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OCHA

REFERENCE GUIDE

Normative Developments on the coordination of humanitarian assistance in the General Assembly, the Economic and Social Council, and the Security Council since the adoption of General Assembly resolution 46/182

Office for the
Coordination of
Humanitarian Affairs

OCHA

Policy Development
and Studies Branch

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Preface

General Assembly resolution 46/182 has provided the framework for emergency relief for almost two decades. 46/182 was a comprehensive resolution that broadly addressed how to strengthen the coordination of the humanitarian system. It also laid down the principles and framework for humanitarian assistance, which continue to guide the work of the humanitarian system.

Since 1991, significant challenges have emerged from the changing environment in which assistance has been provided. These challenges are evident in a number of areas, such as those related to internal displacement, access, protection, safety and security of humanitarian personnel, humanitarian-military relation, and the frequency and magnitude of natural disasters. Despite the inherited difficulties of intergovernmental negotiations, significant progress have been made by the United Nations Intergovernmental bodies in addressing these new challenges.

The *Reference Guide for United Nations Intergovernmental Decisions on Humanitarian Assistance* is intended to provide a concise analytical overview of the key policy decisions of the principal United Nations intergovernmental bodies, namely the General Assembly, Economic and Social Council, and the Security Council. It should be noted that all legislative decisions taken in each of the three intergovernmental bodies are equally binding on the UN Secretariat and recommendatory on Member States, with the notable exception of decisions of the Security Council related to the maintenance of international peace and security that are obligatory for Member States.

The *Reference Guide* is organized to follow the structure of 46/182 and is presented in fifteen thematic categories. The fifteen categories are grouped into three sections: the first section includes issues pertaining to humanitarian principles and the overall framework of assistance, the second section addresses the linkage between humanitarian response, disaster reduction and transition, and the third section examines humanitarian coordination and related tools and mechanisms, including humanitarian financing. Each section has been arranged with an initial focus on relevant policies followed by the role of the United Nations and other humanitarian organizations and the operational directives of these intergovernmental bodies.

The *Reference Guide* is drawn from the matrix of *United Nations Intergovernmental Decisions on Humanitarian Assistance*, a compilation of humanitarian legislative directives adopted by UN intergovernmental bodies since the adoption of GA resolution 46/182 in 1991. It should be noted that the *Reference Guide*, similar to the matrix, does not include decisions of other intergovernmental bodies of the UN system. The *Guide* is designed to be used as an *aide-memoire* on humanitarian legislation, with referencing of relevant resolutions provided for additional information purposes, on each page.

The *Reference Guide* uses the precise language found in United Nations resolutions and decisions in almost all cases. While every effort has been made to use or adhere to the exact language of intergovernmental decisions of the United Nations in the preparation of the *Reference Guide*, there are some instances where editing was unavoidable in order to ensure consistency in format and presentation. Selectivity was employed only in cases where similar language adopted at different times by different bodies was consolidated for greater clarity and to avoid repetition. Intergovernmental decisions are not necessarily presented in chronological order and they are considered valid unless abrogated by subsequent decisions. In order to ensure the general nature of the text, the *Reference Guide* does not include intergovernmental decisions adopted for specific humanitarian emergencies or disasters. In all cases, the *Reference Guide* was written with due respect to the letter and spirit of international humanitarian law, refugee law, human rights law, and other relevant legal instruments that inform it.

The *Reference Guide* is intended for use by OCHA staff, particularly those in the field, so that their work can be better informed by these legislative decisions. The *Reference Guide* could also serve as a tool for their interaction with concerned governments and other relevant parties in strengthening better understanding of and support for a more principled, accountable and effective humanitarian response. It can also be useful for other humanitarian practitioners as well as for Member States who are interested in a concise presentation of the legislative decisions of the United Nations relating to humanitarian assistance.



I. GUIDING PRINCIPLES

1. Principles and Framework for Humanitarian Assistance

REFERENCE

1. Humanitarian assistance is of cardinal importance for the victims of natural disasters and other emergencies.
2. The provision of humanitarian assistance must be provided in accordance with the principles of neutrality, humanity, impartiality and independence.¹
3. The sovereignty, territorial integrity and national unity of States must be fully respected. 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 address the needs of populations affected by 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.

LEGISLATIVE DECISIONS

A/RES/46/182, OP1 (1991)

A/RES/46/182, OP2 (1991)

A/RES/60/124, PP4 (2005)

A/RES/46/182, OP3 (1991)

A/RES/46/182, OP4 (1991)

A/RES/46/182, OP5 (1991)

¹ Independence, meaning the autonomy of humanitarian objectives from the political, economic, military or other objectives that any actor may hold with regard to areas where humanitarian action is being implemented, should be applied in full respect for and compliance with international humanitarian law [A/RES/58/114, PP5 (2003); A/RES/60/124, PP4 (2005); E/2004/50, PP8 (2004)]

6. 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.
7. 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.
8. In light of the continuous erosion of the respect for international humanitarian and human rights law, principles, and norms, there is an urgent need to ensure greater respect for these laws and principles. All parties to armed conflict are called upon to respect international humanitarian and human rights law. All governments, relevant United Nations system actors, non-governmental organizations and States parties should promote and diffuse such laws and integrate them into their activities.
9. States that have not already done so should consider ratifying the instruments of international humanitarian, human rights and refugee law, and to take appropriate legislative, judicial and administrative measures to implement their obligations under these instruments.
10. Member States and, where applicable, regional organizations, are encouraged to strengthen operational and legal frameworks for international disaster relief, taking into account, as appropriate, the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance, adopted at the thirtieth International Conference of the Red Cross and Red Crescent in November 2007.
11. International humanitarian organizations and implementing partners serving within the framework of UN humanitarian and relevant operations are urged to live up to the highest standards of conduct and accountability.

A/RES/46/182, OP7 (1991)

A/RES/46/182, OP11 (1991)

ECOSOC Decision 1999/1, OP4 (1999)

S/RES/1296, OP11 (2000)

S/RES/1674, OP9 (2006)

A/63/L.49, OP8 (2008)

A/63/L.53, OP5 (2008)

ECOSOC Decision 2008, OP5 (2008)

E/2004/50, OP38 (2004)

12. Civil society should be engaged in raising awareness for humanitarian issues and respect for international humanitarian law and principles, and in supporting humanitarian programmes.
13. The Secretary-General is called upon to ensure that the design and implementation of United Nations integrated missions take into account the guiding principles for the provision of humanitarian assistance.

ECOSOC Decision 1998/1, OP6 (1998)

A/RES/59/141, OP9 (2004)

2. Protection of Civilians

REFERENCE

14. All States and parties to an armed conflict have an obligation to protect civilians under international humanitarian law, human rights law and refugee law.
15. All acts of violence committed against civilian populations in situations of humanitarian crisis, especially against women, girls and boys, including sexual violence and abuse are strongly condemned. Such acts can constitute serious violations or grave breaches of international humanitarian law and constitute, in defined circumstances, a crime against humanity, genocide, and/or a war crime.
16. States are invited to adopt preventive measures and effective responses to acts of violence intentionally directed against civilians. States should comply with obligations to end impunity for such acts and to prosecute those responsible for genocide crimes against humanity, war crimes including those relating to sexual and other violence against women and girls, and serious violations of international humanitarian law.

LEGISLATIVE DECISIONS

A/RES/58/114, OP12 (2003)

A/RES/59/141, OP15 (2004)

E/2002/32, OP21 (2002)

A/RES/59/141, OP13 (2004)

S/RES/1820, OP4 (2008)

A/RES/58/114, OP12 (2003)

A/RES/59/141, OP14 (2004)

E/2004/50, PP16 (2004)

S/RES/1674, OP3 (2006)

S/RES/1738, PP6 (2006)

S/RES/1820, OP11 (2008)

17. Member States are urged to ensure that their laws and institutions are adequate to prevent, promptly investigate and prosecute acts of gender-based violence, including sexual violence in humanitarian emergencies and are called upon to ensure that all victims of sexual violence, particularly women and girls, have equal protection under the law and equal access to justice.
- A/63/L.49, OP23 (2008)
ECOSOC Decision 2008, OP14 (2008)
S/RES/1820, OP4 (2008)
18. Member states are invited to promote a culture of protection, taking into account the particular needs of women, children, older persons, and persons with disabilities.
- A/63/L.49, OP21 (2008)
E/2002/32, OP23 (2002)
19. States are called upon to fully comply with relevant provisions of international humanitarian law to protect and assist civilians in occupied territories. The international community and the relevant organizations of the United Nations system should strengthen humanitarian and other assistance to civilians under foreign occupation.
- E/2004/50, OP7, OP8 (2004)
20. In situations where armed conflict constitutes a threat to international peace and security the Security Council may adopt appropriate measures to prevent and/or end the deliberate targeting of civilian populations, or other protected persons, the systematic, flagrant and widespread violations of international humanitarian and human rights law, including the use of sexual violence as a tactic of war.
- S/RES/1296, OP5 (2000)
21. The Security Council reaffirms its practice of ensuring that the mandates of United Nations peacekeeping, political and peace-building missions include, where appropriate and on a case-by-case basis, provisions regarding (i) the protection of civilians, particularly those under imminent threat of physical danger within their zones of operation, (ii) the facilitation of the provision of humanitarian assistance, and, (iii) the creation of conditions conducive to the voluntary, safe, dignified and sustainable return of refugees and internally displaced persons. It also intends to ensure that (i) such mandates include clear guidelines as to what missions can and should do to achieve those goals, (ii) the protection of civilians is given priority in decisions about the use of available capacity and resources in the implementation of the mandates, and (iii) that protection mandates are implemented.
- S/RES/1674, OP16 (2000)

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| 22. The international community should provide support and assistance to enable States to fulfil their responsibilities towards protected persons under international humanitarian law. | S/RES/1674, OP13 (2006) |
| 23. The international community, through the United Nations, has the responsibility to use humanitarian and other peaceful means to help to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity. | A/60/1, OP138, OP139 (2005) |
| 24. All parties to armed conflict are called upon to respect fully international law applicable to the rights and protection of non-combatant women and girls and should immediately take appropriate measures to protect civilians, including women and girls, from all forms of sexual violence. | S/RES/1325, OP10 (2000)
S/RES/1820, OP3 (2008) |
| 25. Member States, relevant United Nations organizations, and other relevant actors are requested to ensure that all aspects of humanitarian response address the specific needs of women, girls, men and boys. Member States and relevant organizations are called upon to strengthen support services to victims of sexual violence. | ECOSOC Decision
2008, OP13, OP14 (2008) |
| 26. The United Nations should integrate a gender perspective in the planning and implementation of humanitarian assistance activities in a comprehensive and consistent manner, throughout all phases and in prevention and recovery strategies. | ECOSOC Decision 1999, OP24 (1999)
E/2002/32, OP5 (2002) |
| 27. The establishment by the Inter-Agency Standing Committee of the six core principles enshrined in the Plan of Action on Protection from Sexual Exploitation and Abuse in Humanitarian Crises, representing minimum standards of behavior required of all United Nations civilian staff members is welcomed. The United Nations is urged to take appropriate follow-up action in response to allegations of sexual violence and exploitation by humanitarian workers. | ECOSOC Decision 2008, OP11,
OP12 (2008) |

28. The United Nations should make systematic, concerted and comprehensive interagency efforts on behalf of children, including through the allocation of adequate and sustainable resource allocation, to provide both immediate emergency assistance and long-term measures for children, throughout all phases of an emergency.
29. The United Nations should address more systematically protection of civilians and other humanitarian issues with regional organizations, in accordance with their respective mandates.

ECOSOC Decision 1999, OP22 (1999)

A/RES/59/141, OP6 (2004)

E/2004/50, OP5 (2004)

3. Humanitarian Access

REFERENCE

30. Reaching the vulnerable is essential for providing adequate protection and assistance in the context of natural disasters and complex emergencies as well as for strengthening local capacity to cope with humanitarian needs.
31. In this context, the importance of safe and unhindered access of humanitarian personnel to civilians in armed conflict, including refugees and internally displaced persons, and the protection of humanitarian assistance to them is underlined.
32. The Emergency Relief Coordinator will actively facilitate, 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, days and zones of tranquility and other forms where needed.

LEGISLATIVE DECISIONS

E/2003/5, PP15 (2003)

S/RES/1265, OP7 (2000)

A/RES/46/182, OP35 (d) (1991)

A/RES/48/57, OP19 (1993)

33. 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, are called upon in conformity to relevant provisions of international law and international humanitarian law to: cooperate fully with the United Nations and other humanitarian agencies and organizations; and to ensure the safe and unhindered access of humanitarian personnel as well as supplies and equipment in order to allow them to perform efficiently their task of assisting the affected civilian population, including refugees and internally displaced persons.

34. Any act or failure to act, which obstructs or prevents humanitarian personnel and United Nations and its associated personnel from discharging their humanitarian functions, or which entails being subjected to threats, the use of force or physical attack resulting in injury or death, is strongly condemned, and for that purpose, the need to enact national legislation, as appropriate to hold accountable those who commit such acts is affirmed.

35. The Security Council may adopt appropriate measures in situations where civilians are being targeted or humanitarian assistance to civilians is being deliberately denied or obstructed, where such denial may constitute a threat to international peace and security.

A/RES/58/114, OP10 (2003)

A/RES/59/141, OP18 (2004)

A/RES/60/124, OP2 (2005)

A/RES/61/133, OP4 (2006)

A/RES/62/94, OP24 (2007)

A/63/L.49, OP25 (2008)

E/2002/32, OP22 (2002)

E/2003/5, OP7 (2003)

E/2005/4, OP9 (2005)

A/RES/52/167, OP3 (1997)

A/RES/53/87, OP10 (1998)

A/RES/54/192, OP3 (1999)

A/RES/55/175, OP4, OP5 (2000)

A/RES/57/155, OP5, OP6 (2002)

A/RES/59/141, OP17 (2004)

S/RES/1265, OP10 (2000)

S/RES/1296, OP8 (2000)

4. Internally Displaced Persons

REFERENCE

36. Internally displaced persons and other vulnerable groups in situations of armed conflict are civilians and are entitled to protection under international humanitarian law.
37. All displaced persons have the right to return in peace to their former homes and should be assisted to do so.
38. Forcible displacement of civilians in situations of armed conflict is in violation of conflict parties' obligations under international humanitarian law and is prohibited.
39. Governments have the primary responsibility and are called upon to provide protection and assistance to internally displaced persons within their own borders, and to facilitate the efforts of relevant United Nations agencies and humanitarian organizations in these respects.
40. The Guiding Principles on Internal Displacement is an important tool and international framework for the protection of internally displaced persons and all relevant actors are encouraged to make use of them when dealing with situations of internal displacement.
41. Member States with internally displaced persons are encouraged to develop, implement or strengthen, as appropriate, national laws, domestic legislation, policies and minimum standards dealing with all stages of displacement, taking into account the Guiding Principles on Internal Displacement, and to continue to work with humanitarian agencies in endeavors to provide a more predictable response to the needs of internally displaced persons. The international community and national actors are encouraged to provide financial support and cooperation to Governments in this regard, and support the capacity-building efforts of Governments, upon request.

LEGISLATIVE DECISIONS

S/RES/1296, OP3 (2000)

S/RES/820, OP7 (1993)

S/RES/1674, OP12 (2006)

A/RES/56/164, OP10 (2001)

A/RES/58/177, OP7 (2003)

A/60/1, OP132 (2005)

A/RES/61/134, OP23 (2006)

A/63/L.49, OP24 (2008)

A/RES/59/141, OP16 (2004)

A/RES/62/153, OP12 (2007)

42. Governments are called upon to facilitate the activities of the Representative of the Secretary-General and are encouraged to give serious consideration to inviting the Representative to visit their countries so as to enable him/her to study and analyze more fully the issues involved. **A/RES/56/164, OP8 (2001)**
43. States have the primary responsibility to maintain the security and civilian character of refugee and internally displaced person camps. The Secretary-General is encouraged to take all feasible measures to ensure camp security. S/RES/1208, OP3 (1998)
S/RES/1674, OP14 (2000)
44. The Security Council may adopt appropriate steps to help create a secure environment for civilians endangered by conflicts in situations where refugees and internally displaced persons are vulnerable to the threat of harassment or where their camps are vulnerable to infiltration by armed elements and where such situations may constitute a threat to international peace and security. S/RES/1296, OP14 (2000)
45. The international community is called upon to provide timely and speedy humanitarian assistance and support to countries affected by internal displacement in order to help them fulfill their responsibility regarding the protection of refugees, the displaced, and other persons protected under international humanitarian law, and is urged to strengthen support for national plans or initiatives to provide protection and assistance to internally displaced persons. **A/RES/49/169, OP11 (1994)**
E/2002/32, OP29 (2002)
S/RES/1674, OP13 (2006)
46. National human rights institutions have an important role in assisting internally displaced persons and in promoting and protecting their human rights. **A/RES/58/177, OP5 (2003)**
A/RES/60/168, OP6 (2005)
47. The Emergency Relief Coordinator has a central role for the inter-agency coordination of protection of and assistance to internally displaced persons. **A/RES/56/164, OP12 (2001)**

48. All relevant United Nations humanitarian assistance, human rights and development organizations concerned are urged to enhance their collaboration and coordination in order to promote and better carry out protection, assistance and development activities for internally displaced persons and to enhance further their accountability, as well as to provide all possible assistance and support to the Representative of the Secretary-General.

A/RES/56/164, OP12 (2001)

49. The Representative of the Secretary-General should continue to use the Guiding Principles in his/her dialogue with Governments and other relevant actors and to further the dissemination, promotion and application of the Guiding Principles. The RSG should provide support for efforts to promote capacity-building and the development of domestic legislation and policies, as well as to promote comprehensive strategies that focus among other things on durable solutions for internally displaced persons. The Representative of the Secretary-General is encouraged to continue also the analysis of the root causes of internal displacement, as well as the needs and human rights of internally displaced persons.

A/RES/60/168, OP9 (2005)

A/RES/62/153, OP3, OP4 (2007)

50. Durable solutions for internally displaced persons, including through voluntary return, sustainable reintegration and rehabilitation processes and their active participation, as appropriate, in the peacebuilding process is emphasized. In this context, the Peacebuilding Commission is urged, in cooperation with national and transitional Governments and in consultation with the relevant United Nations entities, to incorporate the rights and the specific needs of internally displaced persons when advising on or proposing country-specific peacebuilding strategies.

A/RES/62/153, OP8, OP9 (2007)

5. Safety and Security of Humanitarian Personnel

REFERENCE

51. All States are urged to make every effort to ensure the full and effective implementation of the relevant principles and rules of international law, including international humanitarian law, human rights law and refugee law related to the safety and security of humanitarian personnel and United Nations personnel, and to respect and ensure respect for the inviolability of United Nations premises.
52. All States are called upon to consider becoming parties to and to respect fully their obligations under the relevant international instruments, in particular the Convention on the Safety of United Nations and Associated Personnel and to consider signing and ratifying its Optional Protocol. All States are called upon to comply fully with their obligations under international humanitarian law, in order to respect and protect all humanitarian personnel in territories subject to their jurisdiction. States parties are urged to put in place appropriate national legislation, as necessary, to enable its effective implementation.
53. All other parties involved in armed conflicts are called upon, in compliance with their obligations under the 1949 Geneva Conventions and the Additional Protocols thereto, to ensure the safety and protection of humanitarian personnel and United Nations and its associated personnel.

LEGISLATIVE DECISIONS

- A/RES/53/87, OP3 (1998)**
A/RES/54/192, OP2 (1999)
A/RES/62/95, OP2 (2007)
A/63/L.48, OP2, OP3 (2008)
- A/RES/58/122, OP9 (2003)**
A/RES/60/123, OP7 (2005)
A/63/L.48, OP5, OP7, OP11 (2008)
- A/RES/55/175, OP9 (2000)**

54. States, parties to conflict and all other relevant actors are urged to take all necessary measures to protect activities related to humanitarian assistance, to prevent attacks on and kidnapping of national and international humanitarian workers and to ensure their safety and security. Any act or failure to act which entails humanitarian personnel being subjected to threats, the use of force or physical attack frequently resulting in injury or death, is strongly condemned.

A/RES/52/167, OP2 (1997)
A/RES/54/147, OP13 (1999)
A/RES/55/77, OP19 (2000)
A/RES/53/87, OP10 (1998)

55. Attacks intentionally directed against personnel involved in a humanitarian assistance or peacekeeping mission in accordance with the Charter of the United Nations are included as a war crime in the Rome Statute of the International Criminal Court. The role that the Court could play in bringing to justice those responsible for serious violations of international humanitarian law is noted.

A/RES/53/87, PP8 (1998)

56. States are urged to end impunity for any threat or act of violence committed against humanitarian personnel and United Nations and its associated personnel. States are urged to take stronger actions to ensure that any such threat or act on their territory is investigated fully and to ensure that the perpetrators of such acts are brought to justice in accordance with international law and national law. The need to enact national legislation, as appropriate, is affirmed.

A/RES/52/167, OP6 (1997)
A/RES/54/147, OP13 (1999)
A/RES/54/192, OP6 (1999)
A/RES/55/77, OP19 (2000)
A/RES/55/175, OP5 (2000)
A/RES/58/122, OP8 (2003)
A/63/L.48, OP10 (2008)

57. All other parties involved in armed conflicts are called upon to refrain from abducting or detaining humanitarian personnel in violation of their immunity under relevant conventions and applicable international humanitarian law, and speedily to release, without harm or requirement of concession, any abductee or detainee.

A/RES/55/175, OP9 (2000)
A/RES/57/155, OP4 (2002)
A/63/L.48, OP13 (2008)

58. All States are called upon to provide adequate and prompt information in the event of arrest or detention of humanitarian personnel or United Nations personnel, to afford them the necessary medical assistance and to allow independent medical teams to visit and examine the health of those detained. All States are urged to take the necessary measures to ensure the speedy release of those who have been arrested or detained in violation of relevant conventions and applicable international humanitarian law.

59. Humanitarian personnel and United Nations and associated personnel should ensure that they remain sensitive to national and local customs and traditions in their countries of assignment and communicate clearly their purpose and objectives to local populations. Organizations and aid workers are called upon to abide by the national laws and regulations of the countries in which they operate.

60. The Secretary-General should take the necessary measures, falling within his responsibilities, to ensure that security matters are an integral part of the planning for existing and newly mandated United Nations operations and that such precautions extend to all United Nations and its associated personnel. The Secretary-General should keep under review the relevant internal United Nations policy, operational and administrative arrangements that can contribute to providing locally recruited personnel with adequate safety and security.

A/RES/53/87, OP3 (1998)

A/RES/54/192, OP7 (1999)

A/RES/57/155, OP12 (2002)

A/RES/60/123, OP10 (2005)

A/RES/61/133, OP10 (2006)

A/RES/62/95, OP10 (2007)

A/63/L.48, OP12 (2008)

A/RES/54/147, OP13 (1999)

A/RES/55/77, OP19 (2000)

A/RES/62/94, OP15 (2007)

A/63/L.48, OP16, OP17 (2008)

A/RES/54/192, OP10 (1999)

A/RES/62/95, OP18 (2007)

A/63/L.48, OP15 (2008)

61. The Secretary-General should ensure that United Nations and other personnel carrying out activities in fulfillment of the mandate of a United Nations operation are properly informed about and operate in conformity with the minimum operating security standards and relevant codes of conduct and are properly informed about the conditions under which they are called upon to operate and the standards that they are required to meet, including those contained in relevant national and international law, and that adequate training in security, human rights law and international humanitarian law is provided so as to enhance their security and effectiveness in accomplishing their functions, and reaffirms the necessity for all other humanitarian organizations to provide their personnel with similar support.
62. Humanitarian organizations are called upon to ensure that their staff are adequately informed about and trained in their respective organization's relevant security measures, plans and initiatives, which should be in line with applicable national law and international law, and to pay particular attention to the safety and security of locally recruited humanitarian personnel, who are particularly vulnerable to attacks and who account for the majority of casualties and cases of harassment and unlawful detention.
63. All States are encouraged to contribute to the Trust Fund for Security of Staff Members of the United Nations System, *inter alia*, with a view to reinforcing the efforts of the Department of Safety and Security for the safety and security of personnel working in emergency and humanitarian operations.

A/RES/59/211, OP19 (2004)

A/RES/60/123, OP19 (2005)

A/RES/61/133, OP19 (2006)

A/RES/62/95, OP19 (2007)

A/63/L.48, OP22 (2008)

A/RES/61/133, OP18 (2006)

A/63/L.48, OP21 (2008)

A/RES/60/123, OP27 (2005)

A/RES/61/133, OP28 (2006)

A/RES/62/95, OP27 (2007)

A/63/L.48, OP31 (2008)

6. Humanitarian-Military Relations in Humanitarian Assistance

REFERENCE

64. The fundamentally civilian character of humanitarian assistance is emphasized. Civilian organizations have the leading role in implementing humanitarian assistance, and in situations where military capacity and assets are used, their use should be in conformity with international humanitarian law and humanitarian principles. In this regard, the value of the use of the 2003 “Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies,” also known as the Oslo guidelines, was stressed. Member states are invited to raise awareness of these guidelines.
65. The Secretary-General should ensure that United Nations humanitarian organizations work with the Department of Peacekeeping Operations to ensure humanitarian issues are accounted for in multidimensional integrated peacekeeping operations with humanitarian components and that the mandate of such operations continues to respect the need for their humanitarian activities to be carried out in accordance with humanitarian principles.
66. The Secretary-General should continue to develop more systematic links with Member States offering military assets for natural disaster response in order to identify the availability of such assets and report on the use of these assets with the aim of improving predictability and use of these assets.

LEGISLATIVE DECISIONS

A/RES/59/141, OP11, OP12 (2004)

E/2005/4, OP19 (2005)

A/RES/61/134, OP6 (2006)

A/RES/62/92, OP15 (2007)



II. LINKAGE BETWEEN EMERGENCY ASSISTANCE, DISASTER REDUCTION AND TRANSITION

7. Prevention, Preparedness, and Capacity Building

REFERENCE

67. Special attention should be given to disaster prevention and preparedness by the governments concerned, as well as by the international community.
68. Emergency measures should be seen as a step towards long-term development. 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.
69. International relief assistance should supplement national efforts to improve the capacities of developing countries to mitigate the effects of natural disasters expeditiously and effectively while efficiently coping 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 level, as appropriate.
70. Disaster reduction, including disaster risk analysis and vulnerability reduction, should form an integral part of sustainable development strategies and should be considered in the development plans of all vulnerable countries and communities including, where appropriate, plans relating to the transition from relief to development.
71. The importance of coordinating climate change adaptation with relevant national disaster risk reduction measures is recognized and governments and relevant international organizations are invited to integrate these considerations into, *inter alia*, development plans and poverty eradication programs.

LEGISLATIVE DECISIONS

A/RES/46/182, OP8 (1991)

A/RES/46/182, OP9, OP10 (1991)

A/RES/46/182, OP18 (1991)

A/RES/56/103, OP7 (2001)

A/RES/57/152, OP7 (2002)

E/2004/50, OP26 (2004)

ECOSOC Decision 2008, OP9 (2008)

72. It is important to strengthen sustainable measures to reduce the vulnerability of societies to natural hazards, using an integrated, multi-hazard and participatory approach to addressing vulnerability, risk assessment and disaster prevention, mitigation, preparedness, response and recovery.
73. Prevention, preparedness and contingency planning are critical for a timely and effective response to all emergencies by the Governments concerned and the international community. In this context, United Nations country teams in consultation with and in support of Governments, are called upon to promote contingency planning for possible risks related to complex emergencies or natural disasters.
74. Member States are urged to develop, update and strengthen disaster preparedness and risk reduction measures at all levels, in accordance with priority five of the Hyogo Framework for Action, taking into account their own circumstances and capacities and in coordination with relevant actors, as appropriate, and encourages the international community and relevant United Nations entities to continue to support national efforts in this regard.
75. Governments are called upon to continue to cooperate and coordinate their efforts with the United Nations system, regional and international organizations, and non-governmental organizations and other partners, as appropriate, in order to ensure effective synergies in the field of natural disasters in all their phases, including the need to strengthen the coordination of national emergency response agencies in natural disasters. The inter-agency secretariat for the International Strategy for Disaster Reduction is urged to develop such synergies, as appropriate.

A/RES/59/141, PP13 (2004)

A/RES/51/194, PP7 (1996)

E/ 2002/32, OP6 (2002)

A/63/L.53, OP8 (2008)

A/RES/56/103, PP7 (2001)

A/RES/56/195, OP7 (2001)

76. The United Nations Development Programme, the Office for the Coordination of Humanitarian Affairs and the International Strategy for Disaster Reduction should continue to strengthen their coordination with the view, *inter alia*, to advancing the implementation of provisions of vulnerability, risk assessment and disaster management, as contained in the Johannesburg Plan of Implementation adopted at the World Summit on Sustainable Development.

E/2003/5, OP14 (2003)

77. The international community, including relevant United Nations organizations and the International Federation of Red Cross and Red Crescent Societies, is encouraged to support efforts of Member States aimed at strengthening their capacity to prepare for and respond to disasters and to support efforts, as appropriate, to strengthen systems for identifying and monitoring disaster risk, including vulnerability and natural hazards

A/63/L.49, OP7 (2008)

I. Disaster Prevention

78. Each State has the primary responsibility for taking effective measures to reduce disaster risk, including for the protection of people on its territory, infrastructure and other national assets from the impact of disasters, including the implementation and follow-up to the Hyogo Framework for Action. The importance of international cooperation and partnership to support these national efforts is emphasized.

A/RES/60/195, OP11 (2005)

79. States are called upon to fully integrate disaster risk reduction strategies, into all relevant legal, policy and planning instruments as appropriate, and to implement them effectively. In this context, States are called upon to adopt necessary legislative and other appropriate measures to mitigate the effects of natural disasters and integrate disaster risk reduction strategies into development planning.

A/RES/55/163, OP3 (2000)

A/RES/58/25, PP4 (2003)

A/RES/58/214, OP2 (2003)

A/RES/60/125, OP4 (2005)

E/2004/50, OP26 (2004)

80. Governments are called upon to establish national platforms or focal points for disaster reduction and to strengthen them, wherever they exist. The platforms are encouraged to share relevant information on standards and practices. The United Nations system, in this regard, is urged to provide appropriate support for those mechanisms and the regional outreach of the Inter-Agency Secretariat for the International Strategy for Disaster Reduction should be strengthened in order to ensure such support.

A/RES/56/195, OP10 (2001)

A/RES/60/195, OP24 (2005)

81. Member States are encouraged to consider elaborating and presenting to the United Nations International Strategy for Disaster Reduction (UN-ISDR) their National Platforms for Disaster Reduction in accordance with the Hyogo Framework for Action and also encourages States to cooperate with each other to reach this objective.

A/63/L.53, OP9 (2008)

82. Relevant organizations of the United Nations system should strengthen local, national and regional capacities in disaster prevention, and management mitigation, and where necessary to cooperate with regional organizations to increase the capacity of those organizations to respond to natural disasters.

A/RES/55/163, P11 (1999)

A/RES/56/195, OP11, OP12 (2001)

E/ 2002/32, OP3 (2002)

E/2005/4, OP4 (2005)

83. Governments, multilateral organizations, international and regional organizations, international and regional financial institutions, the private sector and civil society are encouraged to systematically invest in disaster risk reduction with a view to implementing the objectives of the International Strategy for Disaster Reduction.

A/RES/61/198, OP20 (2006)

84. The United Nations system and other humanitarian actors are called upon to improve the dissemination of tools and services to support enhanced disaster risk reduction.

A/63/L.53, OP22 (2008)

85. The international community is encouraged to provide adequate voluntary financial contributions to the United Nations Trust Fund for Disaster Reduction, in the effort to ensure the adequate support for the follow-up activities to the Hyogo Framework for Action, and to review the current usage and feasibility for the expansion of the Fund, *inter alia*, to assist disaster-prone developing countries to set up national strategies for disaster risk reduction, and to provide adequate scientific, technical, financial, human and other resources to ensure adequate support for the inter-agency secretariat for the Strategy and for the Task Force and its working groups.

A/RES/56/195, OP9, OP16 (2001)

A/RES/60/195, OP17 (2005)

A/RES/62/192, OP19 (2007)

II. Preparedness

86. At the field level, the resident coordinator and relevant agencies are called upon to improve response preparedness and capacity-building, including by maintaining a dialogue with all major actors before, during and after disasters, especially the Governments of disaster-prone countries.

ECOSOC Decision 1999/1, OP15 (1999)

87. It is important to raise awareness among developing countries of the capacities existing at the national, regional and international levels that could be deployed to assist them.

A/RES/56/103, PP6 (2001)

88. Within preventive strategies, disaster preparedness and early warning systems must be strengthened at the country and regional levels, *inter alia*, through better coordination among relevant United Nations bodies and cooperation with Governments of affected countries and regional and other relevant organizations. These strategies should take into account a gender perspective.

ECOSOC Decision 1998/1 OP14 (1998)

ECOSOC Decision 1999/1, OP12 (2000)

89. 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.

A/RES/46/182, OP19 (1991)

90. 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.

A/RES/46/182, OP20 (1991)

91. 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 favorable access to, and transfer of, relevant technology.

A/RES/46/182, OP14 (1991)

92. There is a need for increased national and regional capacity-building in early warning and monitoring of natural hazards, natural disaster preparedness, mitigation and response, including through strengthening coordination in the areas of information sharing and analysis, logistics support, response coordination and strengthening enhanced relationships with existing regional structures. Governments and United Nations agencies are called upon to collaborate more closely in the sharing of disaster response and mitigation information and to consider other methods for the sharing of information. The United Nations system should make efforts to enhance existing humanitarian capacities, knowledge and institutions, including, as appropriate, through transfer of technology and expertise to developing countries and countries with economies in transition.
93. All States are encouraged to strengthen their capacity to respond to natural and man-made disasters, including by establishing or strengthening national contingency plans and developing or strengthening, as appropriate, disaster management institutions, and are encouraged to share knowledge and experience amongst States. The international community is encouraged to support, upon request, national efforts in this regard.
94. Governments of the affected countries, organizations of the United Nations system, relevant humanitarian organizations and specialized companies should work in partnership to promote training to strengthen preparedness for and response to natural disasters.
95. The Office for the Coordination of Humanitarian Affairs should serve as the focal point within the overall United Nations system for the promotion and coordination of disaster response preparedness among the United Nations humanitarian agencies and other humanitarian partners.
96. At the inter-agency level, the Inter-Agency Standing Committee members and other members of the UN system are encouraged to expand their efforts to promote response preparedness for natural disasters and other emergencies at the international, regional and national levels.

A/RES/56/195, OP14 (2001)

E/2003/5, OP17 (2003)

E/2005/4, OP5 (2005)

E/2006/5, OP8 (2006)

A/RES/57/152, OP9 (2002)

A/RES/56/103, OP13 (2001)

ECOSOC Decision 1999/1, OP15 (1999)

III. Capacity Building

97. Local communities are the first responders in most disasters, and play a critical role in disaster risk reduction, response and recovery. The direct participation of local communities and populations in the identification and implementation of humanitarian and transitional programs is encouraged. Particular efforts should be undertaken in developing countries to utilize existing in-country capacities, and to enhance local capacity in disaster response.
98. National governments are encouraged to create an enabling environment for capacity-building of local authorities and local and national non-governmental and community-based organizations in better preparedness in providing humanitarian assistance. UN organizations are encouraged to support national authorities in capacity-building programmes designed to enhance the participation and contribution of local authorities, and local and national non-governmental and community-based organizations, including through technical cooperation and long-term partnerships.
99. Relevant organizations of the United Nations system and, as appropriate, other relevant humanitarian actors, are called upon to improve the humanitarian response to natural and man-made disasters and complex emergencies by strengthening the humanitarian response capacities at all levels, by strengthening the coordination of humanitarian assistance at the field level, including with national authorities of the affected State, as appropriate, and by enhancing transparency, performance and accountability.

IV. Funding

100. The need to mobilize adequate, flexible and sustainable resources for recovery, preparedness and disaster risk reduction activities is emphasized. National governments and the international community are called upon to increase resources towards disaster risk reduction measures, including for preparedness for effective response and contingency planning.

A/RES/62/92, PP6 (2007)

ECOSOC Decision 1998/1 OP14 (1998)

ECOSOC Decision 1999/1 OP12 (2000)

E/2002/32, PP7 (2002)

A/RES/61/134, OP4 (2006)

A/63/L.49, OP10 (2008)

E/2007/3, OP4 (2007)

A/RES/60/124, OP11 (2005)

A/63/L.49, OP6 (2008)

A/63/L.53, OP24 (2008)

101. The international community is urged to provide the necessary support and resources to assist developing countries in strengthening their capacity in disaster prevention and mitigation, both at the national and regional levels.
102. The United Nations system, including international financial institutions, regional banks and other regional and international organizations, is called upon to support, in a timely and sustained manner, the efforts led by disaster-stricken countries for disaster risk reduction, in post-disaster recovery and rehabilitation processes.
103. The channelling of increased resources to capacity-building activities in disaster-prone areas, particularly to address the dynamics and disproportionate risks that natural disasters pose in urban and rural environments, is encouraged.

A/RES/46/182, OP13, OP17 (1991)

A/RES/60/195, OP8 (2005)

E/2004/50, OP23 (2004)

8. Transition

REFERENCE

104. There is a clear link between emergency, recovery 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 and enable recovery and long-term development. Thus, emergency measures should be seen as a step towards long-term development.

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A/RES/46/182, OP9 (1991)

105. 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. 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.

A/RES/46/182, OP10 (1991)

A/RES/46/182, OP41 (1991)

106. 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.

A/RES/46/182, OP11 (1991)

107. In order to facilitate the transition from relief to development, Member States, relevant humanitarian and development organizations of the United Nations system together with the Bretton Woods institutions, regional commissions, and non-governmental organizations are called upon to work towards greater alignment of their planning and resource mobilization tools and coordination processes. They should be involved at an early stage of emergencies to ensure that needs assessments take account of rehabilitation and long-term development requirements, promote national capacity-building and help prevent and mitigate future emergencies. Further, they are encouraged to enhance the global capacity for sustainable post-disaster recovery in areas such as coordination with traditional and non-traditional partners, identification and dissemination of lessons learned, development of common tools and mechanisms for recovery needs assessment, strategy development and programming, and incorporation of risk reduction into all recovery processes.

A/RES/57/153, OP7 (2002)

A/RES/60/125, OP17 (2005)

E/1993/205, OP27 (1993)

ECOSOC Decision 1999/1, OP10 (1999)

108. Relevant United Nations humanitarian and development organizations, in consultation with Member States, are called upon to strengthen tools and mechanisms to ensure that early recovery needs and support are considered as part of the planning and implementation of humanitarian response and development cooperation activities, as appropriate. A/RES/62/92, OP19 (2007)
109. Humanitarian and relief agencies within their respective mandates, should integrate a development perspective in their planning whenever such an approach is possible. Planning for rehabilitation should then begin at as early a stage as possible. ECOSOC Decision 1999/1, OP10, OP15, OP17 (1999)
110. Efforts are encouraged to enhance cooperation and coordination of United Nations humanitarian entities, other relevant humanitarian organizations and donor countries, with the affected State, with a view to plan and deliver emergency humanitarian assistance in ways that are supportive of early recovery as well as sustainable rehabilitation and reconstruction efforts. A/63/L.49, OP11 (2008)
111. Developing countries are not only recipients, but are active contributors to solutions for early rehabilitation. Local actors should be involved and existing local capacities should be integrated in planning and rehabilitation. States and the United Nations system, as appropriate, are encouraged to enhance their efforts towards the early assumption of the coordination role of the government. ECOSOC Decision 1999/1, OP10 (1999)
E/2003/5, OP32 (1999)
112. States are called upon to fully implement commitments related to disaster-stricken states in the transition phase towards sustainable physical, social and economic recovery, for risk-reduction activities in post-disaster recovery and for rehabilitation processes. **A/RES/60/125, OP3 (2005)**
A/RES/60/195, OP7 (2005)

113. States are encouraged to support, including through the allocation of funds, the development and implementation of the 4Rs (“repatriation, reintegration, rehabilitation and reconstruction”) and other programming tools, to facilitate the transition from relief to development. E/2004/50, OP45 (2004)
114. Member States and development agencies also should consider the establishment of appropriate funding mechanisms to expedite the execution of timely rehabilitation projects. E/1993/205, OP28 (1993)
115. There is a need for more flexible financing systems for transitional programming. Therefore, donor countries are called upon to ensure that their funding systems facilitate early, integrated approaches for recovery and continuity in and adequacy of funding from humanitarian assistance through transition activities to development cooperation. ECOSOC Decision 1999/1, OP10, OP20 (1999)



III. TOOLS AND MECHANISMS FOR COORDINATION

9. Emergency Relief Coordinator

REFERENCE

116. 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 humanitarian principles.
117. The leadership role of the Secretary-General, through the Emergency Relief Coordinator and working closely with him, is critical and must be strengthened to ensure better preparation for, as well as rapid and coherent response to, natural disasters and other emergencies. The Emergency Relief Coordinator should cooperate with the relevant organizations and entities of the system dealing with humanitarian assistance and in full respect of their mandates.
118. The Emergency Relief Coordinator, under the aegis of the General Assembly and working under the direction of the Secretary-General, 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, with a view to coordinating and facilitating the humanitarian assistance of the United Nations system to those emergencies that require a coordinated response,

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A/RES/46/182, OP12 (1991)

A/RES/46/182, OP33 (1991)

A/RES/46/182, OP34 (1991)

A/RES/48/57, OP3 (1993)

A/RES/46/182, OP35 (1991)

- 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,
- 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, intergovernmental and non-governmental organizations concerning United Nations emergency relief operations and, when appropriate and necessary, mobilizing their emergency relief capacities, including through consultations and 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, and
- 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.

119. The Emergency Relief Coordinator's functions should focus more on three core functions,

(a) Policy development and coordination functions in support of the Secretary General, ensuring that all humanitarian issues, including those which fall between gaps in existing mandates of agencies such as protection and assistance for internally displaced persons, are addressed. In this connection, it is also important that adequate liaison is effected with the Department of Peacekeeping Operations, the Department of Political Affairs, the United Nations Development Group and the Office of the High Commissioner for Human Rights,

(b) Advocacy of humanitarian issues with political organs, notably the Security Council, and

(c) Coordination of humanitarian emergency response by ensuring that an appropriate response mechanism is established, through IASC consultations, on the ground.

120. The Emergency Relief Coordinator should participate fully in the overall United Nations planning of responses to emergencies in order to serve as the humanitarian advocate in ensuring that the humanitarian dimension, particularly the principles of humanity, neutrality, impartiality and independence of relief assistance, is taken fully into account. The ERC should ensure that a gender perspective is fully integrated into humanitarian activities and policies.

121. The Emergency Relief Coordinator 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 Emergency Relief Coordinator would maintain close contact with and provide leadership to the resident coordinators on matters relating to humanitarian assistance.

A/RES/51/950, OP186 (1996)

A/RES/48/57, OP18 (1993)

ECOSOC Decision 1998/1, OP8 (1998)

A/RES/46/182, OP36 (1991)

122. Governments, relevant organizations of the United Nations system and non-governmental organizations are encouraged to cooperate with the Secretary-General and the Emergency Relief Coordinator to maximize the effectiveness of the international response to natural disasters, based, *inter alia*, on humanitarian need, from relief to development, and also to maximize the effectiveness of disaster preparedness and mitigation efforts at all levels.

A/RES/55/163, OP10 (2000)

123. The Secretary-General should fully associate the Emergency Relief Coordinator from the earliest stages of the planning of United Nations peacekeeping and other relevant missions.

S/RES/1674, OP15 (2006)

124. The United Nations system is called upon to strengthen accountability in the field of humanitarian assistance, in particular through improved monitoring and evaluation, to ensure that organizations of the United Nations system involved in humanitarian assistance activities develop common methodologies for data collection and reporting, situation analyses, needs assessment, monitoring and tracking of resources, in order to ensure an effective and timely response.

A/RES/51/194, OP15 (1996)

125. Humanitarian agencies are encouraged to ensure, to the extent possible, the participation of those affected by humanitarian situations in the design, implementation and evaluation of humanitarian assistance activities, while respecting the role of authorities of affected countries.

E/2003/5, OP15 (2003)

126. The Secretary-General should encourage the relevant organizations of the United Nations system to identify and use, as appropriate and available, local resources and expertise from within the affected country and/or its neighbours in response to humanitarian needs.

E/2005/4, OP9 (2005)

127. The Emergency Relief Coordinator, and relevant United Nations organizations as well as other humanitarian actors should further enhance the coordination, effectiveness and efficiency of their humanitarian activities, including by:

E/2003/5, OP35 (2003)
E/2006/5, OP19 (2006)
E/2007/3, OP14 (2007)

- a) Strengthening efforts to report on results, activities and financial matters, including to donors, in a timely and comprehensive manner, and, where possible, to strive for harmonized reporting, bearing in mind specific requirements of donors,
- b) Developing further methods for monitoring and evaluation, including independent evaluations, and
- c) Cooperating in a coordinated process of assessing lessons learned to a given humanitarian emergency.

10. Inter-Agency Standing Committee

REFERENCE

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128. An inter-agency standing committee serviced by a strengthened office of the United Nations Disaster Relief Coordinator [OCHA] should be established under the chairmanship of the high-level official [Emergency Relief Coordinator] 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 [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

A/RES/46/182, OP38 (1991)

129. All members of the Inter-Agency Standing Committee are responsible for the effective functioning of the structure of the committee. It should be action-oriented and meet frequently. E/1993/205, OP16 (1993)
130. The Inter-Agency Standing Committee should serve as the primary mechanism for inter-agency coordination of policy issues related to humanitarian assistance and for formulating a coherent and timely United Nations response to major and complex emergencies. **A/RES/48/57, OP6 (1993)**
A/RES/49/139, OP5 (1994)
E/1993/205, OP16 (1993)
131. The Inter-Agency Standing Committee should provide recommendations on issues related to field coordination, including measures taken to assign clear responsibilities at an early stage of an emergency, and on standardized procedures for joint emergency needs assessment missions, under the overall leadership and coordination of the Emergency Relief Coordinator. **A/RES/48/57, OP13 (1993)**
132. The Inter-Agency Standing Committee should develop options and proposals to further define operational responsibilities between its members, drawing on their respective mandates, expertise, strengths and available capabilities, to identify cooperative arrangements to strengthen their joint capacities, and to strengthen its work in priority setting and the formulation of coherent humanitarian strategies. **A/RES/51/194, OP3 (1996)**
133. Ensuring an overall accountability of humanitarian actors is important. In this context, the Inter-Agency Standing Committee should develop a field-based system for strategic monitoring which will help assess how programme targets and strategic objectives are being met. E/1998/1, OP20 (1998)

134. Members of the Inter-Agency Standing Committee are encouraged to cooperate closely with each other, as well as with the Bretton Woods institutions and the regional development banks, to ensure that relief, rehabilitation, reconstruction and long-term development is addressed in a more effective manner, taking into account the need for a clearer division of responsibilities between different actors.

A/RES/51/194, OP8 (1996)

135. All relevant United Nations agencies and humanitarian assistance, human rights and development organizations are encouraged to enhance further their collaboration and coordination, through the Inter-Agency Standing Committee and in countries with situations of internal displacement, and to provide all possible assistance and support to the Representative of the Secretary-General.

A/RES/58/177, OP14 (2003)

A/RES/61/134, OP8 (2006)

E/1993/205, OP16 (1993)

11. Humanitarian Financing, including the Central Emergency Response Fund

REFERENCE

136. The donor community is encouraged to improve its response to humanitarian emergencies through policies and practices of good humanitarian donorship, together with mechanisms for their review, and to consider taking steps to harmonize reporting requirements, based on United Nations standards for financial reporting, as well as to enhance reporting to the financial tracking system.

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A/RES/58/114, OP14 (2003)

A/RES/60/124, OP14 (2005)

A/RES/61/134, OP13 (2006)

E/2003/5, OP41 (2003)

137. Donors and the international community are encouraged to provide humanitarian assistance in proportion to needs and on the basis of needs assessments, with a view to ensuring a more equitable distribution of humanitarian assistance across humanitarian emergencies, including those of a protracted nature, as well as fuller coverage of the needs of all sectors.

E/2003/5, OP39 (2003)

E/2004/50, OP41 (2004)

E/2006/5, OP21 (2006)

138. The donor community is encouraged to provide reliable, predictable and timely funding to meet humanitarian needs, and to consider increasing the flexibility of funding and the share of non-earmarked contributions to United Nations organizations in response to humanitarian emergencies, including within the consolidated appeals. E/2003/5, OP40 (2003)
E/2004/50, OP42 (2004)
139. Potential donors are called upon to adopt the 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 and to provide adequate, timely, predictable and flexible resources. **A/RES/47/168, OP4 (1992)**
A/RES/61/134, OP13 (2006)
140. 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. To that end a central emergency revolving fund as a cash-flow mechanism to ensure the rapid and coordinated response of the organizations of the system was established and put into operation with an amount of 50 million United States dollars. The fund is financed by voluntary contributions. **A/RES/46/182, OP22 (1991)**
A/RES/46/182, OP23 (1991)
A/RES/46/182, OP24 (1991)
141. The Emergency Relief Coordinator has the responsibility of managing, in consultation with the operational organizations concerned, the Fund and assisting in the mobilization of resources. **A/RES/46/182, OP35 (e) (1991)**
142. There is a need for timely repayment. Resources are 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. **A/RES/46/182, OP25 (1991)**
A/RES/48/57, OP8 (1993)

143. The Emergency Relief Coordinator and relevant operational agencies, under the leadership of the Coordinator, are authorized, in exceptional circumstances, on a time-bound basis and while preserving the revolving nature of the Central Emergency Revolving Fund (CERF), to draw from the interest earned by the Revolving Fund to enhance rapid response coordination where insufficient capacity exists at the field level.

A/RES/48/57, OP12 (1993)

144. The use of the fund was expanded to include humanitarian assistance for natural disasters, humanitarian assistance for new requirements in protracted emergencies and emergency staff safety arrangements for United Nations and associated personnel.

A/RES/56/107, OP7 (2001)

145. The Central Emergency Revolving Fund was upgraded into the Central Emergency Response Fund by including a grant element based on voluntary contribution, with a target of 500 million US dollars by 2008. The grant element should be used to ensure a more predictable and timely response to humanitarian emergencies, with the objectives of promoting early action and response to reduce loss of life, enhancing response to time-critical requirements and strengthening core elements of humanitarian response in underfunded crises, based on demonstrable needs and on priorities identified in consultation with the affected State, as appropriate. The grant element of the Fund should be replenished on a regular basis.

A/RES/60/124, OP15 (2005)

A/RES/62/94, OP17 (2007)

146. All Member States are urged, and the private sector and all concerned individuals and institutions are invited, to consider making or increasing voluntary contributions to the Central Emergency Response Fund and other humanitarian funding mechanisms, recognizing the importance of providing humanitarian assistance in a manner that is flexible, predictable and, where possible, multi-year and additional. Member states, the private sector and all concerned individuals and institutions are invited to consider voluntary contributions to other humanitarian funding mechanisms.

A/RES/47/168, OP3 (1992)

A/RES/48/57, OP8 (1993)

A/RES/60/124, OP20 (2005)

A/63/L.49, OP17 (2008)

A/63/L.53, OP26, OP27 (2008)

E/2007/3, OP19 (2007)

147. The Secretary-General, in consultations with all relevant stakeholders, is responsible for managerial and administrative arrangements to facilitate the implementation of the grant element, and set up appropriate reporting and accountability mechanisms to ensure that the funds and resources allocated through the Fund are channeled and used in the most efficient, effective and transparent manner possible.

A/RES/51/194, OP12 (1996)

A/RES/60/124, OP19 (2005)

E/2005/4, OP18 (2005)

148. The maximum limit of an emergency cash grant was raised to 100,000 United States dollars per country in the case of any one disaster, within existing resources available from the regular budget of the United Nations.

A/RES/59/141, OP7 (2004)

149. The Secretary-General is requested to explore the feasibility of seeking in-kind donations to meet early emergency requirements and to continue to strive to broaden the donor base for humanitarian response, including by engaging the private sector.

A/RES/49/139, OP10 (1994)

E/2005/4, OP18 (2005)

12. Consolidated Appeals Process

REFERENCE

150. 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 possible.

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A/RES/46/182, OP31 (1991)

151. The CAP (consolidated appeal process) remains the principle resource mobilization tool for humanitarian assistance. Consolidated Appeals should be used selectively for major and complex emergencies that require a system-wide response. Relevant operational agencies should participate fully in their preparation and should cooperate closely with OCHA to establish priorities based on a comprehensive and realistic projection of relief requirements. Appeals should take into account the activities of bilateral donors, as well as those of the International Committee of the Red Cross, the International Federation of Red Cross and Red Crescent Societies, and NGOs, and also make reference to related disbursements from the CERF.
- E/1993/205, OP25 (1993)
ECOSOC Decision 1998/1, OP18 (1998)
152. Consolidated appeals should be a key component of a comprehensive strategy that meets immediate humanitarian needs, is compatible with longer-term rehabilitation and development requirements and addresses root causes.
- E/1993/205, OP26 (1993)
153. Consolidated appeals should be put together at the field level with the active participation of the host Government, the resident coordinator and field representatives of the organizations of the system, and donors and non-governmental organizations.
- E/1993/205, OP26 (1993)
154. Consolidated appeals should contain adequate plans to align relief and transitional programmes. In this context, the Secretary-General, in consultation with the Inter-Agency Standing Committee, should ensure that consolidated appeals are formulated in a manner consistent with the smooth transition from relief to rehabilitation, reconstruction and long-term development. Special attention should be paid to the needs of vulnerable groups, including children, women and internally displaced persons. Efforts to provide education in emergencies are encouraged.
- A/RES/51/194, OP11 (1996)**
A/RES/56/164, OP11 (2001)
A/63/L.49, OP12 (2008)
E/1993/205, OP26 (1993)
E/2002/32, OP13 (2002)

155. Relevant United Nations organizations are called upon to support the improvements of the consolidated appeals process, *inter alia*, by engaging in the preparation of needs analysis and common humanitarian action plans, in order to further the development of the process as an instrument for United Nations strategic planning and prioritization.

156. The Secretary-General should continue to strengthen the consolidated appeals process, making it more field-oriented, and to ensure that such appeals are based on specific priorities resulting from comprehensive and realistic projections of relief requirements for natural disasters and other emergencies requiring a coordinated response.

157. United Nations humanitarian organizations, in consultation with Member States, as appropriate, are called upon to strengthen the evidence base for humanitarian assistance by developing common mechanisms to improve the quality, transparency and reliability of humanitarian needs assessments, to assess their performance in assistance, to ensure the most effective use of humanitarian resources by these organizations, and to improve data on beneficiaries. Relevant United Nations entities also should cooperate towards more effective prioritization, including reviewing the Consolidated Appeals Process Needs Assessment Framework and Matrix.

158. The Emergency Relief Coordinator should make efforts 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.

A/RES/60/124, OP12 (2005)

A/63/L.49, OP13 (2008)

ECOSOC Decision 1998/1, OP18 (1998)

A/RES/48/57, OP15 (1993)

A/RES/59/141, OP21 (2004)

A/RES/62/94, OP14 (2007)

A/63/L.49, OP14 (2008)

E/2002/32, OP17 (2002)

E/2004/50, OP40 (2004)

E/2005/4, OP13 (2005)

E/2007/3, OP15 (2007)

E/2002/32, OP16 (2002)

159. States are called upon to respond quickly and generously to consolidated appeals for humanitarian assistance, taking into account the importance for donors to be flexible in their response to the specific requirements of affected populations, for rapid-response as well as for early rehabilitation and recovery including for the security requirements of humanitarian personnel. **A/RES/48/57, OP16 (1993)**
A/RES/49/139, OP13 (1994)
A/RES/51/194, OP10 (1996)
ECOSOC Decision 1999, OP5 (1999)
160. Donors should meet and consider the global trend in humanitarian response to ensure that imbalances can be addressed when consolidated appeals are launched. Donors are urged to contribute to the objective of further strengthening of the consolidated appeals process as a coordination and strategic planning tool and to address priority needs identified through the process. Affected countries are urged to reflect these priorities in their national efforts. E/2002/32, OP15, OP19 (2002)
161. Information on the follow-up of the consolidated appeals, including the contribution and disbursement of donors and the implementation of projects contained therein, should be provided regularly to governments. E/1993/205, OP26 (1993)
162. The Emergency Relief Coordinator is urged to further develop the global humanitarian financial tracking system and to refine the comprehensive system for the collection and dissemination of data on humanitarian needs and contributions. E/2003/5, OP37 (2003)
163. Member States, relevant humanitarian organizations and non-governmental organizations are encouraged to provide timely and accurate information on contributions and the use of humanitarian funds through the financial tracking service, and the Office for the Coordination of Humanitarian Affairs of the United Nations Secretariat should continue to improve the analysis and reporting of comprehensive financial information through the financial tracking service. E/2002/32, OP20 (2002)
E/2006/5, OP15, OP16 (2006)
E/2007/3, OP18 (2007)

13. Humanitarian Coordination in the Field

REFERENCE

164. Within the overall humanitarian framework 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.
165. All relevant agencies of the United Nations system are encouraged to collaborate closely at the country level in carrying out their relief activities, in order to enhance the overall policy coherence, operational complementarity and cost-effectiveness of the response of the United Nations system in emergencies.
166. The United Nations Resident Coordinator and the Disaster Management Team should continue to be the first line responsible for a coordinated international response to disasters and emergencies. In some instances, there may be a need to appoint a special coordinator for humanitarian assistance. Whatever the coordination structure, the in-country coordinator should work in close cooperation with the Government concerned and local relief organizations and should communicate directly with the Emergency Relief Coordinator.
167. OCHA should ensure, with the full cooperation of operational organizations, the strengthening of the office of the in-country coordinator with additional emergency staff. UN agencies should provide financial, staff and other resources in support of such field coordination units.

LEGISLATIVE DECISIONS

A/RES/46/182, OP39 (1991)

A/RES/51/194, OP6 (1996)

E/1993/205, OP18 (1993)

E/1993/205, OP19 (1993)

168. There is a need for a more effective, efficient, coherent, coordinated and better performing United Nations country presence, with a strengthened role for the senior United Nations resident official responsible for the coordination of United Nations humanitarian assistance, including appropriate authority, resources and accountability.
169. Relevant organizations of the United Nations system and, as appropriate, other relevant humanitarian actors, are called upon to improve the humanitarian response to natural and man-made disasters and complex emergencies by strengthening the humanitarian response capacities at all levels, by strengthening the coordination of humanitarian assistance at the field level, including with national authorities of the affected State, as appropriate, and by enhancing transparency, performance and accountability.
170. The Secretary-General should continue efforts, in consultation with Member States, to strengthen the humanitarian response capacity by improving support to resident/humanitarian coordinators, including through the provision of necessary training, identification of resources, improving the identification and selection process of United Nations resident/humanitarian coordinators to provide a timely, predictable and appropriate response to humanitarian needs and to strengthen United Nations coordination activities at the field level.
171. The Office for the Coordination of Humanitarian Affairs is encouraged also, in close collaboration with the United Nations Development Group Office, to improve further the training and capacity of Humanitarian and Resident Coordinators so that they can respond to the full range of humanitarian issues in a given context, including protection and assistance needs.

A/RES/60/124, OP9 (2005)

A/RES/60/124, OP11 (2005)

A/RES/60/124, OP10 (2005)

A/RES/62/94, OP5 (2007)

A/63/L.49, OP5 (2008)

E/2005/4, OP12 (2005)

E/2006/5, OP18 (2006)

E/2007/3, OP7 (2007)

A/RES/59/141, OP8 (2004)

E/2004/50, OP22 (2004)

172. OCHA and UNDP are encouraged to further develop the positions of Regional Disaster Response Advisors and Regional Disaster Reduction Advisors in a coordinated and complementary manner in order to assist developing countries in capacity-building for disaster prevention, preparedness, mitigation and response.
173. Member States, the United Nations and other relevant organizations are urged to take further steps to provide coordinated emergency response to food and nutrition needs of affected populations, while aiming to ensure that these measures are supportive of national strategies and programmes aimed at improving food security.

A/RES/56/103, OP14 (2001)

A/63/L.49, OP9 (2008)

14. Other Mechanisms, including Stand-By Capacity

REFERENCE

174. The United Nations should build 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.
175. 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.

LEGISLATIVE DECISIONS

A/RES/46/182, OP27 (1991)

A/RES/46/182, OP28 (1991)

176. Member States are invited to work with relevant United Nations organizations to strengthen humanitarian stand-by capacities, in particular in the area of disaster relief, including, where appropriate, by participating in humanitarian response networks, contributing to and maintaining the standby directories of the Central Register of Disaster Management Capacities and facilitating standby arrangements with the private sector.

E/2007/3, OP11 (2007)

177. The Secretary-General should, in collaboration with relevant organization partners, continue progress on compiling a directory of disaster mitigation capacity existing at the national, regional and international levels and developing the Directory of Advanced Technologies for Disaster Response as a new part of the Central Register of Disaster Management Capacities.

A/RES/56/103, OP20 (2001)

178. The Emergency Relief Coordinator, the members of the Inter-Agency Standing Committee and other members of the United Nations system should continue to promote preparedness for response at the national, regional and international levels and to strengthen the mobilization and coordination of humanitarian assistance of the United Nations system in the field of natural disasters, *inter alia*, through effective deployment in all regions of the world. In this context, the Emergency Relief Coordinator should expand participation in United Nations disaster assessment and coordination teams to include experts from all areas of the world and encourage the further participation of UN organizations in UN disaster assessment coordination.

A/RES/54/233, OP5 (1999)

A/RES/55/163, OP7 (2000)

E/2002/32, OP4 (2002)

179. The Secretary-General should continue to consider innovative mechanisms to improve the international response to natural disasters and other emergencies, *inter alia*, though addressing any geographical and sectoral imbalances in such a response where they exist, as well as more effective use of national emergency response agencies, taking into account their comparative advantages and specialization, as well as existing arrangements and through mobilization of additional resources from the private sector.

A/RES/54/233, OP18, OP20 (1999)

180. The Secretary-General, in consultation with States and relevant organizations, should explore ways to strengthen the rapid response capacities of the international community to provide immediate humanitarian relief by building on existing arrangements and ongoing initiatives, and to further develop and improve, as required, mechanisms for the use of emergency stand-by capacities, including, where appropriate, regional humanitarian capacities, under the auspices of the United Nations, *inter alia*, through formal agreements with appropriate regional organizations. Non-governmental organizations and community-based organizations that provide humanitarian assistance in national and local coordination efforts are invited to participate in the improvement of humanitarian assistance, as appropriate.
181. Efforts aiming at the strengthening of the International Search and Rescue Advisory Group and its regional groups are encouraged, particularly through the participation in its activities of representatives from a larger number of countries.
182. The Guidelines of the International Search and Rescue Advisory Group are recognized as a flexible and helpful reference tool for disaster preparedness and response efforts. All States that have the capacity to provide international urban search and rescue assistance are urged to take the necessary measures to ensure that international urban search and rescue teams under their responsibility are deployed and operate in accordance with internationally developed standards as specified in the Guidelines, particularly concerning timely deployment, self-sufficiency, training, operating procedures and equipment, and cultural awareness.
183. Member States are encouraged, with the facilitation of the Office for the Coordination of Humanitarian Affairs and in cooperation with the International Search and Rescue Advisory Group, to continue efforts to improve efficiency and effectiveness in the provision of international urban search and rescue assistance, including the further development of common standards.

A/RES/60/124, OP13 (2005)

A/RES/61/131, OP11 (2006)

E/2005/4, OP10 (2005)

E/2007/3, OP7 (2007)

A/RES/57/150, OP2 (2002)

A/RES/57/150, PP16 (2002)

A/RES/57/150, OP5 (2002)

A/RES/57/150, OP8 (2002)

184. All States are urged, consistent with their applicable measures relating to public safety and national security, to simplify or reduce, as appropriate, the customs and administrative procedures related to the entry, transit, stay and exit of international urban search and rescue teams and their equipment and materials, taking into account the Guidelines of the International Search and Rescue Advisory Group, particularly concerning visas for the rescuers and the quarantining of their animals, the utilization of air space and the import of search and rescue and technical communications equipment, necessary drugs and other relevant materials. All States are also urged to undertake measures to ensure the safety and security of international urban search and rescue teams operating in their territory.

A/RES/57/150, OP3, OP4 (2002)

15. Information Management

REFERENCE

185. 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.

LEGISLATIVE DECISIONS

A/RES/46/182, OP19 (1991)

186. States, the United Nations and other relevant actors, as appropriate, are called upon to assist in addressing knowledge gaps in disaster management and risk reduction by identifying ways of improving systems and networks for the collection and analysis of information on disasters, vulnerability and risk to facilitate informed decision-making.

A/RES/59/212, OP11 (2004)

187. Member States and relevant regional and international organizations are encouraged to identify and improve the dissemination of best practices for improving disaster preparedness, response and early recovery and to scale-up successful local initiatives, as appropriate.

A/RES/62/92, OP17 (2007)

188. There is a need for partnership among Governments of the affected countries, relevant humanitarian organizations and specialized companies to promote training in, access to and use of technologies to strengthen preparedness for and response to natural disasters and to enhance the transfer of current technologies and corresponding know-how, in particular to developing countries, on concessional and preferential items, as mutually agreed.

A/RES/55/163, OP13 (2000)

189. It is important to encourage the sharing of geographical data, and the further use of space and ground-based remote-sensing technologies among Governments, space agencies and relevant international humanitarian organizations, for the prevention, mitigation and management of natural disasters, where appropriate. Member States are invited to continue their support to the consolidation of the United Nations capability in the area of satellite derived geographic information for early warning, preparedness, response and early recovery

A/RES/55/163, OP14, OP15 (2000)

[A/63/L.53, OP17 (2008)]

190. Governments in natural-disaster-prone countries are encouraged to establish, with the support of the international community, in particular the donors, national spatial information infrastructures relating to natural disaster preparedness, early warning, response and mitigation, including the necessary training of personnel. **A/RES/55/163, OP18 (2000)**
191. Humanitarian agencies are encouraged to engage in the further strengthening of humanitarian information centers by providing timely and accurate information on assessed needs and activities developed to them. E/2002/32, OP8 (2002)
192. The members of the Inter-Agency Standing Committee and Governments are encouraged to continue to collaborate on and support the global database on internally displaced persons advocated by the Representative of the Secretary-General, including by providing relevant data on situations of internal displacement and financial resources. **A/RES/56/164, OP14 (2001)**
A/RES/60/168, OP17 (2005)
193. The Secretary-General is requested to further develop ReliefWeb as the global humanitarian information system for the dissemination of reliable and timely information on emergencies and natural disasters, and all Governments, the United Nations agencies, funds and programmes and other relevant organizations, including non-governmental organizations, are encouraged to support ReliefWeb and actively participate in the Reliefweb information exchange. **A/RES/51/194, OP13 (1996)**
194. The Secretary-General is encouraged to develop further the Humanitarian Early Warning System, to make it fully operational as soon as possible and to consult all States on the use to which the database could be put, as well as its further development, taking into account that early warning information should be made available in an unrestricted and timely manner to all interested Governments and authorities concerned. **A/RES/51/194, OP14 (1996)**



IV. ANNEX: GENERAL ASSEMBLY RESOLUTION 46/182

Strengthening of the coordination of humanitarian emergency assistance of the United Nations

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.

A/RES/46/182

78th plenary meeting

19 December 1991

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 highlevel 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.



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