan job-seekers, including ex-combatants;
- improving the match between supply and demand in the labour market through employment policy development and employment service centres.

In response to the earthquakes in El Salvador and in Peru, rapid-employment-impact projects were launched in partnership with the UNDP. Elsewhere in Latin America, a proposal was prepared in Colombia to promote decent jobs for peace and reconciliation at the local level.

1.2 *Coordination and other lessons learned*

One of the lessons learned – possibly the most important – from the activities carried out by ILO IFP/CRISIS at the field level is that there is not yet sufficient awareness, among donors and key actors – national and international - of the importance of the employment dimension of crises.

It is therefore a major challenge for the ILO to be an advocate for crisis prevention, preparedness and response and for post-crisis reconstruction programmes to fully take into account this important dimension. Successful experiences should be replicated in wider contexts and funding requirements raised from the crises' outset. In this respect, it is essential that the international community and the affected countries make full use of the ILO's comparative advantage in this sector.

On the other hand, we also draw the conclusion that more should be done to ensure timely funding of transitional and development activities and to sensitize donor governments to provide the necessary resources. Major emphasis should be put on bringing employment concerns to the forefront of the disaster management cycle.

The persistent “marginality” of employment issues in relation to crises is also evident in the existing coordination arrangements among operational agencies. A recent review of these mechanisms carried out by the ILO in Geneva shows quite an unbalanced situation.

At Headquarters level, whilst the ILO is now fully represented in the United Nations Development Group, it is not part of two of the other Executive Committees established by the Secretary-General in the framework of the UN reform, namely the Executive Committee on Humanitarian Affairs and the Executive Committee on Peace and Security. It is therefore another major challenge of the ILO to carry out advocacy and information activities *within* the UN system in order to make its role and potential contribution in crisis response and reconstruction better known.

Likewise, whilst the ILO is a valid contributor to the 30 organization-strong Conflict Prevention and Post-Conflict Rehabilitation (CPR) network, it is not represented in the UN Framework for Coordination, the main New York-based mechanism through which the United Nations addresses issues of early warning and preventive actions.

Of particular significance is the fact that the ILO does not participate as a fully fledged member agency in the work of the Inter-Agency Standing Committee (IASC). The IASC, established in June 1992, serves as the primary mechanism for inter-agency coordination relating to humanitarian assistance in response to complex and major emergencies under the leadership of the UN Emergency Relief Coordinator. Through an articulate mechanism of working groups and sub-working groups, the IASC is in fact the main policy-making mechanism of the humanitarian community. It is necessary to make all efforts for the ILO, in its capacity as an operational organization, to become a member of the IASC. It is essential that an organization which participates in the development of common humanitarian action plans in many countries, which appeals through the Consolidated Appeal Process and which is a major partner in emergency and development programmes around the world be fully represented in this primary policy coordination mechanism. In so doing, the IASC would also be strengthened in its efforts to improve the coordinated response to all crises. It has been repeatedly suggested that an IASC Subsidiary Body be created to look at the employment and other immediate development dimensions of crises.

At the field level, where the ILO has Area Offices in 40 countries, recent experience shows the great potential of the cooperation between the ILO and other partners and clearly indicates the way forward. In particular, it is essential that the Organization is an active participant in the UN Disaster Management Teams (where they already exist), that it

participates in joint needs assessment and planning missions and that it is fully integrated into the process of production and maintenance of contingency plans. In such a way, all of the ILO's core values and competencies can inform on the management of disasters, from prevention and preparedness to response and reconstruction.

The situation in post-crisis environments is markedly more positive. The ILO is a full contributor to the UN structures put in place under the leadership of a Special Representative of the Secretary-General, such as in Afghanistan, East Timor and Kosovo. In Afghanistan, for instance, the Immediate and Transitional Assistance Programme for the Afghan People 2002 (ITAP) was prepared by the UN Country Team, supported by its headquarters through a newly constituted joint working group of members of the United Nations Development Group (UNDG) and the Executive Committee on Humanitarian Affairs (ECHA), in consultation with members and standing invitees of the Inter-Agency Standing Committee (IASC). It drew on the outcome of a range of discussions and consultations among the international community and Afghan and international non-governmental organizations (NGOs), including the Watching Brief Meeting held in Islamabad from 27-29 November 2001 and the Round Table on Women's Leadership in Afghanistan held in Brussels from 10-11 December 2001. The ILO's "Jobs for Peace" strategy for Afghanistan, prepared by ILO IFP/CRISIS, provided a solid foundation in the preparation of the ITAP and was fully taken into account at the Tokyo Conference on the Reconstruction of Afghanistan.

Likewise, the ILO is a fully fledged participant to the country-level process of inter-agency strategic coordination and resource mobilization. The UN inter-agency Consolidated Appeal Process (CAP) has evolved in the course of the last few years from a collation of individual agencies' appeals to a comprehensive strategic planning tool. As mentioned above, the ILO participates in the development of country-level Common Humanitarian Action Plans, which are the planning components of the CAP, and has appealed through the CAP for over US\$ 22 million in 2002.

The determining factor for the ILO's approach to crises is the conviction that the challenge of assisting millions of dispossessed people and vulnerable groups affected by crises worldwide cannot be met if we think and act exclusively in terms of traditional humanitarian assistance. A major element of the crisis response promoted by the ILO is facilitation of the socio-economic integration of crisis-affected people through the formulation

and implementation of programmes that promote job creation, income generation and social integration.

The ILO is working in partnership with many UN agencies and international institutions to affirm the centrality of employment in crisis response. One example for all is the establishment of a “working group on UNHCR-ILO partnership” which meets regularly at headquarters level and has already created positive synergies for joint projects on particular emergencies. More partnerships are being developed and tested in the field on a daily basis.

While the consequences of the lack of employment have been clearly indicated in the 2001 session of ECOSOC, in terms of development, security and sustainability (as restated in the 2002 Report of the Secretary-General, *Strengthening of the coordination of emergency humanitarian assistance of the United Nations*), we believe that the ILO and the other UN agencies will need to be cohesive in their determination to achieve greater results on behalf of the vulnerable people and help them to rebuild their working lives.

In view of these considerations, the ILO will continue to elaborate common strategies within the UN coordination mechanisms to build local and national capacities and satisfy the global demand for jobs.

1.3 *This publication*

This publication highlights the existence of a very articulated structure of coordination mechanisms and frameworks for crisis response and reconstruction. The ILO is present in many of them, but its absence from some others represents a challenge for the Organization.

In particular, it is necessary to make all efforts for the ILO, in its capacity as an operational Organization, to become a member of the Inter-Agency Standing Committee. It is essential that an Organization which participates in the development of common humanitarian action plans in many countries, which appeals through the Consolidated Appeal Process and which is a major partner in emergency and development programmes around the world be fully represented in this primary policy coordination mechanism. It has been repeatedly suggested that an IASC Subsidiary Body be created to look at the employment dimension of crises. Such a Subsidiary Body should ideally be chaired by the ILO.

At the same time, the UN Framework for Coordination would greatly benefit from the ILO's broad experience in the field of early warning and conflict prevention. Steps should be taken to fully involve the ILO in this consultative mechanism.

At the field level, where the ILO is represented in 40 countries, its representatives should ensure that the Organization is fully represented in the UN Disaster Management Teams (where they already exist) so that all of the ILO's core values and competencies can inform on the management of disasters, from prevention and preparedness to response and reconstruction.

Coordination, however, is an *internal* challenge as well for the ILO. **An increasingly crucial role in this process should be played by ILO IFP/CRISIS as the architect of coordination within the Organization for crisis response and reconstruction.** In particular, the ILO's Regional and Area Offices and the Multi-Disciplinary Teams, with their

available expertise in a whole range of technical disciplines that are required to tackle crisis situations, should maintain a close link with and be informed on a regular basis of critical situations which may require their prompt intervention.

The same Offices should be proactive in terms of feeding relevant information to Headquarters. This is not only important for early warning and contingency planning, but also to draw lessons learned from programmes implemented in different areas of the world, which could be of great benefit in order to avoid repeating possible mistakes and to capitalize on positive experiences.

On the other hand, the ILO's constituents - workers, employers and governments - are also both primary sources of information for early warning purposes and privileged actors in the implementation of the ILO's programmes in times of crisis.

Finally, the Crisis Focal Points Network, established by ILO IFP/CRISIS for its integrated response work, should be reinforced as a useful internal coordination mechanism, a framework for training, and a tool to strengthen inter-personal relationships.

2. COORDINATION: WHY?

During the last 25 years, coordination has become a prominent feature of multilateral assistance during and after emergencies. Today, all the members of the humanitarian and development community invest considerable time and resources in this task. This chapter explores some of the main reasons behind such a strong need for concerted action among a large number of diverse actors.

Not long ago, in the 1980s, the concept of inter-agency coordination was rather sketchy, particularly among humanitarian agencies. Development agencies did indeed have some coordination mechanisms in place, often involving their governmental counterparts, but emergency relief organizations were just concentrating on operations. Aid workers responding to the Sahel crisis, for example, would not think of sitting around a table, discussing the situation, sharing information, and jointly deciding on the assignment of tasks. Faced with the enormity of the needs and with scarce resources, relief workers had only one credo: delivery - of food, water, sanitation, health, and basic services. “Beneficiaries did not need us to have a meeting...”.

Today, in any given crisis situation, “meetings” take up easily 10 per cent (and sometimes much more) of the time of an emergency manager. Humanitarian and development assistance would be unthinkable without strategic and operational coordination.

In our opinion, three main factors are responsible for bringing about such dramatic changes.

2.1 *The changing nature and growing impact of disasters*

Humanitarian and development agencies are confronted today with a wide range of crises, including armed conflicts, natural disasters, economic and financial downturns, as well as difficult social movements and political transitions.

Man-made disasters, notably armed conflicts, have undergone radical transformation since the end of the Second World War, and particularly since the end of the cold war. Today’s armed conflicts rarely see armies of enemy sovereign states confronting each other. Rather, they are a matter of armed rebellions fighting governments; organized violence along ethnic/linguistic/religious divides within the same country or region; paramilitary armed groups and warlords fighting each other; and, more often, a combination of the above.

The fact that today’s conflicts are almost exclusively intra-state does not make them less deadly: more than 4 million people have been killed in violent conflict between the fall of the Berlin wall and the end of the century.¹

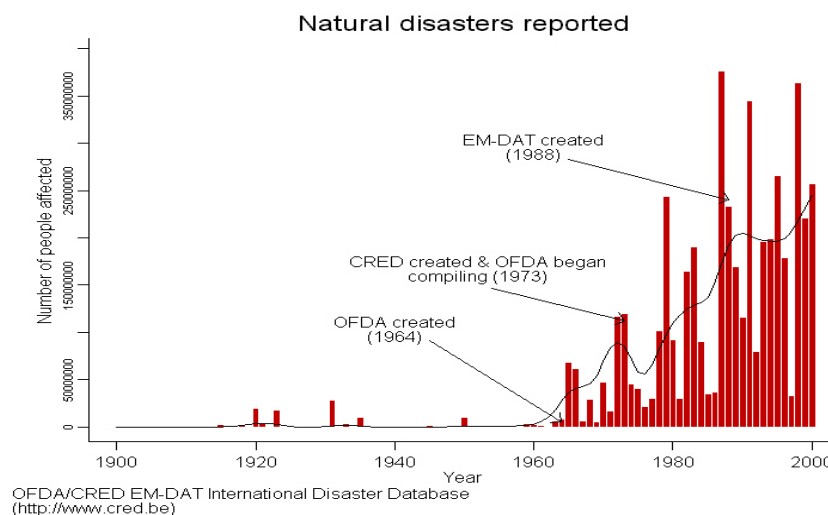
Another tragic feature of modern conflict is that civilians are often the primary target of military action. Be it as a result of deliberate and massive campaigns of “ethnic cleansing” or the result of attack and retaliation by warring parties on allegations that they support the

¹ UN Inter-Agency Standing Committee, 2000.

other side, civilians are killed, raped, maimed, stripped of their belongings and subjected to all sorts of violence. Even when they are not directly targeted as a way of waging war, civilians end up paying the highest price, being forced to flee their homes to seek refuge in safer areas within their countries or across international borders. At any point in the 1990s, an average 35 million people were either internally displaced or refugees in the world.²

This state of affairs creates new and enormous challenges for the humanitarians, in particular concerning their security and their access to victims. Humanitarians have to negotiate access to vulnerable populations with parties who are often incapable or unwilling to guarantee minimum security conditions. As a result, aid agencies keep paying a tragic toll in terms of human lives lost in action. Despite negotiation efforts, however, vulnerable populations remain often beyond reach for the humanitarian agencies, as a result of prevailing insecurity or of deliberate interference by the warring parties. These challenges constitute a formidable push towards coordinated action.

Dramatic changes which have occurred during the last 50 years, however, are not a feature of man-made disasters alone.



The graph above shows the dramatic rise in the number of people being affected yearly by natural disasters. According to specialists, this growth is the result of an increase in the “strength” of the weather-related disasters (meteorological phenomena are increasingly violent - too cold/too hot, too much water/too little - due to the increasing average energy content of the atmosphere following global warming) but, especially, a consequence of

² UN Inter-Agency Standing Committee, 2000.

demographic and social changes (urbanization, underdevelopment) that make an ever-increasing number of people vulnerable to disasters.

The ILO's standpoint on reducing socio-economic vulnerability following natural disasters

Developing countries around the world continue to be afflicted by natural disasters such as recurrent droughts, floods, earthquakes and hurricanes which leave many communities not only without homes and sources of income, but also wipe away decades of their countries' efforts at development. Hurricane Mitch in Central America, for example, is estimated to have set back 20 years of national development in Honduras and Nicaragua. While natural disasters cannot be avoided, the extent of their damage can be significantly reduced if there is community participation and inclusion of preventive criteria in development efforts. Reports on natural disasters indicate that underlying the devastation was poverty, social exclusion, environmental degradation and other structural vulnerabilities that had not been addressed by development efforts. The population groups most affected were the vulnerable groups living in precarious conditions in hazardous locations. For example, according to UNOCHA, the average damage and loss of lives produced by Hurricane Mitch would have been at least 50 times less if it had happened in Western Europe or USA.

Reducing socio-economic and physical vulnerability through appropriate development efforts can mitigate the adverse impact of the natural disasters. Additionally, adequate monitoring of investments, such as in infrastructure development, and socio-economic programmes in the reconstruction process should be approached from the standpoint of prevention in order to include preparation against extensive damaging impact during natural disasters.

Crisis Response and Reconstruction – tackling the employment challenges of crises, ILO IFP/CRISIS, February 2002.

In the period 1989-99, over 300 natural disasters were reported worldwide, affecting people in 108 countries and killing an average 150,000 people a year.³

In addition, “external” factors have intervened in recent years to further complicate the scenario. On the one hand, humanitarian action is often chosen by the international community as a substitute for political intervention. This poses an additional strain on responders, as crises which are essentially political in nature are responded to through humanitarian means. Furthermore, the globalization of information - the so-called “CNN effect” - also poses additional strain on the relief and development agencies. On the one hand, we see “forgotten” emergencies - forgotten in as much as they do not receive media attention - for which resources and commitment by the international community are often scarce. On the other, we see dramatic and often short-lived shifts in the public opinion attention - and compassion - determined by touching images such as the Mozambican woman Rosita giving birth on a tree during the devastating floods.

2.2 The growth in size and complexity of the humanitarian operations

An immediate measure of the impressive growth of humanitarian response operations which occurred during the last two decades of the last century is provided by the money pumped into them by the international community.

In real terms, bilateral aid for humanitarian emergencies remained broadly stable for much of the 1970s and the first half of the 1980s. From 1973 to 1985, emergency spending averaged US\$ 500 million a year. In the mid-1980s, driven by the need to respond to famine in Sudan and Ethiopia, humanitarian assistance doubled. Emergency funding remained at

³ IFRC, *World Disasters Report*, 2000.

around its new level of some US\$ 1 billion a year until 1991, when it doubled again and increased year by year until 1994. Even at its low point in 1997, bilateral funding for humanitarian assistance was more than twice its average for the late 1980s and four times the average for the previous decade in real terms.⁴

At some point during at least two major humanitarian crises of the last decade (Rwanda refugees and Operation Lifeline Sudan), the international community was spending over US\$ 1 million *a day* simply to keep people alive and provide very basic services.

Today's emergency relief operations are not only often very big, they are also extraordinarily complex. A large number of partners deal with a broad range of needs and carry out, often contemporaneously, a large number of programmes typically including:

- provision of emergency food rations for the general population or selected vulnerable groups;
- supplementary and therapeutic feeding centres for the moderately and severely malnourished, respectively;
- food security (typically, but not exclusively, distribution of seeds and agricultural tools);
- provision of drinking water;
- provision of sanitation facilities (latrines and waste disposal);
- provision of shelter (from basic, tent-like shelters to more sophisticated housing or rehabilitation programmes);
- provision of "non-food items" such as plastic sheeting, cooking sets, soap, etc.;
- provision of a broad range of health services, including war surgery, primary health care, community health, immunization campaigns, reproductive health, AIDS programmes, running and/or rehabilitation of health facilities such as health centres and hospitals;
- education;
- basic social services;
- family reunions and programmes for unaccompanied children;
- support to special vulnerable groups.

Reconstruction programmes are not only equally complex, but often bigger in size. In 1998, for example, after more than 3 million people were directly affected by Hurricane Mitch as it swept across Honduras, Nicaragua, El Salvador, Guatemala and Belize, the UN issued a "transitional appeal" seeking US\$ 153 million for a period of six months. The appeal catered for programmes in the areas of shelter, food, clean water, health services, education and agriculture and was intended to "tide over" the next six months, leading up to finalization of country-specific reconstruction projects.

Another major challenge to humanitarian and development agencies is represented by the situations in which peace has been reached after an often long period of war. In the words of the IASC Sub-Working Group on Post-Conflict Reintegration:

To be successful, post-conflict response must stabilize conflict-affected societies in order to prepare the way for appropriate governance structures, to support measures that will provide essential infrastructure and to pave the way for economic security and growth. At the same time, an appropriate response will also be sensitive to the "intangibles", e.g. the balance of reconciliation demands with those of justice, the introduction of initiatives that enhance

⁴ UN Inter-Agency Standing Committee, 2000.

peace environments and of approaches that are sensitive to the psycho-social needs of traumatized populations.

The ILO standpoint on post-conflict situations

The recent ILO action programme on countries emerging from armed conflicts found the critical need for the Organization to support:

- reintegrating the diverse conflict-affected groups (refugees, returnees, internally displaced people, demobilized combatants, female heads of households, disabled persons, child soldiers, war-affected youth and orphans) into civil society;
- -rehabilitating the socio-economic and physical infrastructure;
- promoting social and political negotiations, dialogue and reconciliation among the diverse groups;
- rebuilding the community social fabric and institutional capacity of the ILO's constituents, their skills reservoir and relevant labour market information systems;
- -promoting equity and social justice;
- making-broad efforts at development and peace building and at tackling conflict's root causes.

The ILO has had a number of success stories, such as in Cambodia, Mozambique and Central America, based on integrated and multi-disciplinary programmes that tied immediate action to long-term recovery and development and also reflected the above list of insights.

Crisis response and reconstruction – tackling the employment challenges of crises, ILO IFP/CRISIS, February 2002.

2.3 The exponential growth in the number of actors

Long gone are the days when a handful of organizations, notably the Red Cross, a few UN agencies and some NGOs, shared the “oligopoly” of crisis response.

The 1970s and 1980s saw larger and larger (and more “mediatized”) humanitarian crises. During the same periods, major socio/political changes in the developed world brought about a new international social awareness and drive for intervention by the civil society. These two factors heavily contributed to the inflationary growth in the number of organizations dealing with international relief. At the same time when Doctors Without Borders, Doctors of the World, Doctors in Catastrophes, Flying Doctors, Save the Children, Help the Aged, Feed the Hungry, and many other non-governmental or private volunteer organizations were created in the West, the civil society in many of the developing countries affected by disasters also gave rise to a large number of organizations active as local partners for the international ones or as stand-alone actors on the scene of disasters.

Meanwhile, the UN family underwent important transformations as well, with large and mainly developmental agencies setting up vast emergency programmes and devoting an increasing share of their budgets to emergency interventions.⁵

⁵ Gradually, but consistently, the international community and the agencies involved in the response to crises came to the conclusion that sporadic, isolated interventions do not represent a solution and that emergency

The result of these changes is that, nowadays, it is not rare to find literally *hundreds* of partners working at the same time in the same country for the same emergency. For example, in Bosnia and Herzegovina, there were over 3,000 people from over 250 humanitarian organizations carrying valid UNHCR identity cards in 1995.⁶ In Kosovo, at least 180 NGOs were operating in 1999.⁷

The contemporary presence of such a large number of partners, each one with its own identity, culture, mandate, capacity, funding sources and operating style, is possibly the one main factor making coordination an absolutely essential feature of today's humanitarian operations.

Coordination based on competencies, values and integrated interventions ultimately defines whether crisis response and reconstruction efforts are successful or not.

2.4 *And still – coordination: Why?*

The three series of factors that we just briefly analysed help to explain how the need for coordination of humanitarian affairs arose in the course of the last two decades of the twentieth century. They say little, if anything, however, as to why coordination is so necessary.

In our analysis, the primary, essential product of the coordination in crisis response and reconstruction is accountability, and on two levels.

The first level of accountability is immediately visible. The humanitarian community, as we have seen before, is provided by the international community with phenomenal resources, comparable on a yearly basis to the Gross Domestic Product of a sub-Saharan country. Whether these resources come from taxpayers' money through governmental contributions or from donations by private citizens and organizations, it is self-evident that the humanitarian community has to be accountable for the use it makes of these resources. Coordination among humanitarian actors is therefore a primary instrument of accountability towards the donors, in as much as it promotes the most efficient and effective use of resources.

The second level of accountability is perhaps less apparent at first sight, but we believe it is dramatically more important. Humanitarian actors are primarily accountable to the population they strive to serve. Their entire *raison d'être* is the very victims of disasters. These actors exist to alleviate the victims' suffering and to reinstall the victims in their basic rights.

In this sense, we believe that accountability to the victims must be the ultimate goal of coordination. Through concerted action, humanitarian actors must strive not only to achieve the best possible use of resources, but must ensure that assistance is provided:

- **without gaps** (no groups of needy populations should be left without assistance), and

assistance and development assistance have to proceed in parallel and that overlaps in competencies should be avoided.

⁶ UNHCR, *New Issues in Refugee Research*, 1999.

⁷ UNHCR, *The Kosovo Refugee Crisis: An independent evaluation of UNHCR's emergency preparedness and response*, 2000.

- **without overlapping** (no two organizations should provide the same assistance to the same group of beneficiaries).

These two paradigms should inform the line of conduct of agencies involved in crisis response and reconstruction, making it possible for them to act promptly according to their respective mandates and comparative advantages.

The ILO's added value and niche

There are many organizations at the different levels actively involved in the area of crisis response and development. The employment, reconciliation and other social dimensions of the different crises, however, remain under-emphasized and yet are very critical for effectively dealing with the problem. Indeed, measures adopted by member States demonstrate that employment, jointly with social protection, is a vital variable, particularly for the poor who are more exposed than others to the grave consequences of crises. The ILO, from its mandate and its comparative advantage, has an important role to play. This advantage relates to:

its tripartite structure and emphasis on social dialogue that could play a significant role in preventing as well as tackling the effects of the crisis by helping to promote reconciliation and to build a consensus around economic and other objectives, for example among parties often on opposing sides of a conflict;

its core international labour standards which could provide a framework for the prevention and resolution of a crisis (as happened during the last peace negotiations in Guatemala);

its long history of policy and technical cooperation work on poverty alleviation;

its ongoing skills training and other projects in some conflict-affected countries in the different regions, including its proven expertise in the reintegration of ex-combatants and the relevant material prepared for this purpose;

its available data, tools and research insights to underpin effective action in support of such countries and the affected groups;

its long-standing extensive country-level operational action on employment-intensive investment;

its recognized expertise in the field of micro-finance;

its track record on women, gender analysis and gender equality matters, disabled persons and migrants as well as the social and economic integration of these marginalized groups;

insights and lessons learned from cooperative projects in post-crisis contexts (Sahel, Central America); response to famines (Ethiopia, Sudan); promotion of local economic development (Central America, Bosnia, Croatia, Cambodia); participation in peace negotiations (Guatemala); seminars on social dialogue (Central America);

the present and potential role of ILO's multidisciplinary teams in the field;

its capacity to develop social protection – social security and non-statutory social benefit schemes – in the crisis context;

its collaboration with other UN organizations.

Crisis response and reconstruction – tackling the employment challenges of crises, ILO IFP/CRISIS, February 2002.

3. COORDINATION: WHAT?

The concepts, models and ideas generally associated with coordination do not necessarily apply to situations of crisis response and reconstruction. It is important to understand exactly what is meant by “coordination” when dealing with such a diverse constituency as the one forming the humanitarian and development community. This chapter aims at clarifying the concept of coordination and to identify the main areas for which it is of relevance in this manual.

When asked to describe the concept of coordination, most people will come up instinctively with images and ideas fitting the “army” or “private company” model of coordination. In a very simplified form, this model sees a “coordinator” (be it a person, group of persons, or organization) as one who has more “power” (and therefore carries more responsibility) and who can tell others what to do. The “coordinator” is often entrusted with this managerial authority by a higher, governance-type authority (e.g. a board, the stockholders’ assembly, the general assembly of a membership organization, a government) and is accountable to it. Those who are meant to be “coordinated” understand and accept the rules and subscribe to this modality of coordination.

This coordination model is therefore:

- **hierarchical** (different actors have different levels of authority), and
- **executive** (decisions are taken by those with greater authority and communicated as instructions to those with lesser authority).

These two features are the basic reasons why such a coordination model **does not** and **cannot** work in the humanitarian/development environment.

As will be seen in the following chapter, the humanitarian/development community is composed of a fairly large number of very different organizations – different in mandate, culture, size, structure, and in many other ways. It is fundamental to understand that there is no legal or moral basis to say that, within this community, one member has more authority than the others. Size, or mandate, may have been assumed in the past to be a viable basis to justify an “executive” coordinator role for a certain organization, but this has never worked. Moreover, most of the members of the humanitarian/development community are very strict about their independence, and many of them are actually answerable to their own governing bodies.

It is therefore obvious that in a community of fiercely independent peers decisions cannot be taken by one member and communicated to the others as instructions. The model of coordination that **can** and **does** work in humanitarian affairs is based on:

- **facilitation** (the coordinator is not there to issue instructions, but to create the conditions that allow coordination to emerge among peers), and

- **consensus** (decisions are taken by consensus, and are not binding on those who participate in the process).

Although this may seem to be a limited, “tamed” and somewhat frustrating approach to coordination (in the sense that it works as long and as much as participating organizations are willing to coordinate their actions), it must be borne in mind that *there are simply no alternatives* to this model. Furthermore, it must be said that participating organizations, under intense pressure from the donors, their governing bodies, the press and the public, have been increasingly willing during the last few years to indeed coordinate their actions through consensus.

This *consensus-* and *facilitation-based* coordination model is applied in humanitarian affairs to two broad areas:

Strategic coordination, which includes:

- overall direction and setting of goals of the programmes;
- allocating tasks and responsibilities and ensuring that they are reflected in a strategic plan in accordance with agencies’ mandates;
- advocacy on behalf of the victims and of humanitarian and development agencies;
- negotiating access;
- ensuring that resource mobilization for the programme responds to priorities as agreed in the strategic plan;
- monitoring and evaluation of the overall implementation of the programme to ensure that changing circumstances and constraints are identified and responded to;
- liaising with the political and military participants of the international community, including the UN;
- information management;
- resource mobilization.

Operational coordination, which comprises substantive coordination in relation to specific sectors, geographical areas, and beneficiary groups. Agencies may play a coordination role within a particular area of expertise – for example UNICEF often takes the lead in water and sanitation programmes within the larger inter-agency

*coordination process.*⁸ *It may also involve providing common services for the humanitarian participants in areas such as security, communications, and common logistics services.*⁹

The ILO on partnership and coordination

“Partnership must be based on a clear perception of common objectives, but must also take into account the specific interests of different organizations. In any partnership the ILO must make its own distinct case and retain its own approaches so that it can project its values, concerns and objectives in a wider arena. Partnerships do not come free. They are labour-intensive and have to take into account many different constituent interests. So they must be embarked on carefully — setting the objectives, identifying the right partners, and evaluating both costs and benefits. Nevertheless, the ILO must always seek partnerships and alliances and be prepared to use them pragmatically to achieve its objectives.”

Report of the ILO Director General to the 87th Session of the International Labour Conference.

⁸ The ILO is recognized as a lead agency in the employment sector and for job-creation and income-generation activities.

⁹ *OCHA Orientation Handbook on Complex Emergencies*, OCHA, 1999.

4. THE PARTNERS

Coordination in crisis response and reconstruction takes place among a number of actors, whose mandate, culture and capacity vary across a broad spectrum, but which are equally important in the provision of humanitarian assistance and in the formulation of humanitarian policy. This chapter describes what is now referred to as the “humanitarian and development community”, looking at its articulation at Headquarters and in the field and providing some information on its members.

Whilst the Inter-Agency Standing Committee (IASC) and the United Nations Development Group, which will be the subjects of the next two chapters, are very much headquarters mechanisms, the concept of humanitarian and development community extends seamlessly from the top of the decision-making process to the actual delivery of assistance in the field. It is therefore important to gain a solid understanding of how this community is articulated and of the specific roles that its members play. In order to do so, we will provide a short description of all the major actors active in crisis and post-crisis situations, grouping them under different headings which reflect their belonging to different homogeneous sub-sets of this community.

4.1 *The United Nations – Emergency*

In the United Nations system, the UNHCR is the only “purely emergency” organization, in the sense that it was created to respond to an emergency and was supposed to last only for a short time. In fact, although the UNHCR has already celebrated its 50th anniversary and has grown into one of the major operational organizations of the UN system, the majority of its programmes begin as a result of an emergency: a sudden influx of refugees.

The UN High Commissioner for Refugees (UNHCR)

The UNHCR is mandated to lead and coordinate international assistance and protection for refugees. Its primary purpose is to safeguard the rights and well-being of refugees, i.e. people who have fled their country due to a well-founded fear of persecution.

The organization strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another state and to return home voluntarily. By assisting refugees to return to their own country or settle in another country, The UNHCR also seeks lasting solutions to their plight. International refugee law provides an essential framework of principles for the UNHCR’s humanitarian activities.

In terms of material assistance, the UNHCR's goal is the survival of refugees through ensuring adequate basic and supplementary food supplies, health care, shelter, water and sanitation facilities, clothing and essential community services. Much of this material assistance is provided through the UNHCR's implementing partners, i.e. the government of the asylum country and NGOs.

In some cases, the UNHCR also undertakes assistance programmes for internally displaced persons.

4.2 *The United Nations – Development with emergency capability*

The other UN agencies active in emergency response and reconstruction are keen to underline that they are developmental organizations in essence, with a capacity to turn into “emergency mode” if the situation requires it. This presents many advantages. Firstly, these organizations are present in any developing country (and many developed ones as well) already before the onset of a crisis. They work with their governmental counterparts (e.g.: the Ministry of Agriculture for the FAO and the WFP, the Ministry of Health for the WHO, the Ministry of Education for UNICEF, the Prime Minister for UNDP/Resident Coordinator) and best placed to respond to an emergency from within. Secondly, their developmental nature permits them to “provide relief in a developmental way”, which is obviously a definite advantage.

The ILO at work: Goma

On 17 January 2002, volcano Nyragongo erupted violently, destroying nearly half of the town of Goma, in the eastern Democratic Republic of the Congo. In consideration of the heavy toll taken by the eruption on the economic activities of the town (70 per cent reportedly disrupted), the ILO proposed, in the framework of an inter-agency programme aimed at the restoration of livelihoods, a labour-intensive programme to address the immediate and longer-term aspects of unemployment in the area of Goma.

In the short term, the labour-based works (applying a labour/equipment mix that gives priority to labour) provide direct and temporary employment for a large number of unskilled workers. In the longer term, the physical facilities rehabilitated through these works (sanitation, market places, urban and peri-urban roads) will provide improved access to city markets for agricultural and fisheries production and improve the health and living conditions of the population of Goma.

The Food and Agricultural Organization (FAO)

The FAO is mandated to raise levels of nutrition and standards of living, to improve agricultural productivity, and to better the condition of rural populations. The Organization works to alleviate poverty and hunger by promoting agricultural development, improved nutrition and the pursuit of food security, i.e. the access of all people at all times to the food they need for an active and healthy life.

In addition to its development programmes, the FAO also plays a major role in dealing with food and agricultural emergencies. In relief operations, it focuses on the provision of agricultural inputs, such as seeds, farming tools, and emergency veterinary services. This involves working closely with relevant NGOs and in some countries with UNICEF.

Furthermore, the Organization operates an early warning system for famine that assesses shortfalls in food production. It also conducts joint assessments with the WFP in countries of concern to assess food security and food assistance needs.

The International Labour Organization (ILO)

The strategy of the ILO and its IFP/Crisis is based on the consideration that bringing the ILO's basic values and principles and developmental concerns to bear in the crisis context is essential to tackle the immediate negative effects of crises. It is also necessary to create the conditions for a successful subsequent development process. The main emphasis of the programme is on employment-related interventions such as promotion of employment-intensive reconstruction and rehabilitation works, socio-economic reintegration of crisis-affected groups, skills training, employment services, local economic development initiatives and the promotion of small enterprises and cooperatives. ILO IFP/Crisis also engages in data collection and macroeconomic analysis, gender and other equality issues, social dialogue and reconciliation, fundamental rights and social protection. As women and children are often most strongly affected by crises, they are to be considered prominently in planning the ILO contribution to post-crisis reintegration and reconstruction processes.

The programme strategy builds on earlier work undertaken by the ILO in a number of crisis situations and exploits the ILO's comparative advantage in this area. It deals not only with the immediate impact of crises but also with their root causes. These include social exclusion and poverty, often the result of limited access to economic opportunities and productive resources, and the absence of social dialogue and democracy. Different types of measures and activities are called for before, during and after crisis, including *early warning systems, crisis preparedness, emergency assistance, rehabilitation and development interventions*.

The programme contributes to the achievement of one of the Organization's principal strategic objectives, namely to create greater opportunities for women and men to secure decent employment and income. In carrying on its activities, it will also incorporate the other three strategic objectives of promoting and achieving fundamental principles and rights at work; enhancing the coverage and effectiveness of social protection for all; and strengthening tripartism and social dialogue all over the world. In addition to contributing to the ILO's general strategic objectives, the programme's *specific and immediate objectives* are to:

- develop a coherent ILO framework and comprehensive capacity to respond speedily and in an effective manner to the different crises;
- promote socio-economic reintegration and poverty alleviation of crisis-affected groups through employment-intensive investment programmes, skills training, retraining, small enterprise development, local economic development, social dialogue, social safety nets and protection, and mobilization resources for crisis interventions;
- increase awareness at the national, regional and international levels of the importance of employment, social inequalities and other social concerns in crisis situations; promote the ILO's unique expertise in these areas and be available for advice, and policies, involvement in inter-agency activities during crisis situations; contribute to relevant publications, guidelines and other crisis-related tools;

- build ILO constituents' capacity to play a greater role in crisis monitoring, prevention and tackling of the adverse consequences.

The United Nations Development Programme (UNDP)

Although the UNDP manages a wide range of programmes in furtherance of its broad goal “to support all national and international efforts to achieve sustainable human development for the world’s peoples”, it also plays a role in humanitarian emergencies. The UNDP can often provide administrative, logistic, communications and other support for the Office for the Coordination of Humanitarian Affairs (OCHA), the international relief community and the UN’s Disaster Management Team. The UNDP’s Bureau for Crisis Prevention and Recovery is responsible for coordinating such assistance.

The UNDP plays a significant role in the transition from relief to development, helping prepare the foundation for coherent recovery programmes. In the post-crisis environment, the UNDP helps to develop programmes for rehabilitation. Its work also includes building national governments' capacity to prepare for, mitigate, manage, and respond to crisis. In performing these functions, the UNDP supports the efforts of transitional authorities, governments and special interests, as well as donors and the relief and development community.

The UNDP also contains the United Nations Volunteers (UNV) Programme. The UNV is mandated to assist the UN system in collaboration with various UN agencies. Originally focusing just on development support, and thus coming under the auspices of the UNDP, the UNV in recent years has also given special attention to providing experienced volunteer specialist professionals to work in relief operations, including within governments of developing countries, UN agencies and NGOs.

The ILO at work: El Salvador – a partnership with the UNDP

Two successive earthquakes hit El Salvador on 13 January and 13 February 2001. They measured 7.9 and 6.6 respectively on the Richter scale. They caused extensive destruction and loss of human life, particularly in the impoverished areas of the interior. The cumulative effects of a protracted period of armed conflict (1971-91), an earlier earthquake in 1986 and Hurricane Mitch in 1998 had already taken their toll on the economic infrastructure of El Salvador. In reconstruction efforts which took place throughout the 1990s, many of the poorer communities of the interior which were worst affected by the recent earthquakes were marginalized and rendered even more fragile economically. The conditions necessary for the generation of "decent work" were therefore already lacking in these areas at the time of the 2001 earthquakes.

In response to this emergency, a joint team comprising specialists from the ILO Area Office in San José, professionals from ILO projects in El Salvador and the Central American Region and the IFP/CRISIS arrived in El Salvador on 1 February for two weeks. The mission contributed to a rapid assessment of the impact of the disaster on employment and, based on available secondary information about the employment situation in the pre-crisis period, made proposals which emphasized building upon local knowledge and economic activities and using local materials to generate new jobs and strengthen existing ones.

Proposals developed by the ILO mission were incorporated into the Economic Commission for Latin America (ECLA) Report and Recommendations for El Salvador Reconstruction, the Common UN Framework to Support the Reconstruction Process in El Salvador, and "United for El Salvador" - the Government of El Salvador's strategic framework for economic and employment recovery.

The proposed strategy identifies two areas of intervention:

- The first is the reversal of the depression in the local economies, by stimulating local labour demands through introducing employment-intensive methods into infrastructure reconstruction, and prioritizing the participation of the affected population in the potential labour force.
- The second area of intervention was to build upon the first set of interventions, introducing new investment initiatives to support sustainable employment recovery. Activities, carried out in partnership with the UNDP, include the restoration of commercial buildings and productive units next to dwellings, capacity building for local construction enterprises and boosting the production and supply of goods and services.

The United Nations Fund for Population Activities (UNFPA)

The UNFPA extends assistance to developing countries, countries with economies in transition and other countries at their request to help them address reproductive health and population issues, and it raises awareness of these issues in all countries, as it has since its inception.

The UNFPA's main areas of work are: to help ensure universal access to reproductive health, including family planning and sexual health, to all couples and individuals on or before the year 2015; to support population and development strategies that enable capacity building in population programming; to promote awareness of population and development issues; and to advocate for the mobilization of the resources and political will necessary to accomplish its areas of work.

The UNFPA is guided by, and promotes, the principles of the Programme of Action of the International Conference on Population and Development (1994). In particular, the UNFPA affirms its commitment to reproductive rights, gender equality and male responsibility and to the autonomy and empowerment of women everywhere. The UNFPA believes that safeguarding and promoting these rights and promoting the well-being of children, especially girl children, are development goals in themselves. All couples and individuals have the right to decide freely and responsibly the number and spacing of their children as well as the right to the information and means to do so.

The United Nations Children's Fund (UNICEF)

UNICEF is mandated to advocate and work for the protection of children's rights, to help the young meet their basic needs and to expand their opportunities to reach their full potential. In this, it is guided by the Convention on the Rights of the Child. UNICEF works to ensure special protection for the most disadvantaged children – victims of war (including child soldiers), disasters, extreme poverty, all forms of violence and exploitation, and those with disabilities.

In emergencies, UNICEF's Office of Emergency Programmes is the focal point for emergency assistance, humanitarian policies, staff security and support to UNICEF offices in the field, as well as strategic coordination with humanitarian partners both within and outside the UN system – including OCHA. UNICEF's New York-based Operations Center provides a 24-hour emergency communications system that may be accessed by UN agencies when there are concerns for staff security in the field.

The World Food Programme (WFP)

The WFP provides food to sustain victims of emergencies and disasters, to improve the nutrition of the most vulnerable people, and to promote the self-reliance of poor people and communities. The WFP's dual relief and development mandate allows it to play a major role in the continuum from emergency relief to rehabilitation and development, where priority is given to disaster prevention, preparedness and mitigation, as well as post-conflict

rehabilitation activities. The WFP's large-scale food-aid operations have led it to develop a highly specialized and cost-effective logistics capability, including conventional surface and air transport, as well as barge and air-drop operations.

In complex emergencies, the WFP plays an important role in the coordination of food aid and logistics through the collection and dissemination of information on global food aid deliveries and requirements and through in-country coordination structures. The WFP also has a high level of expertise in the area of emergency telecommunications, in particular "deep-field" connectivity, and may in certain situations be in a position to address the telecommunications needs of other UN agencies in a country.

The World Health Organization (WHO)

The WHO is essentially a development organization, but one that may play an important role in emergency situations. The WHO Division of Emergency and Humanitarian Action is responsible for assisting in the coordination of the international response to complex emergencies and natural disasters in the health field, in close cooperation with other agencies. In this context, the WHO provides expert advice on epidemiological surveillance, control of communicable diseases, public health information and health emergency training. Other emergency relief activities include the fielding of emergency assessment missions, organizational support for health emergency coordination, provision of specialized drugs and medical supplies, and stockpiling and standardizing specialized emergency health supplies. The WHO's emergency-preparedness activities include policy-making and planning, awareness-building, and the dissemination of technical advice, focusing particularly on training activities in the health sector.

4.3 *The United Nations – Other*

There are two other bodies in the United Nations system which do not belong to the two previous subsets. They are not operational – in the sense that they do not provide material assistance to the victims, but they are nonetheless important members of the humanitarian community.

The Office of the High Commissioner for Human Rights (OHCHR)

The High Commissioner for Human Rights is the United Nations official with the principal responsibility for United Nations human rights activities, under the direction and authority of the Secretary-General and within the framework of the overall competence, authority and decisions of the General Assembly, the Economic and Social Council and the Commission on Human Rights.

In Resolution 48/141 of 23 December 1993, the General Assembly listed the High Commissioner's specific responsibilities. They include, inter alia, responsibility to:

- promote and protect the effective enjoyment by all of all civil, cultural, economic, political and social rights, including the right to development;
- provide advisory services and technical and financial assistance in the field of human rights to states that request them;
- coordinate United Nations education and public information programmes in the field of human rights;
- play an active role in removing the obstacles to the full realization of human rights and in preventing the continuation of human rights violations throughout the world;
- engage in a dialogue with governments in order to secure respect for human rights;
- enhance international cooperation for the promotion and protection of human rights;
- coordinate human rights promotion and protection activities throughout the United Nations system; and

- rationalize, adapt, strengthen and streamline the United Nations machinery in the field of human rights in order to improve its efficiency and effectiveness.

The Representative of the Secretary General on Internally Displaced People (RSG IDP)

In 1992, in response to growing international concern about the large number of internally displaced persons throughout the world and their need for protection and assistance, the UN Secretary-General, at the request of the Commission on Human Rights, appointed a Representative on Internally Displaced Persons. The RSG was requested to examine the human rights issues relating to internal displacement and to prepare a comprehensive study identifying existing laws and mechanisms for the protection of internally displaced persons, measures to strengthen the implementation of these laws and mechanisms, and additional ways of addressing protection needs.

The mandate of the RSG has since been renewed three times, and the RSG requested to continue his analysis of the causes of internal displacement, the needs of those displaced and measures of prevention. In fulfilment of these responsibilities, the RSG monitors internal displacement worldwide, undertakes country missions, establishes dialogues with governments, collaborates with intergovernmental, regional and non-governmental organizations, makes recommendations to improve international and regional institutional arrangements, assesses international legal protection and publishes reports for action by governments, the Commission, the General Assembly, international organizations and NGOs.

4.4 *The "Common System"*

There are two organizations which, while not belonging officially to the UN system, share with it a number of features, systems and procedures. They are said to belong to the "Common System" of the United Nations.

The International Organization for Migration (IOM)

The IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental body, the IOM acts with its partners in the international community to assist in meeting the operational challenges of migration, advance understanding of migration issues, encourage social and economic development through migration and uphold the human dignity and well-being of migrants.

The IOM helps states and individuals to solve migration problems through three types of programmes:

- The Humanitarian Migration Programme provides migration assistance to persons fleeing conflict situations, to refugees being resettled in third countries or repatriated, to stranded individuals and unsuccessful asylum seekers returning home, to internally and externally displaced persons, to other persons compelled to leave their homelands, to individuals seeking to reunite with their families and to migrants involved in regular migration.

- The Migration for Development Programme provides skilled manpower to states, taking into account national development priorities as well as the needs and concerns of receiving communities, and fosters a reverse "brain drain".
- The Technical Cooperation Programme offers advisory services on migration to governments, intergovernmental agencies, non-governmental organizations and others.

The World Bank

Since its inception, the World Bank has provided more than US\$ 200 billion in financial and technical assistance for developing countries to stimulate economic growth and stability. The World Bank, a multilateral agency, consists of four closely associated institutions, namely the International Bank for Reconstruction and Development (IBRD), the International Development Association (IDA), the International Finance Corporation (IFC) and the Multilateral Investment Guarantee Agency (MIGA).

The Bank supports development projects and sector investment programmes to rebuild capital infrastructure such as transportation and communication, improve education, expand economic opportunities and strengthen population planning, health and nutrition services. Typically, through loans or grants, the World Bank does not finance the entire cost of a project. It finances the components of a project purchased with foreign exchange, which on average is about 40 per cent of the total project cost.

4.5 *The Red Cross/Red Crescent*

For much of the general public, and for some humanitarian workers as well, there is but one "International Red Cross". This is not true, and it is important to clarify mandates, roles and responsibilities of the various components of the International Red Cross/Red Crescent movement. The movement is composed of the International Committee of the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies (IFRC) and by 175 national Red Cross or Red Crescent Societies. The ICRC and the IFRC enjoy status of standing invitees in the IASC.

National Red Cross/Red Crescent Societies

National Societies embody the work and principles of the International Red Cross and Red Crescent movement. They act as auxiliaries to the public authorities of their own countries in the humanitarian field and provide a range of services including disaster relief and health and social programmes. During wartime, national Societies assist the affected civilian population and support the army medical services where appropriate.

National Societies' programmes and services are tailored to each country's needs and address both immediate and long-term issues and include:

- community-based health
- first-aid training and activities
- control and prevention of diseases
- HIV/AIDS prevention
- water and sanitation

- emergency shelter, food and medicine
- disaster preparedness
- blood donor recruitment, collection and supply
- restoring family contacts for victims of disaster and conflict
- youth activities.

The International Federation of Red Cross and Red Crescent Societies

The International Federation of Red Cross and Red Crescent Societies is the world's largest humanitarian organization, providing assistance without discrimination as to nationality, race, religious belief, class or political opinions.

Founded in 1919, the International Federation comprises 175 member Red Cross and Red Crescent Societies - with an additional number in formation - a Secretariat in Geneva and more than 60 delegations strategically located to support activities around the world. The Red Crescent is used in place of the Red Cross in many Islamic countries.

The Federation's mission is to improve the situation of the most vulnerable people - those who are at greatest risk from situations that threaten their survival or their capacity to live with an acceptable level of social and economic security and human dignity.

The Federation coordinates and directs international assistance to victims of natural and technological disasters, to refugees and to those in health emergencies. It combines its relief activities with development work to strengthen the capacities of the national Societies and, through them, individual people.

The unique network of national Societies - which covers almost every country in the world - is the Federation's principal strength. Cooperation between national Societies gives the Federation greater potential to develop capacities and assist those most in need. At the local level, the network enables the Federation to reach individual communities.

Together, the national Societies have 105 million volunteers and 300,000 employees who provide assistance to some 233 million beneficiaries each year.

The International Committee of the Red Cross (ICRC)

The ICRC is the founder body of the Red Cross movement and the promoter of the Geneva Conventions and their additional Protocols, both parts concerning the treatment of wounded and sick military personnel, prisoners of war, and civilian populations in internal and international conflicts. It is an independent and private institution and is neutral and politically, ideologically, and religiously impartial. The Committee itself is composed of a maximum of 25 members, all of whom are by statute Swiss citizens.

The ICRC, which has its headquarters in Geneva, acts in cases of conflict - internal or international - to:

- ensure that the Geneva Conventions are observed by parties to the conflict;
- assure/provide protection, medical care and material relief assistance to victims of conflict;

- organize tracing services to identify and re-establish communications between family members who have become separated, as well as tracing and visiting prisoners (e.g. prisoners of war or "security detainees").

The ICRC cooperates with the national Societies but exercises its particular functions and usually mounts its own operations separately. It establishes its own offices (delegations and sub-delegations) and assigns its own personnel (who will be Swiss ICRC delegates or delegates from other national Societies - there will always be Swiss ICRC delegates in any delegation and usually in the core functions). Medical teams from other national Societies may be assigned in the field under the auspices and directions of the ICRC. The ICRC raises funds by international appeals.

4.6 *Non-governmental organizations (NGOs)*

The NGO community is becoming increasingly important in the humanitarian world. The period from around 1980 until the beginning of the 1990s has rightly been called the decade of the NGOs. In the years after the Second World War, the number of international NGOs began to soar (from 832 in 1951 to 9,398 in 1981). These NGOs include all aspects of relief work. In the 1980s, the number of international NGOs nearly doubled to 16,208 in 1990. Of these, about 500 are involved directly with humanitarian work.

NGOs work in all areas of the humanitarian field and provide the greatest international capacity to implement relief on the ground. Therefore, it is important to interrelate with them, as there is valuable information and help to be found (and given). Usually, one or more NGOs are actually physically in the area of an emergency before, during and after the impact and will therefore have hands-on information and experience of the issues. NGOs also tend to specialize in one or two fields or to direct their efforts towards one needy population group. They usually offer skilled staff, rapid deployment capacity (if they are not already in the area), operational flexibility, and resources that might not otherwise be available in an emergency.

The number of local NGOs has also accelerated in the past years. These can be helpful in a variety of ways, especially because they are known locally and they themselves know the area, the culture, the population, etc. In many cases, they work together with international NGOs, the UN and others. They are assets that can be helpful not just with giving information, but also as implementing partners.

Whilst NGOs, especially the larger ones, are present *per se* in the coordination mechanisms at the field level, they are represented in the headquarters-based IASC through three "umbrella organizations".

InterAction

InterAction, a membership association of United States private voluntary organizations, exists to enhance the effectiveness and professional capacities of its members engaged in international humanitarian efforts. Further, InterAction exists to foster partnership, collaboration, leadership and the power of this community to speak as one voice as it strives to achieve a world of self-reliance, justice and peace.

To realize this mission, InterAction works to enhance the identity, autonomy, credibility and diverse perspectives of each member agency, provides a broad-based, participatory forum for professional consultation, coordination and concerted action and fosters the effectiveness and recognition of the community, both professionally and publicly. In addition, it sets a standard of the highest ethics in carrying out its mission.

InterAction is committed to advocating and fostering human dignity and development. It strives for world justice through programmes of economic and social development, relief and reconstruction and tries to ameliorate the plight of refugees and migrants through relief, protection, settlement in place, voluntary repatriation or settlement in a third country. Its final aim is to help people to help themselves.

The Steering Committee on Humanitarian Response (SCHR)

The SCHR is an alliance of international NGOs involved in emergency humanitarian assistance. The aims of the SCHR are to improve cooperation among humanitarian agencies and the quality and ethical conduct of humanitarian action. The SCHR, jointly with InterAction, is sponsoring the SPHERE project to develop minimum standards for humanitarian assistance.

The SCHR is, jointly with the International Red Cross and Red Crescent movement, the author and promoter of the code of conduct for NGOs in disaster relief.

Currently, its members are religious NGOs (the World Council of Churches, the Lutheran World Federation, Caritas International) and secular NGOs (CARE International, Save the Children Fund (SCF), OXFAM, MSF as well as the IFRC and the ICRC).

The International Council of Voluntary Agencies (ICVA)

The ICVA functions as an advocacy network, adding value to the work of the NGOs that form its membership. It ensures involved and informed NGO networks and facilitates a real "policy to implementation" partnership between NGOs and international agencies.

The ICVA's main objectives are to:

- act as a catalyst and tool for the accurate, timely, and effective exchange of information;
- strengthen the networks among NGOs and function as a platform to strengthen working relationships with agencies and bodies; and
- facilitate, promote and support NGO advocacy capacity-building efforts.

The ICVA is committed to act as an instrument for facilitating global NGO work that aims to alleviate human suffering in natural and man-made disasters, to protect and promote respect for human rights, to strengthen civil society and democracy, to uphold social and gender equity, eradicate poverty and to sustain human development.

4.6 *Bringing it all together - OCHA*

The Office for the Coordination of Humanitarian Affairs (OCHA) has a central role in the international humanitarian community. This role is articulated across three main functions:

The coordination of humanitarian emergency response

Coordination in the field takes place through the work of Resident/Humanitarian Coordinators, who lead the UN Country Teams. Where appropriate, Field Coordination Units (staffed largely by OCHA) may be established to support the Coordinator. In complex emergencies, OCHA representatives in the field must cooperate with a broad range of actors, in addition to humanitarian organizations. At headquarters level, the head of OCHA has dual responsibilities as Under-Secretary-General for Humanitarian Affairs (USG) and as Emergency Relief Coordinator (ERC). In his role as ERC, he chairs the Inter-Agency Standing Committee (IASC) that brings together the major humanitarian players, both within and outside the UN system, and is the most important forum for reaching consensus on coordinating the international humanitarian response to emergencies. As USG, the head of OCHA is the principal adviser to the Secretary-General on humanitarian issues and Convener of the Executive Committee for Humanitarian Affairs (ECHA). The ECHA provides a forum for the humanitarian community and the political and peacekeeping departments of the UN Secretariat to share perspectives on humanitarian crises and issues.

Policy development and policy coordination

In close collaboration with its humanitarian partners, OCHA seeks to ensure that appropriate policies are adopted and applied within each emergency or disaster and that important issues falling between the existing mandates of humanitarian organizations are addressed.

Advocacy of humanitarian issues

OCHA's advocacy function is carried out on one level through its briefings to intergovernmental bodies, in particular the Security Council, and through its strong links with other components of the UN Secretariat (such as the Department of Political Affairs and the Department of Peacekeeping Operations). Its main aim is to give voice to victims and ensure that humanitarian issues and concerns are taken fully into account in all relevant fora (political, peacekeeping, developmental, human rights and humanitarian).

5. THE INTER-AGENCY STANDING COMMITTEE (IASC)

The Inter-Agency Standing Committee is commonly referred to as “the primary mechanisms through which the Emergency Relief Coordinator discharges his/her coordination functions”. In fact, the IASC means several different things and should be viewed as the main forum where the humanitarian and development community creates policy concerning crisis response and reconstruction. In this chapter, we will look at how this complex mechanism is articulated, and how its various components work.

Resolution 46/182, adopted by the UN General Assembly in 1991, was a crucial turning point for the humanitarian world in many respects. In particular, through the establishment of the Inter-Agency Standing Committee, the General Assembly acknowledged that humanitarian affairs are not the “property” of any one particular agency or organization. In so doing, the General Assembly took note and in some way “formalized” a *de facto* situation, which is evident in any large-scale emergency: multi-dimensional crises are responded to by a large number of actors, and none of these actors has – or can claim – primacy or special status.

An Inter-Agency Standing Committee serviced by a strengthened Office of the United Nations Disaster Relief Coordinator should be established under the chairmanship of the high-level official with the participation of all operational organizations and with a standing invitation to the International Committee of the Red Cross, the League of Red Cross and Red Crescent Societies, and the International Organization for Migration. Relevant non-governmental organizations can be invited to participate on an ad hoc basis. The Committee should meet as soon as possible in response to emergencies.¹⁰

The IASC was effectively established in June 1992 under the leadership of the Emergency Relief Coordinator to serve as the primary mechanism for inter-agency coordination relating to humanitarian assistance in response to complex and major emergencies.

The IASC is a headquarters-based mechanism which deals primarily with policy issues. Even when the IASC Working Group (IASC WG) debates country or operational issues, it does so not with the view of taking operational decisions to be implemented immediately, but rather to provide policy guidance to the Resident/Humanitarian Coordinator and to the Country Team.

Before looking into some details at the complex organization of the IASC mechanism, it is perhaps useful to briefly outline, in very practical terms, its main components and their functions.

The **IASC “proper”**, at Head of Agency level, meets twice per year to oversee the plan of action of the Working Group and Subsidiary Bodies and to take major policy

¹⁰ UN General Assembly Resolution 46/182.

decisions. The IASC is also extremely important for its symbolic value: it embodies the humanitarian community at its top decision-making level, and it therefore provides legitimacy to the entire mechanism of the IASC. Also, the IASC can provide an extremely powerful advocacy tool, as its voice represents the entire humanitarian world. When the IASC speaks – and it should do it far more often – its voice is inevitably more authoritative than the voice of any of its members.

The **IASC Working Group (IASC WG)**, which meets four to six times per year for one-and-a-half to two days, is the mechanism for making policy within the humanitarian community. Its members, at the Director of Emergency level, have the seniority and mandate to be able to take decisions on behalf of their organizations, but still retain strong links with (and often are directly involved in the management of) humanitarian operations. This enables the IASC WG to actually deal with the substance of the issues and to take informed decisions.

When a particular issue is too controversial to be discussed by the IASC WG or it is still in the very early stages of the policy development process, the IASC WG decides to form a **Subsidiary Body** (a task force, reference group, sub-working group or other) to deal with it until it is ready for consideration by the IASC WG itself. Subsidiary Bodies then meet at technical level for anything between a month and two years, until a consensus report is produced with a series of recommendations which are discussed, possibly refined and eventually endorsed by the IASC WG. Once the report/recommendations have been considered and endorsed by the IASC WG, the Subsidiary Body is disbanded.

To have an idea of what kind of issues the IASC deals with, the 19 issues that constitute the work plan for 2002 are listed below. In addition to these issues, meetings of the IASC and IASC WG normally consider particular country situations and other emergencies.

1. Protection and Assistance to IDPs
2. Strengthening the Resident/Humanitarian Coordinator System
3. Post-Conflict Reintegration
4. CAP Improvement
5. Strengthening the Response to Natural Disasters
6. Staff Security
7. Preparation of ECOSOC 2002
8. IASC Advocacy/Public Outreach/Information Management
9. Peace Building
10. Strengthening Sectoral Capacity to Respond in Emergencies
11. Gender and Humanitarian Assistance (Reference Group)
12. CAP (Sub-Working Group)
13. Emergency Telecommunication (Reference Group)
14. Training (Task Force)
15. Small Arms (Reference Group)
16. Sanctions (Reference Group)
17. Humanitarian Action and Human Rights (Reference Group)
18. Terms of Engagement with Armed Groups
19. Preparedness and Contingency Planning (Reference Group)

The following material is adapted from the *IASC Terms of Reference and Action Procedures* adopted by the IASC in February 1998.

5.1 *Structure and composition*

The members of the IASC are the heads or their designated representatives of the UN operational agencies (UNDP, UNICEF, UNHCR, WFP, FAO, WHO). In addition, there is a standing invitation to the IOM, the ICRC, the IFRC, UNHCHR, the World Bank, the UNFPA and the Representative of the Secretary-General on IDPs. The NGO consortia, the ICVA, InterAction and the SCHR, are also invited on a permanent basis to attend. The IASC is chaired by the ERC.

The IASC may also invite, on an ad-hoc basis, representatives of specialized organizations.

The members will also be represented at the Working Group level (IASC WG) by senior management (the Director of the Emergency Division or comparable entities). The IASC WG is chaired by the Director, OCHA-Geneva.

The IASC WG, upon request of the IASC, or as required, establishes Subsidiary Bodies (Reference Groups, Sub-Working Groups, Task Forces) to assist in developing policy or operational guidelines for relief interventions as well as their interface with rehabilitation and developmental processes. These Subsidiary Bodies may be emergency-specific or focus on a particular policy issue. The Terms of Reference for each Task Force will be determined by the IASC WG, and progress will be monitored by the IASC WG.

5.2 *Objectives and principles*

The primary objectives of the IASC in complex, and major emergencies are to:

- develop and agree on system-wide humanitarian policies;
- allocate responsibilities among agencies in humanitarian programmes;
- develop and agree on a common ethical framework for all humanitarian activities;
- advocate common humanitarian principles to parties outside the IASC;
- identify areas where gaps in mandates or lack of operational capacity exist;
- resolve disputes or disagreement about and between humanitarian agencies on system-wide humanitarian issues.

In so doing, five key principles are observed:

Respect for mandates	Decisions of the IASC will not compromise members with respect to their own mandates.
Ownership	All members have an equal ownership of the Committee and its Subsidiary Bodies.
Subsidiarity	Decisions will be taken at the lowest appropriate level.
Overall objective	The ultimate objective of any decision should be that of improved delivery of humanitarian assistance to the affected population.

Impartiality of the Secretariat

The IASC will be serviced by the Administrative Secretariat that does not represent the interests of any one member.

5.3 *Specific responsibilities of the IASC, its Working Group and the Administrative Secretariat*

The IASC has responsibility for:

- making strategic policy decisions;
- making major operational decisions;
- arbitration where no consensus can be reached at the Working Group level;
- advocating common humanitarian principles, collectively or individually, on behalf of the IASC;
- approving the general work programme of the IASC and the WG;
- bringing issues to the attention of the Secretary-General and the Security Council through the ERC;
- designating the Humanitarian Coordinators and selecting coordination arrangements.

The IASC Working Group has responsibility for:

- formulating the agenda for the IASC meetings;
- making non-strategic policy and operational decisions;
- preparing options and recommendations for the IASC on strategic policy issues and major operational issues;
- considering and reviewing decisions taken by ad-hoc groups.

The Administrative Secretariat has responsibility for:

- maintaining administrative communication channels between members;
- collating possible future agenda items on an on-going basis;
- preparing an annual workplan for the WG based on decisions taken at the annual meeting of the WG;
- monitoring preparations for each meeting of the IASC or WG;
- facilitating regular and ad-hoc meetings of the IASC and WG;
- disseminating minutes and records of meetings and decisions taken;
- monitoring the implementation of IASC and WG decisions.

5.4 *Administrative matters*

The IASC meets every six months, the IASC WG meets four to six times a year, and the Subsidiary Bodies meet with varying frequency, as required. Extraordinary meetings of the IASC and IASC WG may be called at the initiative of any member and may take place via video-conferencing or other available media as appropriate.

The annual agenda is discussed and approved by the WG at its annual extended meeting. It is then endorsed by the IASC. On this basis, a workplan for the year is drafted. Progress on the workplan constitutes the basis for the agenda for each meeting of the IASC and WG. An urgent agenda item may be suggested by any member for either a scheduled

meeting or an extraordinary meeting in consultation with the relevant Chair. In that case, substantiating information should be provided by the requesting member.

The responsibility for the preparation of background papers lies with all members and will be allocated by the Working Group at the extended annual meeting according to expertise. Papers are submitted to the Secretariat for circulation not less than ten working days prior to a meeting except in cases of extreme urgency. Papers are expected to include a summary of the issues raised and options and recommendations for the consideration of the IASC or IASC WG.

All formal meetings of the IASC and IASC WG are minuted, and Action Points and Summary Records are produced by the Administrative Secretariat. The Action Points agreed at the meeting always indicate deadlines and responsibility for implementation.

5.5 *Subsidiary Bodies*

At the time of writing, in June 2002, eight Subsidiary Bodies were in existence within the framework of the IASC:

Humanitarian Consequences of Sanctions (RGHCS)

The Reference Group on Humanitarian Consequences of Sanctions (RGHCS) exists to provide objective information and analysis on a technical level on the humanitarian implications of sanctions regimes. It draws on expertise within the OCHA, UN agencies, and other humanitarian organizations, including NGOs, to assess and monitor the humanitarian impact of sanctions through elaboration and tracking of relevant technical indicators. In particular, the RGHCS looks at how adverse humanitarian consequences of sanctions regimes could be minimized.

Consolidated Appeals Process (CAP)

The overall aim of the Sub-Working Group on the CAP is to foster a closer inter-agency collaboration with regard to the CAP. The Terms of Reference include: strengthening the planning and strategic component of the appeal process; streamlining the CAP with other funding and programming mechanisms such as the Round Table Process, the Consultative Group, and the UN Development Assistance Framework (UNDAF); dovetailing the CAP with the Strategic Framework; identifying an appropriate role for donors in the process; strengthening the role of the UN Humanitarian Coordinator as a facilitator of the process; identifying standard procedures and modalities for the inclusion of NGOs in the CAP process; streamlining special concerns for children, women and human rights; and promoting training initiatives devised to strengthen the process.

Human Rights and Humanitarian Action

The Reference Group on Human Rights and Humanitarian Action works to enhance the understanding and implementation of the legal framework among humanitarian actors. Terms of Reference include: the development of Field Practices in International Humanitarian, Human Rights and Refugee Law to facilitate effective action by

relief/humanitarian personnel operating in environments or armed conflict. The OCHA was requested to coordinate the production of this project; the preparation of a paper on the relationship between the humanitarian community and rights-based approach; the preparation of a paper on the relationship between International Humanitarian Law and Human Rights; and the production of Training Modules on International Humanitarian Law and Human Rights for relief personnel.

Small Arms

The work of the Reference Group on Small Arms concentrates on the impact of small arms/light weapons availability on agency operations, i.e. security, programme design, suspension of operations and the effects of their availability to civilian populations, including the secondary socio-economic effects.

Emergency Telecommunications

The Reference Group on Emergency Telecommunications provides guidance and a coordinating mechanism for telecommunications in humanitarian assistance. Among its main “products” are the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations, the Telecommunication Officer concept and the agreement on standard communication channels for safety and security and for on-site coordination.

Training

The Reference Group on Training works at identifying gaps in the training programmes of the various agencies on humanitarian subjects and suggesting measures to fill those gaps.

Gender and Humanitarian Response

A Sub-Working Group on Gender and Humanitarian Response was established by the IASC WG in November 1998. This group had its first meeting in January 1999. It is co-chaired by the WFP and UNICEF, with the participation of the FAO, the OCHA, the OHCHR, the UNHCR, the UNDP, the IOM, the UNFPA, the ICRC, the IFRC, the SCHR, the WHO, the ICVA, and InterAction. In May 1999, the IASC endorsed the *Policy Statement on Mainstreaming Gender into Humanitarian Response* and the related background document. The SWG developed a Resource Kit intended to help IASC members, and others, to implement the policy.

Preparedness and Contingency Planning

This Reference Group coordinates the work done by IASC members in policy development concerning disaster preparedness and contingency planning.

5.6 Other IASC meetings

Members and standing invitees of the IASC, as well as other agencies concerned with crisis response and reconstruction such as the ILO, participate in information-sharing and coordination meetings organized in New York and Geneva.

On a weekly basis (once in New York and once in Geneva), the IASC Secretariat gathers agencies for an information-exchange meeting on the current emergencies and on selected policy issues.

In addition, ad-hoc inter-agency meetings are organized at Headquarters to deal with specific problems. During acute crises, a task-force mechanism is often created for a limited period of time, with the participation of all the concerned agencies. Inter-agency meetings are also called on the occasion of debriefings following important field missions.

6. THE EXECUTIVE COMMITTEES

In 1997, the UN Secretary-General Kofi Annan launched his reform programme for the United Nations. As part of this programme, he established four Executive Committees aiming at improving efficiency and effectiveness in the management of the organization. These bodies are geared towards supporting the Secretary-General in taking quick, executive decisions which are binding in the UN context. This chapter provides a brief outline of two of them, the most important ones in the framework of crisis response and, especially, reconstruction.

6.1 *The United Nations Development Group (UNDG)*

The United Nations Development Group (UNDG) was established to provide a framework for greater coherence and cooperation in the development activities of the United Nations system. Although its role in the coordination of crisis response operations is marginal, a brief description is provided here in light of its bearing on post-crisis reconstruction environments.

In his crucial report, *Renewing the United Nations: a Programme for Reform*, Kofi Annan affirmed that:

It is now feasible to move into the next phase of this process with the designation of the United Nations Development Group to supersede the sectoral group on development operations. The Development Group Executive Committee will be reconstituted under the leadership of the Convenor of the Executive Committee, the Administrator of the UNDP. Its membership will consist of the UNDP, UNICEF and the UNFPA with participation by others in respect of matters relevant to their interests and mandate. The Development Group Executive Committee will further sharpen the contributions that each entity is called upon to make to the overall objectives of the organization, while helping each entity to avoid duplication and build on the work and capacity of the other; serve as a policy development and management instrument geared to contributing to, and effecting, policy, administrative and operational decisions in each entity, while at the same time strengthening decision-making processes in the organization as a whole; provide a forum for heads of entities to consult on submissions to their governing bodies on both substantive and administrative matters that have implications for other members of the group or for the organization as a whole; contribute to strengthening policy coherence and cost-effectiveness by avoiding duplication and by pulling resources and services so as to maximize programme impact and minimize administrative costs; share draft work programme and budget documents sufficiently in advance of their finalization and submission to the relevant governing bodies to make such consultations a meaningful phase in the programming process; and to promote a more unified United Nations' presence at the country level through, inter alia, providing a forum for concerted directives to Resident Coordinators and Field Representatives in order to ensure more integrated and consistent substantive support from headquarters to their work.

Today, the members of the UNDG provide policy and programme support to more than 150 countries around the world in areas such as poverty, sustainable development, good governance, human rights, child welfare, population and reproductive health/family planning,

women's rights, food security, human settlements and drug control. Together, they mobilize and deploy more than US\$5 billion in resources for development.

An Executive Committee leads the undg and is comprised of the heads of the UNDP, UNICEF, the UNFPA, and the WFP.

In addition to the Executive Committee members, the undg also includes DESA, the ILO, the UNDCP, UN-HABITAT, UNOPS, UNIFEM, UNAIDS, UNCTAD, the WHO, IFAD, UNESCO, the FAO, the regional commissions, the UNHCHR and the Special Representative of the Secretary-General for Children in Armed Conflict. The undg Executive Committee is comprised of the UNDP, UNICEF, the UNFPA, the WFP, and other entities participating as warranted by their interests and mandates. The Office of the Spokesman of the Secretary-General and the United Nations Fund for International Partnerships (UNFIP) participate in the undg as observers.

6.2 *The Executive Committee on Humanitarian Affairs (ECHA)*

ECHA can be seen as the “UN-only” equivalent of the IASC. Chaired by the Emergency Relief Coordinator (who is also the executive head of OCHA), it brings together senior executives of various agencies and departments. ECHA meets monthly in New York.

ECHA’s membership does not include entities such as the Red Cross or NGOs. Instead, the presence of the two biggest departments in the UN Secretariat (the Department of Political Affairs (DPA) and the Department of Peace-Keeping Operations (DPKO) add political and military dimensions to the humanitarian consultations.

ECHA’s membership includes the UNDP, UNICEF, the UNHCR, the WFP, the OHCHR, the DPA, the DPKO, UNRWA (occupied territories/Palestine), and the Special Representative of the Secretary-General for Children and Armed Conflicts.

ECHA works closely with the two other Executive Committees (undg and the Executive Committee on Peace and Security), collaborating – among other things - on developing the concept of Strategic Framework as a tool to define the principles, goals and institutional arrangements for a coherent and effective UN response to a particular country in crisis.

7. EARLY WARNING

Humanitarian crises do not develop overnight. Virtually all the large-scale humanitarian emergencies of the two last decades showed “precursor signs” and, at some point, gave indications that the situation was quickly deteriorating. The international community, especially at political decision-making level, has often been criticized for not intervening soon enough to avert a major crisis (Rwanda in 1994 was a blatant example). This chapter describes the primary mechanism through which the political, peace-keeping and humanitarian components of the United Nations address this issue.

Created in 1995 to better coordinate planning and operational activities among the humanitarian, peace-keeping and political sectors of the United Nations Secretariat in regards to peace-keeping missions, the **Framework for Coordination** has evolved to act as a mechanism for early warning and *preventive* action among ten UN participating departments, programmes, offices and agencies. It now includes the DPA, OCHA, the DPKO, the UNDP, the OHCHR, UNICEF, the UNHCR, the WFP, the FAO and the WHO. The World Bank became the newest member of the Framework Process in February 2000.

The Framework Team (FT) is composed of senior managers (D1/D2) from each of the participating organizations and helps to facilitate bringing other UN entities into a joint review and analysis process. This is accomplished by adherence to the principle that situations of concern to one or more of the participating departments, programmes, offices and agencies are required to be reviewed by the others from their unique perspective.

The overall goal of the Framework Process is to produce a swift and integrated UN system-wide response in the form of a comprehensive preventive action strategy to potential crises.

From the practical point of view, the Framework Process goes through five steps.

Step one: Desk and/or field officers nominate "countries/situations of concern" which are put forward by any of the participating organizations. The criteria for nominating a country or situation is that if, in the opinion of the desk officer, the situation presents a potential to develop into a complex emergency, conflict, or other circumstance where there may be a *prima facie* case for UN preventive action then identification and implementation of possible preventive or preparedness measures could ameliorate the situation. If a more complete analysis of the situation could benefit from additional interdepartmental review, participating organizations will recommend the situation for Framework review.

Step two: Once countries/situations of concern have been nominated, they are submitted for preliminary review to all other members of the FT. These initial reviews require that other participating organizations analyse the situation from their respective perspectives for potential crisis indications. These preliminary reviews should result in additional field input.

Step three: The FT normally meets monthly or more often if needed to review and prioritize countries/situations of concern. Each FT member brings to the table information provided by his/her desk or field officers. If in the opinion of the FT, an adequate interdepartmental consultation has not occurred on a country of concern, and the situation has been nominated by two or more members, the FT will request that a Country/Situation Review Meeting be called at the earliest date convenient to all. A meeting may also be requested if only one FT member makes a compelling argument to do so. All Framework Team participating organizations are expected to attend.

Step four: For the Country/Situation Review Meeting, all FT member organizations are invited and expected to attend at the desk officer/liaison level and contribute to the discussion from their agencies' perspectives. The participants determine and recommend further courses of action which may include a range of coordination or preventive measures, from merely continuing to share information, to recommending specific preventive or preparedness actions, to setting up an interdepartmental working group that will promote more frequent and in-depth analysis and monitoring.

Step five: In all cases, a report of the Country/Situation Review Meeting will be distributed among the FT members and to the Resident Coordinator. It is expected that recommendations made for preventive action will be consistent with and supported by the Country Team. The country review meetings should not duplicate the efforts of the Country Team and every effort should be made to work in a complementary manner. When these additional recommendations require interdepartmental decision-making at the Executive Committee level, the FT will assist the department as needed and appropriate. It is expected that preventive action requiring interdepartmental decision-making shall go to the Executive Committee on Peace and Security (ECPS), while humanitarian preparedness measures will be forwarded to ECHA. Cases will be submitted to the executive committee of the UN Development Group as appropriate.

The ILO's standpoint on early warning

Effective crisis prevention and response requires an understanding of the causes of crisis and monitoring and early warning of crisis. Early warning is a continuous process of collecting, monitoring and analysing information that assists the ILO and its constituents to identify actual or potential crises and to determine the appropriate type and timing of an ILO/constituent response. Early crisis monitoring and analysis allows crisis response teams to:

- anticipate and respond to crisis situations that may put current programmes at risk;
- plan and adjust programming so that it is resilient in times of crisis;
- determine whether, when and how to respond to a crisis (pre-, during, post-);
- plan responses relevant to the stage of the crisis which address root causes of the crisis, and where they have comparative advantage.

8. CONTINGENCY PLANNING

During 2001, a collaborative effort carried out by the IASC Reference Group on Contingency Planning and Preparedness, chaired by UNICEF and the WFP, resulted in the endorsement of a set of Guidelines. These Guidelines build on agency-specific contingency planning approaches, experiences and lessons learned and are meant to support the UN Country Teams and partners around the world in compiling and updating contingency plans for potential emergency situations. This chapter, which illustrates this important component of the inter-agency coordination, includes selected text from the IASC-endorsed Guidelines.

The United Nations Resident Coordinators and Humanitarian Coordinators are responsible for ensuring the development and maintenance of contingency plans for humanitarian emergencies in their areas of assignment. For humanitarian response to be effective, coordinated, dependable and timely, emergency preparedness is a prerequisite. Within the broader field of preparedness, contingency planning is recognized as an essential management tool.

In this sense, contingency planning is a management tool used to ensure adequate arrangements are made in anticipation of a crisis. This is achieved primarily through the participation in the contingency planning process itself, as well as through follow-up actions and subsequent revisions of plans.

Experience from previous emergencies clearly indicates that effective response to humanitarian needs at the onset of a crisis depends on the level of preparedness and planning of agencies in the field, as well as the capacities and resources available to them.

Inter-agency contingency planning does not supersede nor replace the need for the contingency planning and preparedness measures of individual agencies. Rather, the inter-agency contingency planning process builds upon and brings together individual agency planning, in order to facilitate common understanding, to avoid duplication of activities and gaps in humanitarian response. Inter-agency contingency planning acts as an umbrella that consolidates agency or sector-specific plans in a coherent framework.

8.1 *Definition*

In general, contingency planning is the process of:

- analysing potential emergencies and their humanitarian impact;
- prioritizing potential emergencies;
- developing appropriate plans, including establishing clear goals, setting objectives, policies and procedures to deal with prioritized potential emergencies; and
- ensuring necessary preparedness measures and follow-up actions are taken.

8.2 Participation

Contingency planning is most effective when it is a participatory process that ideally includes all the actors who will be required to work together in the event of an emergency. The level and extent of the involvement of national governments and regional authorities in the inter-agency contingency planning process depends primarily on the contextual situation and an assessment of the situation by the Country Team. UN contingency plans are made in consideration of national and local plans, capacities and systems, guided by principles including transparency, neutrality and impartiality. While the UN seeks always to support and enhance the capacities of national efforts, in contingency planning and response as in other activities it seeks to do so in ways that do not compromise basic mandates and principles which guide it. The specific mandate, operating principles and working methods of the International Committee of the Red Cross (ICRC) demand that it follows its own contingency planning process. The ICRC undertakes all efforts to coordinate with the UN, within the framework of the respective mandates, in order to achieve greater complementarity and thereby contribute towards rendering humanitarian action more effective. In general, transparency and inclusiveness lead to a more effective response in the event of a crisis; however, in certain instances a more discrete approach may be required. Contingency planning should not be precluded because it is sensitive.

8.3 Leadership

The UN Country Team working with the International Federation of Red Cross and Red Crescent Societies and the NGO community normally form a core group in the inter-agency contingency planning process. The UN Humanitarian Coordinator or Resident Coordinator normally leads the inter-agency contingency planning working group, while individual UN agencies lead sectoral working groups. This core group interfaces with other entities, including national governments and national authorities, in order to involve them fully in the planning process.

8.4 Geographical coverage

Contingency plans can be prepared with different geographical focuses, including at local, country, sub-regional and regional levels. Contingency plans can focus on specific areas in a country, for example a flood-prone area. Most plans are prepared for countries alone. Plans can also be prepared for multiple countries or regions, where there are cross-border issues, as is often the case with refugee emergencies or for natural hazards such as drought. In such instances, consultations between planners from the involved countries are critical in developing regional scenarios that can then inform country-based contingency planning.

8.5 The process

The objective of inter-agency contingency planning is the development of a common understanding of potential emergencies faced and how the United Nations working with governments and partners will respond to these potential emergencies. It is the process of contingency planning that is important, not the production of a document. The document prepared serves as a record of the agreements reached and the decisions made during the contingency planning process. The documents can be used as a basis for future contingency and operational planning, as well as a tool to communicate the results of the process to others.

The main steps of the process are:

Step 1: Coordination and preparing for the contingency planning process

Step 2: Context analysis, scenario building and defining planning assumptions

Step 3: Defining strategies and objectives

Step 4: Defining management and coordination arrangements

Step 5: Developing operational response plans

Step 6: Consolidating the process, follow-up actions and activation

8.6 The content

The content of inter-agency contingency plans should accurately reflect the understandings and relationships among agencies involved in the planning and implementation.

The inter-agency contingency plan acts as an umbrella for sectoral and agency plans which ideally should be attached to it. The relationship between the inter-agency plan and sectoral and agency plans should be dynamic.

Contingency plans should not be too long or too complex; otherwise, the user risks becoming lost in the detail. Considering that agency and sector plans will be attached, the inter-agency plan should not exceed 10-15 pages.

8.7 Maintenance

Once contingency plans have been prepared, the process of planning does not end. As conditions change, plans must be updated with new information. In virtually all cases, ongoing work is required to refine plans, policies, and procedures, especially as situations continue to evolve and change. Ongoing maintenance usually includes review of early warning indicators, updates on actions taken by agencies, and inclusion of important amendments and additions.

The LO's standpoint on contingency planning

In most cases, the ILO's response can be facilitated by pre-crisis preparatory actions and measures that include:

- developing a conflict profile by monitoring political trends and developments, including UN system response and initiatives, such as Security Council action, and monitoring the evolving situation;
- compiling a country profile by collecting or bringing together data on ILO-relevant concerns and preparing a baseline picture;
- conducting dialogue and consultation with available partners, especially with the UN system, social partners and NGOs already working in the area;
- identifying strategic considerations by selecting the appropriate strategy, approach, intervention points and options;
- undertaking advance technical action related to possible options for ILO intervention;
- undertaking advance administrative action related to possible options for rapid ILO interventions.

Analysis and information generated during this phase should be periodically reviewed to test its continued validity, and the assessment and analysis should be accordingly updated.

ILO Generic Crisis Response Modules.

9. JOINT ASSESSMENT

A joint assessment carried out by several agencies at the onset of a crisis is often the first step in coordination of emergency operations. Similarly, a joint evaluation of the reconstruction needs is often the basis for developing a coordinated assistance platform in the aftermath of a crisis. This chapter provides an introduction to this important aspect of inter-agency coordination, provides a description of some of the tools available and looks at some real-life examples of joint assessment missions.

9.1 *Definition*

Broadly speaking, most of the inter-agency assessment activities fall under one or more of the following categories:

Initial or rapid assessment: Initial assessment comprises both situation and needs assessment in the early, critical stage of a disaster to determine the type of relief needed for immediate response.

Situation/disaster assessment: Situation/disaster assessment refers to the process of collecting information on the magnitude of the disaster and the extent of its impact on both the population and infrastructure of the society.

Needs assessment: Needs assessment aims to define the level and type of assistance required for the affected population. The initial needs assessment identifies resources and services for immediate emergency measures to save and sustain the lives of the affected population. It is conducted at the site of a disaster or at the location of a displaced population. It may also identify the need for continued monitoring and reassessment of the unfolding disaster.

In-depth or sectoral assessment: In-depth assessment may refer to both situation and needs assessment. An in-depth assessment usually starts after the initial surveys and will cover critical sectors that have to be addressed for medium- and longer-term relief as well as rehabilitation and reconstruction assistance. In-depth assessments are carried out by specialists in the sectors concerned.

Assessment for rehabilitation/reconstruction: This assessment is carried out, typically by specialists, when the acute phase of the disaster is over and agencies' programming shift focus towards longer-term activities.

9.2 *The actors, the mechanisms and the tools*

Depending on the circumstances, the actors carrying out an inter-agency assessment can be different. In any case, fundamental to the process is the UN Country Team and – where it exists – the UN Disaster Management Team, on which we will expand in the next chapter.

Country level

In relatively small disasters, the Country Team normally carries out the assessment on its own, either through national programme officers or through expatriate personnel of the respective agencies. In such situations, each agency would investigate the sector relevant to its mandate (e.g. the WFP for food requirements and general logistics, UNICEF for immunization and mother-and-child health requirements, the FAO for agricultural aspects, the UNHCR for refugee protection and assistance needs, etc.). The product of such assessment is normally a report issued by the Resident Coordinator in which all agencies' concerns are reflected. Individual agencies often contact their Headquarters as well in order to plan for possible sectoral interventions.

Country/headquarters level

A similar division of responsibilities is applied if, when a disaster is large and/or the assessment requires skills which are not present within the country team, agency personnel is quickly made available from Headquarters to support the Country Team. The UNCHR, for instance, maintains Emergency Response Teams, led by staff drawn from the pool of five Emergency Preparedness and Response Officers (EPROs) who are on stand-by at all times and staffed form a rotating internal roster of UNHCR staff members located in various Field Offices and Units within Headquarters. They have been trained and stand ready for immediate deployment during a given six-month period.

The ILO's inter-agency assessments

The ILO's IFP/Crisis participated in the first joint inter-agency mission on displacement to assess the situation of the high number of internally displaced population (IDPs) in **Colombia**. The mission's aim was to make recommendations geared to addressing the most urgent needs of this group. As a follow-up, IFP/CRISIS in conjunction with the Local Economic Development Programme of the ILO's COOP Branch as well as the ILO Andean Area Office prepared a proposal to promote decent jobs for peace and reconciliation at the local level in Colombia, focusing on IDPs and other vulnerable groups generated by the violence in Colombia.

The ILO participated also in the inter-agency needs' assessment and programme formulation mission in response to post-conflict **Solomon Islands** at the request of the UNDP and the ILO Suva Office. Following the formulation of two project documents by the ILO for a programme estimated at some US\$ 3 million in the area of employment for demobilized militia, the UNDP has now initiated a Letter of Agreement with the ILO to provide specialist consultancy inputs of 12 work-months each in the field of vocational training and SME

Similarly, OCHA maintains the United Nations Disaster Assessment and Coordination (UNDAC) system. Staffed by experienced emergency seconded by governments and UN agencies,¹¹ UNDAC teams work under the authority of the UN Resident Coordinator and in support of the government of the disaster-affected country. The team can be dispatched at very short notice at the occurrence or early warning of a sudden-onset emergency. The team reinforces the office of the Resident Coordinator and/or local government with specialized knowledge in multi-sectoral emergency assessment and management.

The Red Cross/Red Crescent equivalent to the UNDAC teams is the Field Assessment and Coordination Teams (FACT). FACT is staffed by a core group of experienced Red

¹¹ The ILO became the newest member of the UNDAC system in May 2002.

Cross/Red Crescent disaster managers from within the Federation and from the national Societies with different expertise in relief, logistics, health, nutrition, public health and epidemiology, water and sanitation, finance, administration, psychological support, as well as language capabilities. This team is ready for deployment within 12-24 hours' notice for two-four weeks anywhere in the world.

Practically all the other members of the humanitarian and development community have emergency capacity that can be deployed at very short notice for assessment and initial response.

Headquarters level

It is also possible that an inter-agency mission – typically composed of senior personnel – is dispatched directly from Headquarters, generally after the matter has been discussed in the IASC framework. These missions are dispatched often with dual purposes: on the one hand, to actually assess the situation and, on the other, as an advocacy tool to attract – through the participation of high-level officials – the attention of the international community on a particular emergency.

High-level UN inter-agency mission: Kosovo

Because of the deteriorating humanitarian situation, the UN Secretary General sent an inter-agency emergency needs assessment mission to the Federal Republic of Yugoslavia and Kosovo in May 1999. The ILO was part of this mission, whose main purpose was to evaluate the impact of the conflict on the civilian population and to identify the immediate and medium-term humanitarian and other needs

The mission drew attention to the employment crisis resulting from the war; the collapse of the social insurance system; the problems of refugees and internally displaced persons; the absence of dialogue with the independent trade union movement; and the diverse gender impacts of the conflict. It recommended several measures to tackle the employment problems including: emergency employment programmes; employment-intensive assistance in rebuilding the infrastructure; microfinance; local economic development; strengthening institutional capacity at national, provincial and local levels; social assistance and other social protection schemes for the most vulnerable groups; business identification, training and income-generating schemes for conflict-affected groups; the promotion of social dialogue; and special measures to combat the adverse gender impacts of the conflict.

An important follow-up was the setting up of an ILO presence in Pristina in August 1999. The ILO worked with the International Organization for Migration (IOM) and other institutions to run a training workshop on skills training and employment for the reintegration of demobilized soldiers in Kosovo. An ILO mission then formulated a project proposal for the training of demobilized KLA soldiers and unemployed youth for employment, self-employment, and micro- and small enterprise development. A technical paper on the current employment situation in Kosovo was also prepared by an ILO consultant. The ILO Regional Department for Europe set up a task force to develop a package of strategies and programmes for the socio-economic reconstruction of Kosovo, for submission to

10. FIELD COORDINATION IN CRISES

The bulk of coordination activities during a crisis actually takes place in the field. It is therefore important to gain a solid understanding of the coordination arrangements and actual mechanisms which are put in place in response to an emergency. In this chapter, we will look at the Resident Coordinator system and at which changes it undergoes when a crisis strikes. We will also examine in depth the role and functions of the Humanitarian Coordinator, and we will examine the modalities through which field coordination is actually carried out.

10.1 *Non-crisis situation*

In order to properly understand the coordination arrangements and mechanisms which are put in place during a humanitarian emergency, we must take a look at what happens in a given country – typically a developing one – *before* the onset of the crisis.

As we have seen in the chapter describing the humanitarian community, most of the UN agencies involved in humanitarian affairs are development organizations in essence. This is true for other, non-UN organizations as well, particularly the International Federation of Red Cross and Red Crescent Societies, whose primary mandate is to contribute to the development of its member Societies. All these organizations are therefore present in practically all developing countries at practically any given time.

In a development, i.e. non-crisis, situation, each of the UN agencies works with its governmental counterparts on long-term programmes: the WHO, for instance, works with the Ministry of Health on health policy and health development issues, the FAO works with the Ministry of Agriculture, UNICEF works with the Ministries of Education and Health on children and mother-and-child-health issues, etc.

All the UN agencies forming the Country Team are headed by their respective Country Representative. All the Country Representatives report to the Resident Coordinator, who is normally the UNDP Country Representative. In this sense, if we think of the various Country Representatives as the counterparts to their respective Ministers in the government, we can think of the Resident Coordinator as the counterpart to the Prime Minister. In a non-crisis situation, therefore, all the UN agencies forming the Country Team come under the purvey of the Resident Coordinator.

————	Resident Coordinator	Prime Minister
————	UNICEF	Minister of Education and Minister of Health
————	WHO	Minister of Health
————	ILO	Minister of Labour
————	WFP, FAO	Minister of Agriculture
————	... other agencies respective line Ministers ...

10.2 *Crisis situation*

The UN General Assembly has mandated that a **standing UN Disaster Management Team (UNDMT)** be formed in every disaster/emergency prone country. The UNDMT is chaired by the Resident Coordinator, and its composition is unique to each country depending on the circumstances. It normally includes representatives from the FAO, the UNDP, UNICEF, the WFP, the WHO, the UNHCR and the ILO.

The primary purpose of the UNDMT is “to prepare and ensure a prompt, effective and concerted response and promote coordinated UN assistance to the Government for post-emergency recovery”.

Therefore, when a situation arises in a country that demands humanitarian response, the “developmental” UN agencies and other partners enter into an “emergency mode” and become primary actors in the provision of emergency assistance. The UNDMT is activated (when already present before the crisis) or formed (when not present), and the Resident Coordinator provides leadership for the coordination of the efforts of the United Nations system. Coordination may happen with non-UN partners, but, at this stage, coordination arrangements beyond the UN family are not “institutionalized”.

The “institutionalization” of coordination arrangements involving the entire humanitarian community happens when, in response to the severity/complexity of a certain crisis, the Emergency Relief Coordinator, upon recommendation by the IASC and on behalf of the Secretary-General, appoints a Humanitarian Coordinator.

It is important to understand, at this stage, that the Humanitarian Coordinator is in most cases the same person as the Resident Coordinator.

The opportunity to merge the positions of Resident and Humanitarian Coordinator has been an issue debated at length by the IASC. The partisans of a separation between the two functions stressed the need of having a Humanitarian Coordinator much more independent than a Resident Coordinator from the national government could ever be. Such independence, which is closer to the humanitarian spirit and values, would enable a stand-alone Humanitarian Coordinator to represent more effectively the humanitarian community in the negotiations

with the government and/or other parties in conflict concerning humanitarian principles, access to the victims, security for the humanitarian personnel, etc.

The partisans of a merge between the two positions stressed the advantages of “going about relief in a developmental way”. A development-oriented Resident Coordinator would be ideally placed, in this sense, to make sure that emergency assistance is provided in a manner consistent with the long-term development objectives that the Country Team was pursuing before the onset of a crisis.

In fact, also because of hierarchy issues within the United Nations system, the joint Resident/Humanitarian Coordinator model has become the one commonly applied in major emergencies. At the time of writing, there is only one Humanitarian Coordinator who is not Resident Coordinator as well.

The case of emergencies that span more than one country is different. In the mid-1990s, at the peak of the Great Lakes refugee crisis which originated with the 1994 genocide in Rwanda, a Regional Humanitarian Coordinator was appointed to deal with different aspects of the same emergency. The same arrangement was then adopted to deal with the drought in the Horn of Africa and, more recently, with the Afghanistan crisis.

Lastly, there is the possibility that the role of Humanitarian Coordinator (and, sometimes, of Resident Coordinator as well) be given to an **agency** instead of a person. That was the case, for example, of the WFP in North Korea (where the emergency was essentially a food emergency) and of the UNHCR in Kosovo-Albania (where the emergency had to do essentially with refugees).

Another important remark is that the Humanitarian Coordinator provides leadership and coordination (as described in chapter 2) *for the entire humanitarian community*.

10.3 *The Terms of Reference for the Humanitarian Coordinator*

Beyond the technicalities concerning the appointment and reporting lines and the detailed responsibilities outlined in the TOR for the Humanitarian Coordinator, the following IASC-approved document provides an extremely useful insight into many aspects of field coordination. In fact, if this manual were to be summarized in a few pages, the TOR for the HC would do perfectly, as they outline not only what the HC is expected to do, but, in many ways, what the *entire field coordination actually is*.

Mechanism for appointment	Upon the occurrence of a complex emergency in a country, the United Nations Emergency Relief Coordinator, on behalf of the Secretary-General, will designate a Humanitarian Coordinator for that country. The Humanitarian Coordinator serves as the direct representative of the Emergency Relief Coordinator (and therefore of OCHA) for matters dealing with this complex emergency.
Reporting lines	In all instances, the Humanitarian Coordinator will report directly to the UN Emergency Relief Coordinator. If a Special Representative of the Secretary-General (SRSG) is appointed for the country in question, the Humanitarian Coordinator will function under the overall authority of the SRSG, with the responsibility for coordination of UN humanitarian assistance for the complex emergency in question. If the Emergency Relief Coordinator has designated a lead agency for the provision of humanitarian assistance, with the in-country agency head also serving as Humanitarian Coordinator, this individual will also report directly to his/her agency headquarters.

Disaster Management Team	The UN Resident Coordinator and the in-country Disaster Management Team (DMT) should serve as the first line of initial response to a new emergency and should normally have established mechanisms of coordination prior to the onset of the complex emergency. Once appointed, the Humanitarian Coordinator will utilize and build upon these DMT mechanisms as required in the performance of his/her duties.
Primary function	<p>The primary function of the Humanitarian Coordinator is to facilitate and ensure the quick, effective, and well-coordinated provision of humanitarian assistance to those seriously affected by the complex emergency in question.</p> <p>Within this context, the Terms of Reference of the Humanitarian Coordinator include:</p>
Humanitarian Assistance coordination mechanisms and agreements	<ol style="list-style-type: none"> 1. Convening and serving as the Chair for meetings of the DMT in-country to deal with matters relating to the complex emergency in question and providing the necessary secretariat support to the DMT. For purposes of dealing with the complex emergency in question, the regular DMT will usually be expanded to include other relevant entities, such as NGOs involved in related relief efforts. 2. Reaching agreement on the basic division of responsibilities among the UN agencies, in accordance with their respective mandates and capacities, as well as working with the other relief entities to facilitate such agreements within the larger relief community. 3. Developing and maintaining a central registry of locally represented humanitarian assistance agencies and organizations, including information on their respective activities and expertise. 4. Ensuring that effective inter-agency coordination within specific sector areas is undertaken by the relevant agencies and that coordination of the overall logistics needs of the relief operation is effectively undertaken. 5. Obtaining guidance from the designated official regarding the implementation of security procedures in support of humanitarian assistance activities, ensuring that this is effectively communicated to the concerned agencies in the field, and facilitating their coordinated implementation. 6. Acting as a focal point for discussion within the relief community regarding policy issues of inter-agency concern (e.g., wage levels for local staff, difficulties with customs procedures and policies, government clearances for travel and passes, etc.) and as an interlocutor with the relevant parties (e.g., the host government) for resolution of such matters. 7. Facilitating the provision of key support services for the larger relief community, such as telecommunications, transportation (e.g. via vehicle or light aircraft operation), etc. 8. Ensuring consultation with government and national authorities on matters regarding the planning and implementation of humanitarian assistance. 9. Facilitating communications, and ensuring overall coordination, between the UN and other humanitarian aid agencies on the one hand and the relevant components of bilateral military forces and/or those of UN Department of Peacekeeping Operations when such forces are present, including promoting resolution of matters of joint concern to the humanitarian aid agencies. 10. Ensuring that the overall coordination of inter-agency, multi-sectoral assessments of needs, including the identification of priority needs, and ensuring that such assessments are quickly initiated, adequately supported, and effectively carried out.

<p>Assessing and addressing humanitarian needs</p>	<p>11. Coordinating the preparation of an overall humanitarian assistance strategy and Plan of Action of UN agencies, including the establishing of priorities for assistance and agreed collaborative approaches, and coordinating revisions and modifications as required in close collaboration with the other relevant humanitarian assistance entities, including reflecting their activities and future plans in the Plan.</p> <p>12. Coordinating the preparation of inter-agency consolidated appeals for humanitarian assistance for the complex emergency in question, including working with the agencies both in-country and at the headquarters level to ensure that the actions described in the IASC Consolidated Appeal Guidelines are implemented.</p> <p>13. Monitoring the provision of resources against such appeals, bringing donor attention to important outstanding gaps, and facilitating inter-agency resource mobilization efforts both in-country as well as at the headquarters level (e.g., via local donor meetings and briefings, convening donor conferences if appropriate, etc.).</p> <p>14. Monitoring humanitarian needs and identifying specific gaps in the provision of humanitarian assistance. Working with UN and other entities to ensure that such gaps are addressed before they reach the crisis point.</p> <p>15. Facilitating ongoing strategic planning for the relief effort, including the provision of early warning of major changes in needs or delivery capacities and contingency planning for such eventualities.</p> <p>16. Monitoring and facilitating UN humanitarian assistance to special population groups (e.g., internally displaced persons, demobilized soldiers, etc.) to ensure that it is in an adequate and timely manner, and coordinating such UN efforts (unless such coordination has been delegated by the Emergency Relief Coordinator to a specific agency).</p> <p>17. Ensuring that the necessary support is provided to field staff assisting in local coordination of humanitarian assistance and in situation monitoring.</p> <p>18. Ensuring that effective evaluations of the overall relief efforts, especially the coordination aspects, are undertaken, the lessons to be learned clearly identified, and appropriate follow-up actions taken.</p> <p>19. Cooperating with entities responsible for planning and implementation of rehabilitation and development activities to ensure that rehabilitation actions begin as soon as they become feasible (which will often be simultaneous with relief efforts), and that relief actions are planned and undertaken with the perspective of their longer-term impacts.</p>
<p>Humanitarian advocacy</p>	<p>20. Serving as a focal point for the humanitarian community for ensuring the protection of humanitarian mandates in conflict situations, including by:</p> <p>(a) seeking acceptance by all parties to the civil conflict in question on the key principles that must underlie UN humanitarian aid efforts (e.g., neutrality, impartiality, access to those in need, accountability to donors for aid provided, etc.); and</p> <p>(b) promoting, assisting and, if necessary, leading negotiations to obtain free, safe and unimpeded access for humanitarian assistance to those in need.</p>
<p>Information dissemination</p>	<p>21. Collecting, analysing, and disseminating information regarding humanitarian needs and operations to the wider community (e.g., through the production of regular Situation Reports).</p> <p>22. Ensuring the provision of timely, accurate and relevant information to the media and of briefing information to assist new agencies and NGOs, visiting missions and delegations, etc.</p>

10.4 *Actual field coordination*

The range of actual field coordination mechanisms varies from occasional meetings of an “enlarged DMT” in low-intensity crises to an incredibly complex structure of meetings in large-scale humanitarian emergencies involving a huge number of actors.

In Annex 1, we will provide a “case study” based on what happens in Burundi, a longstanding complex emergency, the response to which involves nearly 100 different agencies (as of the end of 2001). In this section, we would like to briefly outline what *kind* of mechanisms and structures are typically available for field coordination. We will focus on what is an almost-constant feature of crisis situations - especially complex emergencies – and we will avoid describing ad-hoc mechanisms which have been used in particular situations.

UN coordination: Even in times of crisis, the UN Country Team needs to continue consultations on administrative matters and on programme issues related to long-term development. These consultations are generally carried out in the framework of a weekly inter-agency meeting, chaired by the Resident Coordinator and involving all the Country Representatives of the UN agencies, funds and programmes.

UNDMT: Although they involve most of the same individuals, the meetings of the UN Disaster Management Team are generally separate from the meetings described above. The reasons for that are that not all the agencies forming the Country Team are necessarily part of the UNDMT, and the UNDMT is generally not concerned with either administrative or long-term development issues. The schedule of the UNDMT meetings may vary according to severity and the phase of the emergency. The chairman can be either the Resident Coordinator or the head of one of the agencies which has been entrusted with chairing the UNDMT.

Heads of Agency meetings: In case of a large-scale, complex emergency - and always when a Humanitarian Coordinator is appointed – the concept of the UNDMT is expanded beyond the limits of the UN family, as we have seen, to include the entire humanitarian community. The Humanitarian Coordinator chairs, in these situations, what has been described as a “local IASC”, which makes the policy of the humanitarian community in a given country. These meetings have generally a weekly or bi-monthly schedule and involve senior representatives from basically all the humanitarian and development organizations present in the country. This consultation mechanism is normally not concerned with the coordination of day-to-day crisis response activities, but rather with cross-cutting policy issues, such as security for humanitarian personnel, humanitarian access, relationship with the host government and (when applicable) with non-state actors. The Heads of Agency Meeting enables (when functional) the humanitarian community in a given country to take joint policy decisions, so that they can “speak with one voice” in their dealing with the parties to the conflict, the donors, and the international community. When an OCHA office exists in the country – and this is the case in all countries where there is a Humanitarian Coordinator – it is one of its basic functions to provide administrative support to the Humanitarian Coordinator in running this key component of field coordination.

Security meetings: In countries where a sensitive security situation exists and where the UN has deployed security advisors, it is a custom that the head of the UN security cell meets on a weekly basis with the representatives of the non-UN humanitarian agencies (the UN Country Team is briefed during the UN coordination meetings) to provide a briefing on the latest

information and intelligence and to share the UN's analysis of the current security situation. These meetings are in fact a very useful forum for two-way communication, as NGOs with a very "dispersed" presence in the field often have a kind of information which may not be available to the UN security cell.

Sectoral meetings: These meetings are the true cornerstone of the entire process of coordination in crisis response: this is where the "real", hands-on, practical and factual coordination takes place. Typically, the coordination process is divided into a series of sectors, as it would be impossible to tackle all aspects of humanitarian assistance in a single meeting. The areas into which the entire assistance is subdivided for coordination purposes are typically food, non-food, health, shelter, water and sanitation, education, and psychological support. For each of these sectors (as applicable to different emergencies), one agency is chosen as convenor for meetings which take place with varying frequency (weekly, bi-monthly, monthly). It may happen that OCHA, although non-operational, be given the responsibility to convene and chair one or more of these sectoral meetings. In any case, OCHA's job is to collect all the information coming from these fora, organize and process it, and redistribute it to the entire humanitarian community in the country.

As said above, these meetings are where the "real" coordination takes place. Here, detailed information is exchanged among practitioners on a variety of subjects, from the evolution of the humanitarian situation in the sector of competence, to programming and planning of the individual agencies, to incoming supplies. On the basis of this shared knowledge, it is possible for the various actors to adjust their activities in order to avoid gaps and overlapping in assistance, which is, as we have seen in chapter 1, the very essence of coordination of crisis response. These are also the fora where joint programming can be decided, as well as – as is a common occurrence – complex schemes for borrowing of supplies among agencies active in the same sector which may have different and not always effective schedules for resupplying in relief goods.

Geographical meetings: In many countries, vastly different conditions exist between different geographic areas. Humanitarian needs, humanitarian access, and local capacities can be different. This is the reason why geographical coordination meetings are often organized over and above the sectoral meetings described above. These consultations involve most – if not all – of the agencies active in a given geographic area (a province, a region, a state), regardless of their sector of intervention, and are typically organized in the respective geographic areas.

10.5 *Government and local authorities*

In most complex emergency relief operations, the main in-country counterpart for the United Nations is the government, with the exception of countries like Somalia where there is no national government in existence. In most countries, the government will establish a special Ministry or other body charged with overall coordination of governmental humanitarian assistance and with liaising with international assistance agencies. When such a governmental coordination structure exists, this is an extremely important counterpart for the humanitarian community. The Humanitarian Coordinator and the OCHA office usually establish close working relationships with this body, and represent the collective interests of the humanitarians at policy level. At operational level, individual agencies usually entertain direct relationship with the humanitarian branch of the local government.

At regional or provincial level, where it is not unusual for local authorities such as regional governors or local military commanders to have considerable authority and a certain degree of independence from the capital, it is not rare that local administrators engage personally in the coordination process, often by taking an active part in the geographical coordination meetings that we have described above.

11. STRATEGIC PLANNING AND RESOURCE MOBILIZATION

During the last decade, under considerable pressure from the donor community, humanitarian and development actors have worked hard at the development of tools that ensure coordinated action in the analysis, assessment, planning, resource mobilization, execution and monitoring/evaluation phases of the international assistance process. This chapter looks at the main instrument for strategic planning (the Common Humanitarian Action Plan) and its resource-mobilization equivalent (the Consolidated Appeal Process) .

As is the case with many other fundamental topics in coordination in crisis response and reconstruction, the origin of the Consolidated Appeal Process (CAP) can be traced back to General Assembly Resolution 46/182. This resolution strengthened the coordination of emergency humanitarian assistance of the United Nations by creating a designated Emergency Relief Coordinator (ERC). Three mechanisms were established to facilitate this task, the Inter-Agency Standing Committee (IASC), the Central Emergency Revolving Fund (CERF) and the Consolidated Appeal (CA). At the time of 46/182, it was believed that such appeals would be irregular events. In fact, in 2002 the 165th Appeal was launched.

It is important to underline that the process of planning emergency response actions and tracking donors' contributions towards them has evolved considerably in the course of the last decade. At the beginning, the Consolidated Appeals basically consisted of a simple "collation" of the appeals of the single agencies. This limited approach responded to the basic need of Desk Officers in the donor government of not having to deal with half a dozen (or more) appeals from different organizations concerning the same country.

Early on, however, it was understood that the process of consolidating emergency appeals offered a unique opportunity to transform a fund-raising tool into a fundamental strategic planning instrument. Starting from this realization, and with strong encouragement from the donors, humanitarian and development agencies set out to work within the framework of the IASC Sub-Working Group on Improving the CAP and actually expanded the concept and practice of the Consolidated Appeals to fully include strategic planning.

The Technical Guidelines for the CAP, endorsed by the IASC in 1999, provide a framework for the Common Humanitarian Action Plan (CHAP), the Consolidated Appeal itself, and strategic monitoring reports including mid-term reviews. The Guidelines also provide practical guidance to Humanitarian Coordinators and Country Teams on how to prepare and finalize the required documents in the process.

11.1 *The Common Humanitarian Action Plan*

The primary responsibility for the development of the CHAP lies with the Office of the Resident/Humanitarian Coordinator in collaboration with the Country Team. Support and guidance is provided by OCHA/UN agency as required. From the practical point of view, a suggested mechanism for the CHAP preparation is a one-two day retreat facilitated by the Humanitarian Coordinator.

The content of the CHAP is the result of close consultation between agency field offices and their headquarters, as well as between agencies and OCHA in the field. A CHAP is typically structured along the following points:

Presentation of possible scenarios - Based on a discussion with key players concerned with the development of the Common Humanitarian Action Plan.

Competencies and capacity analysis - To identify whether, over the medium term, the current competencies and capacities are sufficient and, if gaps are identified, whether other organizations are needed to assist the humanitarian community.

Long-term goals – Expressing explicitly where the humanitarian community hopes to be in 12-36 months' time, i.e. what will be different as a result of achieving the goals. The long-term goals should also specify how the humanitarian community plans to address the underlying causes and should articulate an exit strategy wherever possible. The long-term goals should each have identified result areas expected through the movement towards achieving the particular goal and indicators to measure progress.

Sectors to be addressed and operational objectives by sector - The sectors first need to be identified and priorities between sectors agreed upon. This should be done where possible within existing coordination mechanisms.

Criteria for prioritization

Relationship with other assistance programmes – If present.

Indicators for assessing sectoral objectives - Identified by the sectoral working groups and then tracked and reported on during the process of implementation.

11.2 *The Consolidated Appeal Document*

The primary responsibility for the development of the Consolidated Appeal also lies with the Office of the Resident/Humanitarian Coordinator in collaboration with the Country Team. Support and guidance is provided by OCHA/UN agency as required. The preparation of a Consolidated Appeal document is a complex process, involving workshops at the country level with the participation of all concerned agencies, extensive consultations at Headquarters level and substantial administrative inputs from OCHA Geneva.

The document intended for circulation to the donors is organized into two volumes, the first containing the CHAP and the second dedicated to sectoral programmes and projects, organized as follows:

Prioritization criteria and process - A restatement of the prioritization criteria outlined in the Common Humanitarian Action Plan.

Summary of programmes/projects by sector - The summary has the following structure by sector:

- introduction, covering long-term goals relating to the sector, statement of sectoral operational objectives, statement of indicators for the long-term goals and sectoral operational objectives, relationship to assistance programmes outside the CAP;
- list of programmes and projects, title and funds requested. Programmes may involve more than one agency contributing to the attainment of the same sectoral objective.

Individual projects/programmes by sector - The project summaries should include a line where the project identifies which sectoral objective it is working towards and how it relates to other projects in the sector.

Annex. I - Summary of humanitarian coordination arrangements in the country.

Annex. II & III - ICRC/IFRC - This section must identify linkage with the Red Cross movement to the Common Humanitarian Action Plan.

The ILO's participation in the 2002 Consolidated Appeals	
Country	Amount sought (US\$)
Afghanistan	12,535,340
Democratic Republic of Congo	2,369,892
Republic of Congo	1,949,000
Sierra Leone	458,500
Somalia	3,000,000

11.3 Strategic monitoring and reporting

Monitoring and reporting are essential components of the process of strategic inter-agency coordination. The primary responsibility for these activities rests with the Country Team. Support and guidance is available from OCHA and/or the other UN agencies.

The purpose of a strategic monitoring framework is to:

- improve strategic decision-making;
- identify in a timely way problems or gaps in the humanitarian response;
- clarify accountability within the humanitarian system and between the international system and recipient governments or national authorities;
- ensure that the perceptions of beneficiaries affected by humanitarian interventions are available to humanitarian decision-makers;
- support resource mobilization;

- build on existing organizational-specific or inter-organizational monitoring systems;
- build consensus and transparency in information collection and analysis;
- provide the humanitarian community with a basis for reviews and evaluations.

The monitoring framework for the CHAP works on two levels and has four components:

Level 1: Strategic monitoring

Component one: Monitoring the scenarios and humanitarian principles
 Component two: Monitoring the humanitarian long-term goals

Level 2: Operational monitoring

Component three: Monitoring sector and cross-cutting objectives
 Component four: Beneficiary and populations affected by humanitarian intervention analysis

As far as reporting formats are concerned, in addition to a Mid-Term Review (MTR), the periodicity of reporting on the status of the CHAP is to be determined by the Resident/Humanitarian Coordinator in collaboration with the Country Team and normally involves quarterly reports.

11.4 A generic timetable

The following timetable gives an idea of how the process of strategic inter-agency coordination is articulated during a calendar year.

Early April	Fax from OCHA to field locations outlining intentions for Mid-Term Review meeting in Geneva mid-July. Guidance/instruction provided on the process and content for MTR document preparation and dissemination.
April/May	Field Offices gather and analyse information, financial responses, indicators relating to 1999 CHAP.
End May	Training of trainers on CAP in advance of deployment late July/August.
Mid-June	Field-level preparation of MTR document.
End June	Submission to OCHA Geneva of MTR for formal dissemination to member States.
Mid-July	MTR Meeting, Geneva.
3rd week July	Country Team retreat to review situation and determine strategy for following year. Establishment of country-level CAP Steering Committee.

Early August	Assessments and development of sectoral analysis to include progress made, needs, identification of objectives and indicators.
Early Sept.	CAP Steering Committee convenes to discuss timeframe and structure of Appeal for following year and to formulate and agree on the CHAP.
Mid-Sept.	Sectoral lead agencies to determine priority areas of activity and associated projects for inclusion in the new Appeal in accordance with the CHAP.
2nd-4th week Oct.	Completed field drafts submitted for finalization by OCHA Geneva.
Early Nov.	Dissemination to member States and partner organizations.
End Nov.	Global launch.

Consolidated Appeals 1994-2002 – Countries and Regions

Eritrea
 Ethiopia
 Former Yugoslavia
 Great Lakes Region and Central Africa (Burundi, Democratic Republic of the Congo, Congo, Rwanda, Tanzania, Uganda)
 Guinea
 Kenya
 Kosovo
 Haiti

 Indonesia
 Iraq
 Liberia
 Madagascar
 Mozambique
 Northern Caucasus (Russian Federation)
 Republic of the Congo
 Rwanda
 Sierra Leone
 Somalia
 Southeastern Europe (Albania, Bosnia and Herzegovina, Croatia, Federal Republic of Yugoslavia, The former Yugoslav Republic of Macedonia)
 Southern Africa Humanitarian Crisis
 Sri Lanka
 Sudan
 Tajikistan
 Tanzania
 Uganda
 Vietnam
 West Timor
 Zimbabwe

12. COORDINATING RECONSTRUCTION: THE CASE OF AFGHANISTAN

Afghanistan provides a very good case study to explore the operational and strategic coordination mechanisms put in place by the international community in a situation where acute crisis and post-crisis dimensions co-exist. We will describe the organization of the United Nations mission, structured with political, humanitarian, recovery and administrative components, in a way very similar to other post-conflict situations (e.g. East Timor, Kosovo). We will also analyse the efforts of the humanitarian and development community to address in a coordinated and strategic fashion the multiple challenges posed by the Afghan context.

12.1 Background

Although remarkable progress has been reported on the political front during the last few months, the current (June 2002) situation faced by approximately 24 million Afghans in Afghanistan and the approximately 4 million Afghans in neighbouring countries continues to be one of the most dramatic and desperate in the world. It is estimated that roughly 9 million Afghans, including 1 million IDPs, are in urgent need of assistance. The urgent need to respond to their plight is characterized by an extremely complicated and volatile operating and planning environment. It is expected that in 2002 and beyond, the United Nations, international organizations and NGO partners will continue with a significant humanitarian programme giving millions of Afghans access to essential services.

While the humanitarian challenge is enormous, there is also an unprecedented opportunity for change with the Bonn Peace Agreement and the establishment of the Interim Authority. The United Nations and its partners are committed to supporting the Interim Authority in its efforts to lead Afghanistan into a new phase. In the Bonn Agreement, the UN was urged to “reaffirm, strengthen and implement its commitment to assist with the rehabilitation, recovery and reconstruction of Afghanistan in coordination with the Interim Authority”. Recovery and the development of durable political solutions go hand in hand. The critical issue will be to ensure the present and future capacity of Afghans to manage recovery and reconstruction in the best interests of all parts of their population.

12.2 The United Nations Mission in Afghanistan

The UN Security Council, in its Resolution 1401 of 28 March 2002, endorsed the establishment, for an initial period of 12 months, of a United Nations Mission in Afghanistan (UNAMA), the mandate of which entails:

- fulfilling the tasks and responsibilities, including those related to human rights, the rule of law and gender issues, entrusted to the United Nations in the Bonn Agreement, which were endorsed by the Security Council in its Resolution 1383 (2001);

- promoting national reconciliation and rapprochement throughout the country, through the good offices role of the Special Representative of the Secretary-General; and
- managing all United Nations humanitarian relief, recovery and reconstruction activities in Afghanistan, under the overall authority of the Special Representative of the Secretary-General and in coordination with the Interim Authority and successor administrations of Afghanistan.

The structure of the Mission comprises the Office of the Special Representative of the Secretary-General, two main arms or "pillars" of the Mission, namely: Pillar One: Political Affairs and Pillar Two: Relief, Recovery and Reconstruction, each headed by a Deputy Special Representative at the rank of Assistant Secretary-General, reporting directly to the Special Representative of the Secretary-General, and an administrative and logistical component.

Pillar Two, with which we are particularly concerned here, is therefore headed by a Deputy Special Representative of the Secretary-General (SRSG) who is responsible for relief, recovery and reconstruction and performs the functions of Resident Coordinator and Humanitarian Coordinator, as well as being the designated official responsible for the security of United Nations personnel in Afghanistan.

He/she is responsible for the direction and oversight of United Nations relief, recovery and reconstruction activities in Afghanistan, including the return and reintegration of refugees and internally displaced persons, and of the offices, agencies, funds and programmes undertaking those activities. He/she coordinates an integrated and principled United Nations assistance programme.

The Office of the Deputy SRSG for Pillar Two also ensures a strategic partnership with the Interim Administration, and with the Afghanistan Assistance Coordination Authority in particular, and assists the Administration in articulating a national development framework and in coordinating international assistance to ensure that such assistance is strategically targeted and supportive of immediate and long-term national priorities.

It is interesting to examine in detail the responsibilities assigned to the Deputy SRSG for Pillar Two in light of what we have discussed concerning the Humanitarian Coordinator. His/her assigned tasks are to:

- articulate a strategic vision for the United Nations assistance role in Afghanistan that responds to the immediate needs of the most vulnerable populations, is supportive of national recovery and reconstruction priorities and is rights-based and gender sensitive;
- develop an integrated United Nations assistance programme that builds on the comparative advantages, capacities, experience and mandates of the United Nations assistance community to monitor performance and to ensure accountability against established standards of performance, giving special attention to measures promoting women's rights and the achievement of the rights of the most disadvantaged and under-served populations and ethnic groups;
- ensure that United Nations assistance supports capacity building in counterpart Afghan administrations and organizations at the national and sub-national levels to develop policy making, planning, management, assessment and coordination capabilities. To achieve this goal, all United Nations entities would be expected to

provide technical, material and financial support to counterpart administration departments;

- create, with the Interim Administration and other partners, an effective programme information and data management system that builds on the Afghanistan Information Management Service to provide necessary information, in a user-friendly form, on programme coverage, performance and financing, through a range of communication channels, to actors at the national and sub-national levels and to donors and partners in the international community;
- ensure that the national and sub-national activities of United Nations offices, agencies, funds and programmes are conducted efficiently, cost-effectively, in a coordinated manner and in cooperation with other actors - governmental, non-governmental, private sector and international - as appropriate. All such United Nations actors would be expected to make a transition to a predominant reliance on qualified national personnel, from all ethnic groups and including women, and would be expected to initiate internal capacity-development activities to achieve that end. Efforts would also be made to reduce overhead and to ensure the application of common services, systems and facilities wherever possible;
- assign, in agreement with the national administration, thematic and sectoral lead coordination responsibilities to United Nations agencies, funds and programmes, as appropriate, which would support counterpart departments to oversee and coordinate all actors - national and international - and activities in each sector, ensure actions that are coherent and responsive to needs, problems and change, ensure standardized monitoring and reporting on progress and performance against established targets and standards of performance and ensure regular information flows between actors, the administration and the Office of the Deputy Special Representative of the Secretary-General;
- oversee, guide and support regional relief, recovery and reconstruction coordinators in the regional UNAMA offices, enabling them to ensure coherent United Nations agency capacity-development support to local counterpart authorities and other partners, ensure cross-sectoral coordination and problem solving, monitor and report on United Nations thematic and sectoral activities, ensure two-way information flows between the capital and peripheral locations and ensure mutually supportive interfacing between Pillar One and Pillar Two activities at the sub-national level;
- represent the United Nations assistance community in the international and donor communities, ensure appropriate integrated reporting on the overall performance of the United Nations assistance community, ensure timely reporting to United Nations bodies as necessary, mobilize resources for relief, recovery and rehabilitation programmes, support the resource mobilization priorities of the Interim Administration and successor administrations and manage common emergency trust funds.

12.3 *Strategic coordination: The ITAP*

From the strategic coordination point of view, the Immediate and Transitional Assistance Programme for the Afghan People 2002 (ITAP) represents a particularly

significant achievement in terms of inclusiveness of the consultative process and of the very advanced nature of the strategic reporting.

The ITAP was prepared by the UN Country Team for Afghanistan, supported by its headquarters through a newly constituted Joint Working Group of members of the United Nations Development Group (UNDG) and the Executive Committee on Humanitarian Affairs (ECHA), in consultation with members and standing invitees of the Inter-Agency Standing Committee (IASC). It draws on the outcome of a range of discussions and consultations among the international community, Afghan and international non-governmental organizations (NGOs), including the Watching Brief Meeting held in Islamabad from 27-29 November 2001 and the Round Table on Women's Leadership in Afghanistan held in Brussels from 10-11 December 2001. The ILO's "jobs for peace" strategy for Afghanistan, prepared by ILO IFP/CRISIS, provided a solid foundation in the preparation of the ITAP and was fully taken into account at the Tokyo Conference on the Reconstruction of Afghanistan.

The financial requirements outlined in the document are cost estimates based on (1) programmes and project documents developed through a series of consultations with UN agencies, as well as cost estimates from NGOs currently working in Afghanistan, and (2) elements from the Preliminary Needs Assessment (carried out by the Asian Development Bank (ADB), the World Bank and the United Nations Development Programme (UNDP) on behalf of the UNDG, which require immediate action.

To the extent possible, senior officials of the Interim Authority of Afghanistan have been briefed on the contents of this document and consulted on the strategies. The Interim Authority's initial indications as to priorities and needs have been included. As the Interim Authority consolidates its presence in ministries and municipalities, further consultations will be held to ensure full Afghan ownership and leadership in the process of recovery.

Project proposals for immediate funding were submitted to the Afghanistan Information Management Service (AIMs) and are available on the AIMs website (www.hic.org.pk).

The projects are located on the website's Activities Tracking Information Management System (ATIMS), allowing users to access complete records of project submissions and to generate summary financial tables. In February 2002, a joint appeal was

issued, with updated financial requirements reflecting the projects on the ATIMs. ATIMs is updated as donor contributions are received.

Examples of the ILO's reconstruction/recovery projects in Afghanistan

Rehabilitation of public and community infrastructure and utilities using ILO- labour-based technology and work methods:

- 930,000 workdays of employment directly generated for men and women through the use of local labour and labour-based works methods where technically and economically feasible;
- 1,000,000 workdays indirectly generated in the localities through the multiplier effect;
- 160 km of road rehabilitated, and other infrastructure and utilities improved;
- immediate capacity building and training for staff of the local public utilities authorities, and contractors at the key levels of manager, engineer, technician and supervisor;
- local planning, prioritizing, rehabilitation and operationalization of essential community and public utilities systems and networks in selected rural and urban areas.

Promoting the re-entry of Afghan women into the labour market:

- needs assessment carried out, market surveys conducted, training materials produced;
- capacity built in the MoWA and MoLSA to actively promote gender equality and women's rights in the labour market;
- 5,000 educated Afghan women reinserted in formal jobs;
- 5,000 women, with or without labour market experience, selected and trained in marketable skills, and/or entrepreneurship development, supported through credit provision for income generation.

Skills development for Afghan job-seekers:

- an employment policy framework, including recommendations for implementation and monitoring mechanisms, established to increase employment opportunities in the Afghan labour market;
- basic information about the Afghan labour market established and incorporated in a database;
- special rapid labour market survey to identify demands for skills undertaken and results widely distributed among government, NGO and foreign organizations involved in skills training;
- training programmes in priority and highly demanded occupations delivered and supportive-measures established to exploit employment opportunities stemming from reconstruction and recovery programmes;
- self-employment and income-generating training-related activities identified and an operational framework for skills delivery and linkages with the labour market established;
- capacity of existing and newly established training providers to deliver employment-oriented training strengthened;
- employment-oriented training scheme operational and delivering competency-based training to unemployed women and men;
- capacity of labour-related institutions in identifying, defining and implementing training for employment measures and addressing skills' mismatches built up.

13. BROADENING COORDINATION

This chapter briefly describes an initiative aimed at bringing together donors and operational agencies to provide a forum for information exchange and coordination in the field of conflict prevention and reconstruction.

The need for the Conflict Prevention and Post-Conflict Reconstruction (CPR) Network emerged at a meeting of post-conflict/transition and emergency units of multilateral and bilateral organizations convened by the World Bank in Paris in April 1998. The participants of that meeting considered it critical to improve networking and coordination among the various organizations working on complex emergencies, with the support of a knowledge-sharing platform.

The CPR Network brings together 30 organizations operationally active in conflict prevention and mitigation to improve operational effectiveness in the following areas:

- conflict prevention;
- post-conflict reconstruction, including rehabilitation, reintegration, reconciliation and peace-building;
- extended and protracted conflict environments and bridging the gap between relief and development.

Its objectives are:

- operational coordination;
- knowledge-sharing;
- improved effectiveness and innovation of CPR programming;
- the development of practical tools;
- the development of lessons learned and their application in the field;
- collaborative mobilization and deployment of human and financial resources;
- bridging policy/research and operations;
- the identification of countries and situations for joint interventions;
- training coordination and improved capacity to respond.

The CPR Network maintains an operational focus extending from the principles laid out by the Development Assistance Committee Task Force on Conflict, Peace and Development Cooperation and UN Executive Committees.

An informal network, the CPR Network meets every six months.

The 30 member organizations of the CPR Network are:

AusAID, the Australian Agency for International Development
BICC, the Bonn International Center for Conversion
CIDA, the Canadian International Development Agency
CPR, Conflict Prevention and Reconstruction Unit of the World Bank
DFID, the Department For International Development (Great Britain)
The European Commission
FAO, the Food and Agriculture Organization of the United Nations
GTZ, Deutsche Gesellschaft für Technische Zusammenarbeit
ICRC, the International Committee of the Red Cross
ILO, International Labour Organization
IMF, the International Monetary Fund
IOM, the International Organization for Migration
JICA, the Japan International Cooperation Agency
OCHA, the United Nations Office for the Coordination of Humanitarian Affairs
OECD, the Organization for Economic Co-Operation and Development
SIDA, the Swedish International Development Cooperation Agency
The Dutch Ministry of Foreign Affairs
UNDP, the United Nations Development Programme
UNDPA, the United Nations Department of Political Affairs
UNDPKO, the United Nations Department of Peacekeeping Operations
UNESCO, the United Nations Educational, Scientific and Cultural Organization
UNHCHR, the United Nations High Commissioner for Human Rights
UNHCR, the United Nations High Commission for Refugees
UNICEF, the United Nations Children's Fund
UNOPS, the United Nations Office for Project Services
UNRISD, the The United Nations Research Institute for Social Development
USAID, the United States Agency for International Development, Office of Transition Initiatives
WFP, the United Nations World Food Programme
WHO, the World Health Organization
WSP, the War-Torn Societies Project

BURUNDI: A CASE STUDY

In this annex, Burundi is taken as an example to look in detail at what coordination structures and mechanisms exist in a protracted crisis environment.

The country situation

Since 1993, the ethnic war in Burundi has caused the death of at least 250,000 persons, the vast majority of whom were civilians. The establishment of a power-sharing transitional Government in November 2001 including ethnic Hutu and Tutsi representation was seen by local and international observers as a positive step to solve the conflict. As of May 2002, however, there was still no ceasefire between the Government and the two main rebel groups operating in Burundi. Approximately 475,500 people were internally displaced, both in sites and dispersed throughout the countryside. Insecurity, lack of access and poor funding continued to severely constrain the capacity of the international community to respond to the needs of the displaced.

The UN indicated that 1 million people depended on humanitarian aid in Burundi in early 2002. Many are internally displaced people who have been unable to access their fields and depend on international assistance for their livelihood. The FAO reported in December 2001 that emergency food assistance was a continued requirement for IDPs.

Despite a reported overall decrease of malnutrition, an August 2001 global nutrition survey in seven provinces indicated a 10 percent rate of acute malnutrition. In February 2002 the level of malnutrition remained particularly high in provinces suffering from insecurity or frequent drought. The ongoing conflict has resulted in the destruction and lack of maintenance of health centres, water and sanitation facilities and schools. UNICEF has reported that only 12 per cent of the displaced population in sites had access to potable water in 2000. The situation has apparently not improved since that time.

HIV/AIDS is the leading cause of mortality in Burundi, with 40,000 dying of the disease in 2000 alone, according to the Director of Burundi's national AIDS programme. HIV rates are particularly high in IDP sites, due to the prevalence of sexual violence and the breakdown of family structures. The number of malaria cases rose dramatically at the end of 2000 when an unprecedented epidemic broke out. While the number of cases has now stabilized, malaria was still affecting nearly half of the Burundian population in 2001.

The actors

A total of 66 organizations were working in Burundi as of January 2002, addressing issues such as health, food security, shelter, nutrition, HIV-AIDS, development, education, unaccompanied children, vulnerable groups (IDPs), and peace and reconciliation.

UN agencies

ILO
United Nations Office in Burundi (UNOB)
UNDP
OCHA
UNHCR
UNICEF
WFP
WHO
OHCHR
UNESCO
UNFPS
World Bank

International non-governmental organizations

ACORD	Agency for Cooperation and Research in Development
AAB	Action Aid Burundi
ACF	Action contre la faim
ADRA	Adventist Development and Relief Agency
AHP	Austrian Help Programme
AFRICARE	
AFVP	Association française des volontaires du progres
ARP	Austrian Relief Programme
CARE	Care Internartional
CARITAS	Caritas Appui
CRS	Catholic Relief Services
CECI	Centre canadien d'étude et de coopération internationale
CAD	Children's Aid Direct
CA	Christian Aid
CISV	Comunita Impregno Servizio Volontario
CICR	Comité internationale de la Croix Rouge
CONCERN	Concern Worldwide
DAI	Dorcase Aid International
FICR	Federation de la Croix Rouge et du Croissant Rouge
GVC	Groupe de Volontariat Civil
HI	Handicap International
IMC	International Medical Corps
INADES	Inades Formation
INTERSOS	
IRC	International Rescue Committee
JRS	Jesuit Refugee Services
MSF/B	Medecins sans Frontières Belgique
MSF F	Medecins sans Frontières France
MSF/CH	Medecins sans Frontières Suisse
NRC	Norwegian Refugee Council
OAP/FPED	Operation d'Appui à l'Autopromotion
OXFAM Q	Oxfam Quebec
OXFAM GB	Oxfam Grande Bretagne

PREFED Prog.	Régional d'échange et de formation pour le développement
SCF	Save the Children Fund UK
SCG	Search for Common Ground
SOLIDARITES	
VESOS	Villages d'Enfants SOS
TF	Tear Fund
TDH	Terre des Hommes
TSF	Terre sans Frontières
WV	World Vision
MEMISA	Memisa-Coped
RI	Relief International
DRA	Dutch Relief and Rehabilitation Agency
ASF	Avocats sans Frontières
DaPaDu	Dalla Parte Degli Ultimi
IBS	International Bible Society
ANS	Action Nord Sud
TPO	Transcultural Psychosocial Organization
CRB/FICR	Croix Rouge du Burundi
LVIA	Lay Volunteers International Association
LAW GROUP	International Human Rights Law Group
ARM	African Revival Ministry

The structure of coordination

As explained in previous chapters, coordination of crisis response in a complex emergency requires a remarkable investment of time and energy on the part of all actors. In Burundi, under the leadership of a Humanitarian Coordinator and with the support of an OCHA country office, a very comprehensive set of coordination fora has been put in place. The following table provides a synopsis.

Meeting	Participants	Subject	Schedule
Security Management Team	UN	Security matters	Weekly
Inter-Agency Coordination Committee	UN	UN inter-agency administrative coordination	Weekly
Contact Group	UN and NGO	Main coordination forum, heads of agency	Weekly
NGO Security Briefing	UN and NGO	UN Security briefs NGOs on security situation	Weekly
Emergencies in regions	UN and NGO	Coordination of emergency interventions in unstable provinces, technical level	Weekly
Food	UN and NGO	Sectoral coordination on food security	Every 2 months
Non-food	UN and NGO	Sectoral coordination on non-food assistance	Monthly

Meeting	Participants	Subject	Schedule
Health	UN and NGO	Sectoral coordination on health	Monthly
Agriculture	UN and NGO	Sectoral coordination on food security	Weekly
Nutrition	UN and NGO	Sectoral coordination on emergency food assistance (supplementary and therapeutic feeding centres)	Bi-monthly
Water/Sanitation	UN and NGO	Sectoral coordination on water and sanitation	Every 2 months
Education	UN and NGO	Sectoral coordination on education	Monthly
Bubanza	Local authorities, UN and NGO	Regional coordination	Monthly
Cibitoke	Local authorities, UN and NGO	Regional coordination	Every 2 months
Bururi	Local authorities, UN and NGO	Regional coordination	Every 4 months
Bujumbura Mairie	Local authorities, UN and NGO	Regional coordination	Ad Hoc
Bujumbura Rural	Local authorities, UN and NGO	Regional coordination	Every 4 months
Gitega	Local authorities, UN and NGO	Regional coordination	Monthly
Kirundo	Local authorities, UN and NGO	Regional coordination	Every 3 months
Ngozi	Local authorities, UN and NGO	Regional coordination	Every 3 months
Kayanza	Local authorities, UN and NGO	Regional coordination	Every 6 months
Muyinga	Local authorities, UN and NGO	Regional coordination	Every 2 months
Karuzi	Local authorities, UN and NGO	Regional coordination	Every 3 months
Makamba	Local authorities, UN and NGO	Regional coordination	Yearly
Rutana	Local authorities, UN and NGO	Regional coordination	Every 4 months
Ruyigi	Local authorities, UN and NGO	Regional coordination	Every 3 months
Cankuzo	Local authorities, UN and NGO	Regional coordination	Ad Hoc
Mwaro	Local authorities,	Regional coordination	Monthly

Meeting	Participants	Subject	Schedule
	UN and NGO		
Muramvya	Local authorities, UN and NGO	Regional coordination	Every 3 months

The next table gives an idea of the structure and composition of the sectoral coordination groups.

Sector	Convenor	Participants
Food	WFP	ACF, Care, CAD, Concern, CRS, ECHO, INTERSOS SCF UK, TF
Non-food	CRS	CAD, CARE, Caritas, Christian Aid, Concern, CRB, CRS, DRA, ECHO, HCR, GVC, IFRC/CRB, IRC, MSF, NRC, MRRR, OCHA, Oxfam GB, Solidarité, WVI, UNICEF
Health	WHO	ACF, Africare, AHP, ANS, Caritas, CAD, CRS, Concern, ECHO, FNUAP, IFRC/CRB, GVC, IMC, INTERSOS, JRS, Memisa, MSF, NRC, OCHA, Oxfam, UNICEF, SCF UK, WVI
Agriculture	FAO	ARP, ACF, AHP, Christian Aid, CAD, CARE, CISV, Concern, Coped, CRS, Dapadu, Dorcas, DRA, ECHO, GTZ, GVC, IFRC/CRB, INTERSOS, HCR, IRC, NRC, OCHA, Oxfam GB/Q, RI, SCF UK, Solidarité, UNICEF, UNDP, VISPE, PAM, WVI
Nutrition	UNICEF	ACF, AHP, CAD, Caritas, Concern, ECHO, GVC, IMC, MSF, OMS, OCHA, Oxfam GB, Solidarités, SCF UK, PAM
Water/ Sanitation	UNICEF	Action Aid, Acord, AHP, ARP, Care, CICR, CISV, CRS, FICR/CRB CRS, FICR/CRB, Dapadu, DRA, ECHO, GVC, IRC, JRS, NRC, OCHA, Oxfam GB, Oxfam Q, Solidarités, TF
Education	UNESCO/ UNICEF	Concern, DRA, ECHO, FNUAP, HCR, OCHA, OCHDHB, WHO, Oxfam Q., PAM

The ILO in Burundi

Burundi is one of the four countries beneficiary of the project “Regional Programme on the Prevention and Reintegration of Children Involved in Armed Conflicts in Central Africa”, devising strategies to fight the enrolment of children by armed groups and to contribute to demobilization and reinsertion of the child soldiers.

The ILO also provides technical assistance through the project “Policy Formulation in Support to the Cooperative Movement”, proposing solutions to the crisis based on grassroots economic development and a micro-finance approach. In the same vein, Burundi is one of the four countries beneficiary of the project “Micro-finance for Post-Conflict Communities”.

In the framework of the initiatives to build and consolidate peace, the ILO supported the strategic audit of Burundi’s Entrepreneurs’ Association, which resulted in a five-year (2000-2004) strategic development plan.

UNITED NATIONS RESOLUTION 46/182

The General Assembly,

Recalling its resolution 2816 (XXVI) of 14 December 1971 and its subsequent resolutions and decisions on humanitarian assistance, including its resolution 45/100 of 14 December 1990,

Recalling also its resolution 44/236 of 22 December 1989, the annex to which contains the International Framework of Action for the International Decade for Natural Disaster Reduction,

Deeply concerned about the suffering of the victims of disasters and emergency situations, the loss in human lives, the flow of refugees, the mass displacement of people and the material destruction,

Mindful of the need to strengthen further and make more effective the collective efforts of the international community, in particular the United Nations system, in providing humanitarian assistance,

Taking note with satisfaction of the report of the Secretary-General on the review of the capacity, experience and coordination arrangements in the United Nations system for humanitarian assistance,

1. Adopts the text contained in the annex to the present resolution for the strengthening of the coordination of emergency humanitarian assistance of the United Nations system;
2. Requests the Secretary-General to report to the General Assembly at its forty-seventh session on the implementation of the present resolution.

ANNEX**I. GUIDING PRINCIPLES**

1. Humanitarian assistance is of cardinal importance for the victims of natural disasters and other emergencies.
2. Humanitarian assistance must be provided in accordance with the principles of humanity, neutrality and impartiality.
3. The sovereignty, territorial integrity and national unity of States must be fully respected in accordance with the Charter of the United Nations. In this context, humanitarian assistance should be provided with the consent of the affected country and in principle on the basis of an appeal by the affected country.
4. Each State has the responsibility first and foremost to take care of the victims of natural disasters and other emergencies occurring on its territory. Hence, the affected

State has the primary role in the initiation, organization, coordination, and implementation of humanitarian assistance within its territory.

5. The magnitude and duration of many emergencies may be beyond the response capacity of many affected countries. International cooperation to address emergency situations and to strengthen the response capacity of affected countries is thus of great importance. Such cooperation should be provided in accordance with international law and national laws. Intergovernmental and non-governmental organizations working impartially and with strictly humanitarian motives should continue to make a significant contribution in supplementing national efforts.
6. States whose populations are in need of humanitarian assistance are called upon to facilitate the work of these organizations in implementing humanitarian assistance, in particular the supply of food, medicines, shelter and health care, for which access to victims is essential.
7. States in proximity to emergencies are urged to participate closely with the affected countries in international efforts, with a view to facilitating, to the extent possible, the transit of humanitarian assistance.
8. Special attention should be given to disaster prevention and preparedness by the Governments concerned, as well as by the international community.
9. There is a clear relationship between emergency, rehabilitation and development. In order to ensure a smooth transition from relief to rehabilitation and development, emergency assistance should be provided in ways that will be supportive of recovery and long-term development. Thus, emergency measures should be seen as a step towards long-term development.
10. Economic growth and sustainable development are essential for prevention of and preparedness against natural disasters and other emergencies. Many emergencies reflect the underlying crisis in development facing developing countries. Humanitarian assistance should therefore be accompanied by a renewal of commitment to economic growth and sustainable development of developing countries. In this context, adequate resources must be made available to address their development problems.
11. Contributions for humanitarian assistance should be provided in a way which is not to the detriment of resources made available for international cooperation for development.
12. The United Nations has a central and unique role to play in providing leadership and coordinating the efforts of the international community to support the affected countries. The United Nations should ensure the prompt and smooth delivery of relief assistance in full respect of the above-mentioned principles, bearing in mind also relevant General Assembly resolutions, including resolutions 2816 (XXVI) of 14 December 1971 and 45/100 of 14 December 1990. The United Nations system needs to be adapted and strengthened to meet present and future challenges in an effective and coherent manner. It should be provided with resources commensurate with future requirements. The inadequacy of such resources has been one of the major constraints in the effective response of the United Nations to emergencies.

II. PREVENTION

13. The international community should adequately assist developing countries in strengthening their capacity in disaster prevention and mitigation, both at the national and regional levels, for example, in establishing and enhancing integrated programmes in this regard.
14. In order to reduce the impact of disasters there should be increased awareness of the need for establishing disaster mitigation strategies, particularly in disaster-prone countries. There should be greater exchange and dissemination of existing and new technical information related to the assessment, prediction and mitigation of disasters. As called for in the International Decade for Natural Disaster Reduction, efforts should be intensified to develop measures for prevention and mitigation of natural disasters and similar emergencies through programmes of technical assistance and modalities for favourable access to, and transfer of, relevant technology.
15. The disaster management training programme recently initiated by the Office of the United Nations Disaster Relief Coordinator and the United Nations Development Programme should be strengthened and broadened.
16. Organizations of the United Nations system involved in the funding and the provision of assistance relevant to the prevention of emergencies should be provided with sufficient and readily available resources.
17. The international community is urged to provide the necessary support and resources to programmes and activities undertaken to further the goals and objectives of the Decade.

III. PREPAREDNESS

18. International relief assistance should supplement national efforts to improve the capacities of developing countries to mitigate the effects of natural disasters expeditiously and effectively and to cope efficiently with all emergencies. The United Nations should enhance its efforts to assist developing countries to strengthen their capacity to respond to disasters, at the national and regional levels, as appropriate.

Early warning

19. On the basis of existing mandates and drawing upon monitoring arrangements available within the system, the United Nations should intensify efforts, building upon the existing capacities of relevant organizations and entities of the United Nations, for the systematic pooling, analysis and dissemination of early-warning information on natural disasters and other emergencies. In this context, the United Nations should consider making use as appropriate of the early-warning capacities of Governments and intergovernmental and non-governmental organizations.
20. Early-warning information should be made available in an unrestricted and timely manner to all interested Governments and concerned authorities, in particular of affected or disaster-prone countries. The capacity of disaster-prone countries to receive, use and disseminate this information should be strengthened. In this connection, the international community is urged to assist these countries upon request with the establishment and enhancement of national early-warning systems.

IV. STAND-BY CAPACITY

(a) Contingency funding arrangements

21. Organizations and entities of the United Nations system should continue to respond to requests for emergency assistance within their respective mandates. Reserve and other contingency funding arrangements of these organizations and entities should be examined by their respective governing bodies to strengthen further their operational capacities for rapid and coordinated response to emergencies.
22. In addition, there is a need for a complementary central funding mechanism to ensure the provision of adequate resources for use in the initial phase of emergencies that require a system-wide response.
23. To that end, the Secretary-General should establish under his authority a central emergency revolving fund as a cash-flow mechanism to ensure the rapid and coordinated response of the organizations of the system.
24. This fund should be put into operation with an amount of 50 million United States dollars. The fund should be financed by voluntary contributions. Consultations among potential donors should be held to this end. To achieve this target, the Secretary-General should launch an appeal to potential donors and convene a meeting of those donors in the first quarter of 1992 to secure contributions to the fund on an assured, broad-based and additional basis.
25. Resources should be advanced to the operational organizations of the system on the understanding that they would reimburse the fund in the first instance from the voluntary contributions received in response to consolidated appeals.
26. The operation of the fund should be reviewed after two years.

(b) Additional measures for rapid response

27. The United Nations should, building upon the existing capacities of relevant organizations, establish a central register of all specialized personnel and teams of technical specialists, as well as relief supplies, equipment and services available within the United Nations system and from Governments and intergovernmental and non-governmental organizations, that can be called upon at short notice by the United Nations.
28. The United Nations should continue to make appropriate arrangements with interested Governments and intergovernmental and non-governmental organizations to enable it to have more expeditious access, when necessary, to their emergency relief capacities, including food reserves, emergency stockpiles and personnel, as well as logistic support. In the context of the annual report to the General Assembly mentioned in paragraph 35 (i) below, the Secretary-General is requested to report on progress in this regard.
29. Special emergency rules and procedures should be developed by the United Nations to enable all organizations to disburse quickly emergency funds, and to procure emergency supplies and equipment, as well as to recruit emergency staff.

30. Disaster-prone countries should develop special emergency procedures to expedite the rapid procurement and deployment of equipment and relief supplies.

V. CONSOLIDATED APPEALS

31. For emergencies requiring a coordinated response, the Secretary-General should ensure that an initial consolidated appeal covering all concerned organizations of the system, prepared in consultation with the affected State, is issued within the shortest possible time and in any event not longer than one week. In the case of prolonged emergencies, this initial appeal should be updated and elaborated within four weeks, as more information becomes available.
32. Potential donors should adopt necessary measures to increase and expedite their contributions, including setting aside, on a stand-by basis, financial and other resources that can be disbursed quickly to the United Nations system in response to the consolidated appeals of the Secretary-General.

VI. COORDINATION, COOPERATION AND LEADERSHIP

(a) Leadership of the Secretary-General

33. The leadership role of the Secretary-General is critical and must be strengthened to ensure better preparation for, as well as rapid and coherent response to, natural disasters and other emergencies. This should be achieved through coordinated support for prevention and preparedness measures and the optimal utilization of, inter alia, an inter-agency standing committee, consolidated appeals, a central emergency revolving fund and a register of stand-by capacities.
34. To this end, and on the understanding that the requisite resources envisaged in paragraph 24 above would be provided, a high-level official (emergency relief coordinator) would be designated by the Secretary-General to work closely with and with direct access to him, in cooperation with the relevant organizations and entities of the system dealing with humanitarian assistance and in full respect of their mandates, without prejudice to any decisions to be taken by the General Assembly on the overall restructuring of the Secretariat of the United Nations. This high-level official should combine the functions at present carried out in the coordination of United Nations response by representatives of the Secretary-General for major and complex emergencies, as well as by the United Nations Disaster Relief Coordinator.
35. Under the aegis of the General Assembly and working under the direction of the Secretary-General, the high-level official would have the following responsibilities:
- (a) Processing requests from affected Member States for emergency assistance requiring a coordinated response;
 - (b) Maintaining an overview of all emergencies through, inter alia, the systematic pooling and analysis of early-warning information as envisaged in paragraph 19 above, with a view to coordinating and facilitating the humanitarian assistance of the United Nations system to those emergencies that require a coordinated response;

(c) Organizing, in consultation with the Government of the affected country, a joint inter-agency needs-assessment mission and preparing a consolidated appeal to be issued by the Secretary-General, to be followed by periodic situation reports including information on all sources of external assistance;

(d) Actively facilitating, including through negotiation if needed, the access by the operational organizations to emergency areas for the rapid provision of emergency assistance by obtaining the consent of all parties concerned, through modalities such as the establishment of temporary relief corridors where needed, days and zones of tranquility and other forms;

(e) Managing, in consultation with the operational organizations concerned, the central emergency revolving fund and assisting in the mobilization of resources;

(f) Serving as a central focal point with Governments and intergovernmental and non-governmental organizations concerning United Nations emergency relief operations and, when appropriate and necessary, mobilizing their emergency relief capacities, including through consultations in his capacity as Chairman of the Inter-Agency Standing Committee;

(g) Providing consolidated information, including early warning on emergencies, to all interested Governments and concerned authorities, particularly affected and disaster-prone countries, drawing on the capacities of the organizations of the system and other available sources;

(h) Actively promoting, in close collaboration with concerned organizations, the smooth transition from relief to rehabilitation and reconstruction as relief operations under his aegis are phased out;

(i) Preparing an annual report for the Secretary-General on the coordination of humanitarian emergency assistance, including information on the central emergency revolving fund, to be submitted to the General Assembly through the Economic and Social Council.

36. The high-level official should be supported by a secretariat based on a strengthened Office of the United Nations Disaster Relief Coordinator and the consolidation of existing offices that deal with complex emergencies. This secretariat could be supplemented by staff seconded from concerned organizations of the system. The high-level official should work closely with organizations and entities of the United Nations system, as well as the International Committee of the Red Cross, the League of Red Cross and Red Crescent Societies, the International Organization for Migration and relevant non-governmental organizations. At the country level, the high-level official would maintain close contact with and provide leadership to the resident coordinators on matters relating to humanitarian assistance.

37. The Secretary-General should ensure that arrangements between the high-level official and all relevant organizations are set in place, establishing responsibilities for prompt and coordinated action in the event of emergency.

(b) Inter-Agency Standing Committee

38. An Inter-Agency Standing Committee serviced by a strengthened Office of the United Nations Disaster Relief Coordinator should be established under the chairmanship of the high-level official with the participation of all operational organizations and with a standing invitation to the International Committee of the Red Cross, the League of Red Cross and Red Crescent Societies, and the International Organization for Migration. Relevant non-governmental organizations can be invited to participate on an ad hoc basis. The Committee should meet as soon as possible in response to emergencies.

(c) Country-level coordination

39. Within the overall framework described above and in support of the efforts of the affected countries, the resident coordinator should normally coordinate the humanitarian assistance of the United Nations system at the country level. He/She should facilitate the preparedness of the United Nations system and assist in a speedy transition from relief to development. He/She should promote the use of all locally or regionally available relief capacities. The resident coordinator should chair an emergency operations group of field representatives and experts from the system.

VII. CONTINUUM FROM RELIEF TO REHABILITATION AND DEVELOPMENT

40. Emergency assistance must be provided in ways that will be supportive of recovery and long-term development. Development assistance organizations of the United Nations system should be involved at an early stage and should collaborate closely with those responsible for emergency relief and recovery, within their existing mandates.
41. International cooperation and support for rehabilitation and reconstruction should continue with sustained intensity after the initial relief stage. The rehabilitation phase should be used as an opportunity to restructure and improve facilities and services destroyed by emergencies in order to enable them to withstand the impact of future emergencies.
42. International cooperation should be accelerated for the development of developing countries, thereby contributing to reducing the occurrence and impact of future disasters and emergencies.

**ECOSOC: STRENGTHENING OF THE COORDINATION OF
EMERGENCY HUMANITARIAN ASSISTANCE OF THE UNITED
NATIONS**

Draft resolution submitted by the Vice President of the Council, Mr. Jassim Mohammed Buallay (Bahrain), on the basis of informal consultations

E/2002/L.34

Substantive session of 2002

New York, 1-26 July 2002

Agenda item 5

Special economic, humanitarian and disaster relief assistance

The Economic and Social Council,

Reaffirming General Assembly resolution 46/182 of 19 December 1991 and recalling that humanitarian assistance should be provided in accordance with and with due respect for the guiding principles contained in the annex to that resolution, and also recalling other relevant Assembly resolutions,

Recalling its agreed conclusions 1998/1 of 17 July 1998¹ and 1999/1 of 23 July 1999²,

Emphasizing the importance of the discussion of humanitarian policies and activities in the Economic and Social Council,

Reaffirming the need for the Council to continue to consider ways to further enhance the humanitarian affairs segment of future substantive sessions of the Council,

Welcoming the fact that the 2002 humanitarian affairs segment considered the theme "Strengthening of the coordination of United Nations humanitarian assistance in cases of natural disasters and complex humanitarian emergencies, with particular attention to reaching the vulnerable and the transition from relief to development",

Deeply concerned about alleged sexual abuse, exploitation and misuse of humanitarian assistance by personnel involved in humanitarian assistance activities and stressing the need for appropriate measures in this regard,

Encouraging the direct participation of local communities and populations in the identification and implementation of humanitarian and transitional programmes, with a view to supporting overall peace-building, reconciliation, reconstruction and development efforts,

Stressing the need to address the funding and strategic planning gap between relief and development activities in the context of natural disasters and complex emergencies,

Emphasizing the importance of international cooperation in support of the efforts of affected States in dealing with natural disasters and complex emergencies in all their phases,

Recognizing that special attention should be given to women as well as the most vulnerable, including children, older persons and persons with disabilities, as well as victims of terrorism,

Welcoming the efforts made by the United Nations system to strengthen the consolidated appeals process as a coordination and strategic planning tool for the provision of humanitarian assistance and transition from relief to development,

Noting with concern that, while the consolidated appeals process remains one of the most significant mechanisms for humanitarian resource mobilization, it has suffered consistent shortfalls and, in this regard, encouraging the Office for the Coordination of Humanitarian Affairs of the United Nations Secretariat to continue to examine in greater depth the reasons for and implications of this,

Taking note of the assessment by the Secretary-General regarding criminal activities in the context of complex emergencies in pursuit of economic gain including, inter alia, illicit use by armed groups of natural resources and trafficking of women and children, and expressing concern over their impact on humanitarian assistance in such emergencies,

Bearing in mind that reaching the vulnerable is essential for providing adequate protection and assistance in contexts of natural disasters and complex emergencies as well as for strengthening local capacity to cope with humanitarian needs in such contexts,

Welcoming the Inter-Agency Standing Committee policy statement on the integration of a gender perspective in humanitarian affairs and stressing the importance of its effective implementation,

1. Takes note with appreciation of the report of the Secretary-General on strengthening the coordination of emergency humanitarian assistance of the United Nations³;
2. Invites the Secretary-General to continue to strengthen the capacities of and consult with, where appropriate, regional and subregional organizations so as to respond to complex humanitarian crises and natural disasters and to report to the Economic and Social Council on practical steps taken in this regard;
3. Welcomes the efforts of the Office for the Coordination of Humanitarian Affairs of the United Nations Secretariat and the United Nations Development Programme to strengthen their coordination and regional activities so as to provide more effective support to disaster-prone countries and, to this end, calls on them, and other relief organizations and institutions to identify innovative ways to support those countries in building and, where necessary, strengthening local, national and regional capacities in disaster prevention, mitigation and management;
4. Recalls the efforts of the Emergency Relief Coordinator to expand participation in United Nations disaster assessment and coordination teams and encourages the further participation of United Nations organizations in United Nations disaster assessment coordination;
5. Stresses the continued need and relevance of integrating a gender perspective in the development and implementation of humanitarian assistance activities throughout all their phases and in prevention and recovery strategies;
6. Calls upon United Nations country teams in consultation with and in support of Governments to promote contingency planning for possible risks related to complex emergencies or natural disasters;

7. Encourages States that have not signed or ratified the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations⁴, adopted at Tampere, Finland, on 18 June 1998, to consider doing so;
8. Encourages humanitarian agencies to engage in the further strengthening of humanitarian information centres, by providing timely and accurate information on assessed needs, and the activities developed to respond to them;
9. Calls upon the Office for the Coordination of Humanitarian Affairs as well as the United Nations Development Programme, in consultation with Governments and the humanitarian and development community, with the support of international financial institutions where appropriate, to develop humanitarian strategies to support the engagement of local communities and institutions as a means of supporting humanitarian assistance activities and the transition from relief to development;
10. Calls upon Governments, when providing guidance to the United Nations system, including the agencies, funds and programmes through their governing bodies, to articulate areas of responsibility in addressing the transition from relief to development;
11. Calls upon Member States to support the incorporation and operationalization of disaster risk management analysis into humanitarian assistance activities, poverty eradication and sustainable development strategies;
12. Urges the United Nations system to strengthen and align its existing planning tools such as the consolidated appeals process and, where they exist, common country assessments and the United Nations Development Assistance Frameworks in order to facilitate the transition from relief to development and to better reflect disaster risk management;
13. Requests the Office for the Coordination of Humanitarian Affairs, other members of the Inter-Agency Standing Committee, affected countries and other partners concerned to ensure that consolidated appeals contain adequate plans to align relief and transitional programmes, inter alia, in the area of resource mobilization;
14. Takes note of its decision to consider creating ad hoc advisory groups to examine the humanitarian and economic needs of African countries emerging from conflict and encourages relevant parts of the United Nations system, including existing coordination structures and mechanisms, to cooperate with such ad hoc advisory groups;
15. Encourages further strengthening of the consolidated appeals process as a coordination and strategic planning tool and urges donors to contribute to this objective and to address priority needs identified through the process, and also urges affected countries to reflect these priorities in their national efforts;
16. Supports the efforts of the Emergency Relief Coordinator to engage in a dialogue with other humanitarian actors, including non-governmental organizations, on strengthening their involvement in the development of common humanitarian action plans and consolidated appeals and encourages them to contribute actively to their implementation;
17. Calls upon United Nations organizations to continue to improve needs assessment methodologies in the consolidated appeals process and to strengthen efforts to report on results;

18. Encourages donors to ensure that financing of high-profile emergencies does not come at the expense of low-profile emergency appeals, inter alia, by making efforts to increase the overall levels of humanitarian assistance;
19. Welcomes the initiative of donors to meet and consider the global trend in humanitarian response to ensure that imbalances can be addressed when consolidated appeals are launched;
20. Encourages the development of a global humanitarian financial tracking system in order to contribute to improved coordination and accountability, and requests the Emergency Relief Coordinator to make proposals, without delay, for a comprehensive system for the collection and dissemination of data on humanitarian needs and contributions;
21. Calls upon all parties to armed conflict to comply with their obligations under international humanitarian law, human rights law and refugee law;
22. Calls upon all Governments and parties in complex humanitarian emergencies, in particular in armed conflicts and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel in order to allow them to perform efficiently their task of assisting the affected population, including refugees and internally displaced persons;
23. Reaffirms the obligation of Member States to protect civilians in armed conflict in accordance with international humanitarian law and invites them to promote a culture of protection, taking into account the particular needs of women, children, older persons and persons with disabilities;
24. Urges the international community and the United Nations system to strengthen their humanitarian and other assistance to civilians under foreign occupation;
25. Encourages efforts to provide education during and after humanitarian emergencies in order to contribute to a smooth transition from relief to development;
26. Invites Member States and other partners, as appropriate, to participate actively in workshops on the protection of civilians in order to impart knowledge and improve practice based on shared experiences;
27. Encourages Governments, the United Nations system and humanitarian organizations to share experiences and lessons they may have learned with regard to the development of criteria and procedures for the identification of armed elements and their separation from the civilian population in situations of complex emergencies and urges Governments and relevant United Nations bodies to strengthen measures in this regard;
28. Notes with appreciation the establishment of the non-operational inter-agency Unit on Internal Displacement in the Office for the Coordination of Humanitarian Affairs and encourages Member States and relevant agencies to provide it with the necessary resources to enable it to carry out its activities;
29. Notes that an increasing number of States, United Nations organizations and regional and non-governmental organizations are making use of the Guiding Principles on Internal Displacement⁵, encourages the strengthening of legal frameworks on the protection of internally displaced persons and urges the international community to strengthen its support to

affected States in their efforts to provide, through national plans or initiatives, protection and assistance to their internally displaced persons;

30. Strongly urges the United Nations system and all humanitarian organizations to adopt and implement appropriate measures, including codes of conduct, for all personnel involved in humanitarian assistance activities, to review protection and distribution mechanisms, and to recommend actions that protect against sexual abuse and exploitation and the misuse of humanitarian assistance and requests the Secretary-General to report back to the Council in this regard;

31. Welcomes efforts to strengthen international urban search and rescue operations through, inter alia, activities of the International Search and Rescue Advisory Group;

32. Requests the Secretary-General to continue progress on the directories referred to in General Assembly resolution 56/103 of 14 December 2001;

33. Also requests the Secretary-General to reflect the progress made in the implementation of and follow-up to the present resolution in his next report to the Council and the General Assembly on the coordination of emergency humanitarian assistance of the United Nations.

Notes:

¹. See Official Records of the General Assembly, Fifty-third Session, Supplement No. 3 (A/53/3 and Corr.1 and Add.1), chap. VII, para. 5.

². Ibid., Fifty-fourth Session, Supplement No. 3 (A/54/3/Rev.1), chap. VI, para. 5.

³. A/57/77-E/2002/63.

⁴. United Nations Treaty registration No. 27688.

⁵. E/CN.4/1998/53/Add.2.