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SUMMARY

This is an analytical summary of the 2014 Humanitarian Affairs Segment of the UN Economic and Social Council (ECOSO HAS) discussions. It is not a record of the proceedings. The Segment was chaired by H.E. Ambassador Ibrahim Dabbashi, Permanent Representative of Libya to the United Nations and Vice-President of ECOSOC. Ms. Valerie Amos, Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator and her team in OCHA's Policy Development and Studies Branch organized and facilitated the Segment. The organization of the Segment included efforts from Member States; humanitarian organizations, including members of the Inter-Agency Standing Committee; non-governmental organizations; private sector; academic institutions; and affected people. The objective of the ECOSOC HAS is to consider current challenges of humanitarian action and to look for ward to how the UN, Governments, non-governmental organizations, the private sector, affected communities and other actors can better respond to the changing humanitarian landscape.

2014 ECOSOC Humanitarian Affairs Segment

1. Summary

The Economic and Social Council Humanitarian Affairs Segment (ECOSOC HAS) took place in New York from 23 to 25 June 2014. The objective was to consider the current challenges of humanitarian action and to look forward to how the UN, Governments, the private sector, affected communities and other actors can better respond to the changing humanitarian landscape.

The events included a general debate, a high-level meeting on the Central African Republic (CAR) and neighbouring countries, two high-level panels, 24 side events, two film screenings and a humanitarian trade fair. Many common themes and topics emerged across these events.
 (These events are summarized briefly in this section and then in more detail in the sections that follow.)

Humanitarian action and development: Participants called for efforts to bridge the humanitarian and development divide, particularly in the effort to address underlying risks and vulnerabilities through preparedness, resilience and risk reduction. Development was of particular interest because this year's overall theme of ECOSOC was 'Achieving the Millennium Development Goals and charting the way for an ambitious post-2015 development agenda including the Sustainable Development Goals'.

The unique humanitarian challenges of conflict situations: It was noted that the number of people affected by complex crises and emergencies, and the duration of their displacement, was rising, requiring new resources and strategies. The humanitarian situation in Syria in particular provided a strong undercurrent throughout the HAS, with some States voicing concerns regarding humanitarian access, protection and respect for international humanitarian law, and others raising concerns about sovereignty, territorial integrity and national unity.

Changing partnerships: In several discussions, Member States called for a move from "charity" to "solidarity" with local partners, including affected people and the diaspora, even as the role of host Governments and the private sector is increasing. The increasing range of actors and the complexity of humanitarian crises have been accompanied by calls for moving beyond coordination to interoperability.

Across all these areas, there was a call to reaffirm humanitarian principles and a growing expectation that the 2016 World Humanitarian Summit (WHS) will help shape the future of humanitarian assistance.

The Secretary-General's report

General Assembly resolution 46/182 requested the Secretary-General to report annually on the coordination of emergency humanitarian assistance. Prior to the ECOSOC HAS, the Secretary-General issued *Strengthening the coordination of emergency humanitarian assistance of the United Nations*. The report covers the themes that will guide the 2016 World Humanitarian Summit: reducing vulnerability; managing risk and transformation through innovation; humanitarian effectiveness; and serving the needs of people in complex emergencies. The report concludes with recommendations to strengthen coordination and achieve inclusive, interoperable and effective humanitarian action.

The report also summarizes global efforts to meet the needs of people in crisis in 2013. In Syria, international aid provided 4 million people every month with food, and more than 10 million people with clean water. Humanitarian response increased significantly in the CAR, and in the Philippines after Super Typhoon Haiyan. By the end of 2013, the number of people internally displaced by armed conflict and generalized violence increased to a record 33.2 million, even as 334 natural disasters competed for scarce resources. In response, 95 States joined multilateral and regional organizations, private sector bodies and individuals to contribute US$14.4 billion to multilateral inter-agency response plans and complementary humanitarian action; a record $474 million to the Central Emergency Response Fund; and $419 million to country-based pooled funds.

The United Nations and partners continued to improve the quality and effectiveness of humanitarian action, including through the Inter-Agency Standing Committee (IASC) Transformative Agenda. An improved programme cycle was used in 22 countries to better inform joint planning by assessing and analysing crises and prioritizing needs, in consultation with the affected Government, international, national and local organizations, and affected people. Based on lessons learned, the cycle will be further refined to improve data quality; consider the different needs of women, girls, boys, men and people with disabilities; operationalize protection in strategic response plans; and strengthen inter-cluster coordination.

Humanitarian agencies and partners continued to harness technology to improve communications between communities and responders. In the aftermath of Super Typhoon Haiyan, OCHA worked with telecommunications providers and humanitarian partners to reach 1.2 million people with life-saving information. This surging quantity of raw data must be analysed and put into formats that decision makers can quickly use to save lives, such as through the pilot Humanitarian Data Exchange.

Efforts increased to ensure a role in decision-making by different segments of the population to encourage durable solutions, strategies and responses. For example, some cluster project-implementation committees required 50 per cent representation of women. IASC Principals continue to take steps to implement their commitments to improve accountability to affected populations (AAP), including the deployment of an AAP Coordinator and the first AAP Action Plan in the Philippines. The IASC Principals' statement of 17 December 2013 affirmed that the protection of all people affected by conflict and disaster must inform humanitarian decision-making and response, reinforcing the Rights Up Front Action Plan to strengthen protection under international human rights and humanitarian law.

The final part of the report focuses on moving towards more inclusive, interoperable and effective humanitarian action by reducing vulnerability and managing crises, transformation through innovation, serving the needs of affected people and improving effectiveness. To reduce vulnerability, the report recommends integrating risk management into national development plans, and increasing funding for crisis prevention and mitigation. Common risk analysis should be the basis of humanitarian and development planning and funding. Organizations in both sectors should work with Governments, civil society, the private sector and other actors to enhance interoperability in order to address capacity and resource gaps and better meet affected people's needs.

General debate

During the general debate, many Member States noted the need to shift from crisis response to risk-based strategies, while building clear links between humanitarian work and development programmes on preparedness, resilience and risk reduction, especially in advance of the WHS. The EU and Switzerland noted the summit would present an opportunity to make the humanitarian system more inclusive and accountable, and to set a realistic, ambitious agenda for action. Given the growing demands on the humanitarian system, especially regarding protracted crises, it is necessary to capitalize on the post-2015 development agenda to strengthen links between humanitarian and development work and ensure that the WHS changes the way humanitarian action is conducted.

Concerning the humanitarian crisis in Syria, the Group of 77 and China noted that sovereignty, territorial integrity and national unity of States must remain the overarching parameters of humanitarian action. The EU, citing the situation in Syria, the CAR and South Sudan, stressed the crucial importance of access, protection, and meeting the specific needs of women, girls, boys and men. This divergence of views on humanitarian action also emerged during the negotiations of the ECOSOC HAS resolution.

World Humanitarian Summit

To be held in Istanbul in 2016, the global summit is an initiative of the Secretary-General to improve humanitarian action. A two-year consultation is bringing stakeholders together to share best practices and find innovative ways to make humanitarian action more effective.

The themes are:
1) Humanitarian effectiveness
2) Reducing vulnerability and managing risk
3) Transformation through innovation
4) Serving the needs of people in conflict

Humanitarian action in the Central African Republic and neighbouring countries

The high-level meeting on 'Humanitarian action in the CAR and neighbouring countries' highlighted the current humanitarian situation and the challenges it poses. It asked the international community to further respond to the crisis and meet humanitarian needs in the CAR.

High-level panel on effective humanitarian assistance

The first of two high-level panels highlighted the need to look at effective humanitarian assistance holistically and to base effectiveness on whether needs are met, irrespective of who provides aid. Particularly during the WHS, harnessing best practices through understanding the local context, capacities and interests of all actors will be critical to improving the impact of humanitarian action.

The humanitarian landscape has shifted over the past few decades, with more people vulnerable due to increased humanitarian threats. At the same time, more actors are capable and willing to respond to humanitarian needs, even as technological and innovative solutions multiply and host Governments play a greater role. The international humanitarian system needs to keep pace with these rapid changes to effectively meet the needs of millions of people.

Most actors would agree that saving lives and alleviating suffering are the core aims of effective humanitarian assistance. However, views on how best to achieve these outcomes vary widely, underscoring the need to change the way actors collaborate, coordinate, and prepare for and respond to humanitarian crises.

High-level panel on serving the needs of people in complex emergencies

The second panel stressed that conflicts remain the overwhelming driver of humanitarian crises and needs. The panel noted the centrality of protection and human rights in international efforts, while acknowledging the primary responsibility of national Governments

Complex emergency

The IASC defines a complex emergency as "a humanitarian crisis in a country, region or society where there is total or considerable breakdown of authority resulting from internal or external conflict, and which requires an international response that goes beyond the mandate or capacity of any single and/or ongoing UN country programme."

and non-State actors to protect and assist people under their control. Member States expressed their concern with the politicization of humanitarian assistance in Syria, warning that respect for international humanitarian law is "moving backwards".

The overall number of conflicts is decreasing, but the amount of people they displace is rising in all regions. Complex emergencies will likely continue to cause the majority of humanitarian needs for protection and urgent assistance, absorbing the greater part of humanitarian resources and attention for years to come.

Humanitarian action must tackle the specific challenges arising in complex emergencies.

Side events and trade fair

Twenty-four side events focused on the themes of the report of the Secretary-General and of the WHS, addressing issues such as humanitarian financing; internal displacement; the role of affected people, the private sector and the diaspora; effectiveness, protection and access; innovation and technology; and the continuum of preparedness to response and development.

Despite the tremendous breadth of issues covered in the side events, some common themes and recommendations emerged: the unique humanitarian challenges of conflict situations; the need to build partnerships while moving from "charity" to "solidarity" with partners, including affected people and the diaspora; and moving beyond coordination to interoperability. The WHS was universally welcomed, but concerns emerged that too many issues will be deferred until the summit.

Given Member States' robust engagement in hosting, chairing, and participating and presenting in side events, it was encouraging that several events concluded that changes by humanitarian actors have to be matched by donors, including prioritizing disaster risk reduction, gender, partnerships, bridging the humanitarian and development divide, and shifting to risk-based programming built on concrete data. Finally, there was a call to reaffirm humanitarian principles, especially regarding the challenges in conflict situations, evolving relationships with new partners and demands for new programming.

The multimedia trade fair highlighted the role of affected people as first responders. The fair included photographs, videos and, for the first time, two film screenings: one on humanitarians curing blindness in South Sudan, and the other on lessons from the 2011 earthquake in Japan on using information and big data to save lives.

ECOSOC resolution on strengthening the coordination of emergency humanitarian assistance of the United Nations

At the beginning of each year, Member States adopt the theme of the ECOSOC Humanitarian Affairs Segment. For 2013 and 2014, the theme of the Segment was "The future of humanitarian affairs: towards greater inclusiveness, coordination, interoperability and effectiveness." In 2014, Member States agreed that the Segment would include two main high-level panel discussions on: a) Effective Humanitarian Assistance; b) Serving the needs of people in complex emergencies.

At the end of the humanitarian segment, Member States adopted the ECOSOC resolution on strengthening the coordination of the United Nations emergency humanitarian assistance. The resolution called upon the United Nations to continue enhancing existing humanitarian capacities, and it included new language addressing the frequently protracted nature of displacement resulting from complex crises and emergencies.

Member States also agreed on a new paragraph calling on the integration of risk management into national development plans, and encouraging humanitarian and development organizations to strengthen efforts to address underlying risks and vulnerabilities. This agreement demonstrates a growing consensus regarding the need to do more towards an anticipatory approach to crises. Despite this positive example of negotiating, it was difficult to advance new language in the resolution on IDPs and gender, which will be further reviewed during the General Assembly.

2. Opening session/General debate, 23 June 2014

In opening remarks, the Vice-President of the Economic and So-cial Council, H.E. Ambassador Ibrahim Dabbashi (Libya), welcomed the Humanitarian Affairs Segment as a unique opportunity to have an open discussion, to build a shared understanding of opera-tional challenges and pursue normative progress in humanitarian action. He paid tribute to the work of Member States (including affected States), the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, and aid workers. He then introduced a short film of the voices and faces of people affected by conflicts, disasters and protracted crises.

The Vice-President noted that the event on 'Supporting the process of transition from relief to development', held prior to the HAS, highlighted how funding and risk management can provide opportunities for closer cooperation between humanitarian and development actors. He welcomed an informative, frank and pro-ductive exchange of ideas throughout the segment's events.

Ms. Valerie Amos, Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator (USG/ERC), introduced the Secretary-General's report (A/69/80), warning that current humanitarian costs were surpassing the system's ability to cope. Between 2004 and 2013, humanitarian funding requests had dou-bled to over $10 billion, while the number of people in need during the same period rose from 30 million to 70 million. In 2014, a record $16.9 billion is needed to help more than 50 million people around the world.

Ms. Amos noted that by the end of 2013, the number of IDPs had in-creased to a record 33.2 million people due to armed conflict and violence. The number of people fleeing their homes across borders increased to 16.7 million, a figure that is likely to increase. Natural disasters claimed an estimated 23,000 lives last year, affecting nearly 100 million people and causing over $118 billion in damage.

The USG/ERC stated that humanitarian capacities are being tested. Due to conflict, the humanitarian situation continued to deteriorate in Syria, Yemen and the occupied Palestinian territory, including the Gaza Strip. The security and humanitarian situation in the Central African Republic, Sudan and South Sudan had left millions of people in urgent need of aid and protection. Millions more were displaced throughout the region, including in the Dem-ocratic Republic of the Congo. She also highlighted the situation in the Asia-Pacific region, especially in Myanmar and the Philippines, where intercommunal tensions, fighting between armed groups and violent clan clashes had killed several hundred people and displaced hundreds of thousands more.

She reported that Asia continued to suffer the greatest impact of natural disasters, including more than 6,000 people killed and over 14 million affected by Super Typhoon Haiyan in the Philippines. She further highlighted continuing food insecurity in the Sahel region, adding that Southern Africa experienced several major disasters including floods, drought, cyclones, and locust and armyworm infestations, contributing to food insecurity for some 15 million people.

The USG/ERC reported that the United Nations and its partners continued reforms to improve the humanitarian programme cycle through better needs assessments, analysis and strategic planning. These efforts included better understanding the needs of different groups in humanitarian response, particularly in the area of protection, and examining the use of information and technology to improve communications between communities and aid workers.

She remarked that Member States gave generously in 2013. Nine-ty-five countries and numerous multilateral and regional organi-zations, private sector organizations and individuals contributed $14.4 billion in funding to multilateral inter-agency response plans and complementary humanitarian action. Member States and the private sector also contributed $474 million to the Central Emer-gency Response Fund, which was the highest-ever annual total. Country-based pooled funds received $419 million.

However, the USG/ERC noted the continued rise in humanitarian needs throughout the world, including in Syria and Iraq, and she predicted greater need in the CAR and South Sudan for 2014. She noted that crises would continue to proliferate and deepen due to global challenges, including population growth, urbanisation, poverty, water scarcity, climate change and chronic vulnerability.

She remarked that the humanitarian system must change in order to address the underlying drivers of conflict and to protect people in the midst of them. She welcomed the post-2015 development agenda, the UN World Conference on Disaster Risk Reduction, the climate change framework and the WHS as opportunities to address some institutional barriers, think through challenges and find new ways of working.

The USG/ERC closed by saying that the HAS provides the opportuni-ty to grapple with humanitarian questions. In particular, she noted that the high-level panels would consider the need to think differ-ently about assisting and protecting the needs of people in crisis.

The Group of 77 and China, the European Union, Ireland, Uruguay, Switzerland, Canada and Pakistan then responded to the report of the Secretary-General.

Ireland's representative noted that only $5.2 billion, or 30 per cent, of the $16.9 billion requested had been received. In light of the enormous needs and the funding shortfall, available resources must be spent to maximum effect and reach those most in need without delay. A "gender lens" was essential in all humanitarian programming to ensure that every response addressed issues of gender and protection, particularly sexual and gender-based violence.

Pakistan's representative said the $16.9 billion "price tag" was exorbitant and inadequate. Echoing Canada's delegate, he said there must be a focus on resilience, preparedness and modern technology in humanitarian responses. However, the best response was to tackle the root causes of crises, notably endemic poverty, underdevelopment and chronic neglect by the international community.

Bolivia's delegate—speaking for the Group of 77 and China—and her counterpart from Uruguay both emphasized that humanitarian responses must comply with the principles of neutrality, territorial integrity and international humanitarian law. The increased number of people displaced or affected by complex humanitarian emergencies and natural disasters, especially in developing countries, had exacerbated the effects of climate change, the global food crisis, continuing food insecurity and the financial and economic crisis. Greater efforts were needed to strengthen capacities and frameworks to better cope with related challenges.

The representatives of Greece, speaking for the European Union, and Switzerland said the 2016 WHS would present an opportunity to make the humanitarian system more inclusive and accountable, and to set a realistic, ambitious agenda for future action.

Following the general debate, the Council held a high-level meeting on ''Humanitarian action in the Central African Republic and neighbouring countries', during which Ms. Amos noted that only 35 per cent of the $565 million requested in assistance for that country had been received. Panellists discussed the security, political, development, human rights and financial challenges facing the CAR. Delegates described their Governments' concerns, as well as financial and resource commitments to the country.

3. Economic and Social Council event to discuss transition from relief to development – Supporting the process of transition from relief to development: Funding and risk management

The ECOSOC joint event of the humanitarian and operational affairs segments on the transition from relief to development, titled 'Supporting the process of transition from relief to development: Funding and Risk management,' focused on progress, challenges and lessons learned based on the experiences from the Democratic Republic of the Congo and Haiti.

The panel was co-chaired by the Vice-President of ECOSOC, H.E. Ambassador Ibrahim O. Dabbashi, and moderated by Kanni Wignaraja, Director of the UN Development Operations Coordination Office (DOCO). It included H.E. Mr. Charles Naweji Mundele, Minister of Social Affairs, Humanitarian Action, and National Solidarity of the Democratic Republic of Congo; Mr. Moustapha Soumaré, the Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator in the Democratic Republic of Congo; Mr. Yves-Robert Jean, Director General of the Ministry of Planning and External Cooperation of Haiti; and Mr. Peter de Clercq, the Deputy Special Representative of the Secretary-General, Resident and Humanitarian Coordinator in Haiti. The panel presentations were followed by a discussion with Member States.

The event was informed by the key messages coming out of the transition event held in the margins of ECOSOC's operational segment in February. That event looked at how the UN's effectiveness and results can be improved in countries in transition from relief to development. It recognized that relief–and-development activities need to be pursued simultaneously, rather than consecutively; that UN Country Teams and UN missions can best meet the multiple challenges they face by working in an integrated manner; and that flexible funding in these settings is key.

The panellists highlighted the challenges of avoiding fragmentation of efforts given the existence of various national and international frameworks, strategies and programmes covering a range of initiatives addressing humanitarian, resilience, stabilization and development issues. To ensure a collective approach, there was a need to develop overall strategies encompassing all initiatives, and to establish common platforms with the participation of the UN, donors, civil society and IFIs, with Governments having a key leadership role.

Government leadership was stressed as a key factor for success, and there was a strong call for the international community to support greater Government engagement and ownership from the outset of the transition period.

Another key point raised was the need for humanitarian and development actors to truly work together. Development elements should be integrated from the outset when planning the humanitarian response, and appeals should increasingly include requests for humanitarian assistance and for support to recovery and development activities. Tools and mechanisms, including coordination mechanisms, should reflect that humanitarian and development response is ongoing simultaneously rather than consecutively. Within the UN, joint meetings of the UN Country Teams and the Humanitarian Country Teams should be considered good practice.

There was a clear call for more flexible funding mechanisms. The use of pooled funds was highlighted as a mechanism that allowed increased flexibility and risk sharing, allowing decisions to be taken closer to the ground based on the actual situation. An example was shared of a humanitarian pooled fund that had been established and increasingly enabled the promotion of resilience-oriented activities.

Risk management was recognized as an area that was receiving increased focus. Risks would have to be accepted as part of the process of supporting transition processes. Comprehensive risk management should involve all key partners, be accepted by all and be translated into credible aid frameworks. Several types of risks were mentioned, including the risk of remaining in a humanitarian mindset even when this was no longer warranted, or the risk of a gap in support when humanitarian funding was diminishing, but recovery-and-development funding was not increasing. Disaster risk and disaster risk management were also discussed. There was a call to focus on and invest more in prevention in terms of disaster risk reduction, disaster preparedness and conflict prevention. Several initiatives were highlighted in this regard, and lessons and experiences were shared from many different country contexts.

4. High-level meeting on the Central African Republic and neighbouring countries

Chair: H.E. Ambassador Ibrahim O. Dabbashi,
Vice-President of the Economic and Social Council
Moderator: Ms. Valerie Amos, Under-Secretary-General
for Humanitarian Affairs and Emergency Relief Coordinator
Panellists included:
Ms. Kristalina Georgieva, European Commissioner for
International Cooperation, Humanitarian Aid and Crisis Response
Mr. Antonio Guterres, United Nations High Commissioner
for Refugees
Mr. Cheikh Tidiane Gadio, Special Envoy for the Central African
Republic, Organisation of Islamic Cooperation (OIC)
Ms. Marguerite Samba, Minister for Public Health, Social Affairs and
Humanitarian Action, Central African Republic

The Council held a high-level meeting on 'Humanitarian action in the Central African Republic and neighbouring countries'.

Ms. Amos opened the meeting by noting the hundreds of thousands of families torn apart, humanitarian violations and the rise in sectarian violence. Humanitarian aid workers were supplying food and clean water, but with half a million displaced people, more was needed. Of the requested funding of $565 million, only 35 per cent had been contributed, she said, requesting that all Member States contribute in any way possible, that operational partners deploy staff and equipment, and that regional States and actors with influence do even more to address the crisis. This is a critical need because of the tragedy's huge impact on neighbouring countries.

Ms. Georgieva said efforts to bring stability and peace would not succeed unless stakeholders stayed with the CAR. "We need to do that for the people there, but also for their neighbours." The whole region was "feeling the heat" of the crisis, she said, citing Cameroon, now hosting large numbers of refugees. The President of the Transitional Government had three key priorities: "security, security, security". But unless international assistance was provided to secure the country, the violence would not stop.

Mr. Guterres pointed out that the crisis had been predictable and predicted. The Security Council had already been warned that a lack of funding would put the country back on the brink of disaster. Religious issues had been created by political manipulation, a global phenomenon that was resulting in the disintegration of States. The key was to strengthen regional organizations and their interaction with the United Nations, he said, adding that a huge investment was needed in the political, security and financial sectors. Acknowledging the courage of African Union soldiers fighting and dying, as well as their lack of modern equipment, he empha-

sized that there was no way to achieve peace "on the cheap".

Mr. Gadio said that "from day one" OIC had been able to avoid the trap of religious confrontation, underlining that the crisis was not a religious war, but a political crisis using religion. Political dialogue, as well as free and democratic elections, must be advocated. Recalling the pleas of a Muslim father whose Christian wife had been forced to flee and leave their three children behind, he stressed that OIC did not favour partitioning the country. There was also good news, with contacts taking place between warring parties and ceasefire talks starting. OIC's plan was being discussed with other partners, and many neighbouring countries were in agreement with it.

Ms. Samba thanked the international community for all its support and said her country had gone through several crises. The last, most lethal and destabilizing, had begun in 2012 as an immediate consequence of failure to respect the political process. She also emphasized the negative effect of the international media, saying they had portrayed the situation as a religious conflict instead of a community crisis. In the context of humanitarian and security issues, there had been a slight improvement, giving reason for hope, she said.

Concerning women and girls, she said there was rapid intervention to help victims of sexual violence, and there were efforts to finalize a global intervention of medical and psychological support. With international support, the Government could restore security, which was a major constraint on humanitarian action. It was restoring the rule of law and national dialogue, and intended to restore constitutional activities through elections in 2015. "All these young people cutting up people with machetes or with guns had lost hope," making them easily manipulated by people of bad will, she said.

During the ensuing discussion, the representative of France said the situation in the CAR was improving, thanks to help from French and African forces, as well as the European Union-led peacekeeping force. France supported the decision by the Government of the CAR to place the most serious crimes committed on its territory since 2012 before the International Criminal Court, he said, adding that his Government had paid out 60 per cent of the €35 million (approximately $43.6 million) it had pledged in urgent humanitarian assistance.

The representative of the United States, noting that her country had begun airlifts as a way to address the physical constraints of the CAR, announced an additional pledge of $51 million for the urgent humanitarian response in that country, which would include a focus on gender-based violence, and provide seeds and tools for farmers. The United States remained committed and focused on the immediate crisis and the longer-term complexity.

The representative of Cameroon said the international community must address the most urgent issues, namely the humanitarian situation, but the emergency phase should not overshadow the CAR's long-term development needs. The representative of Finland announced an additional contribution of €1.5 million to the World Food Programme (WFP) for the regional response plan.

The representative of Luxembourg expressed concern over the humanitarian crisis and the impact on neighbouring countries, firmly condemning lethal attacks against civilians and the humanitarian personnel. All perpetrators of serious crimes against children must be held accountable. Luxembourg had given €1 million in aid to the Common Humanitarian Fund in the first half of 2013 and had since increased its commitment to €4 million.

The representative of Benin called for stronger initiatives to end the crisis in the CAR, pointing out that only 82 per cent of the humanitarian aid pledges had been met. The international community must do more to ensure that the necessary resources were available.

The representative of Morocco expressed concern over the worsening security situation in Bangui and the displacement of the local population. Ethnic cleaning could lead to the country breaking up, he warned. Morocco was considering various options for providing humanitarian aid, he said, appealing to donors to fulfil their pledges.

Ms. Georgieva, in closing remarks, applauded France for being at the forefront of the response in the CAR, and called on all donors to deliver on their promises, go to the country and do more.

5. High-level panel: Effective humanitarian assistance, 24 June 2014

Chair: H.E. Ambassador Ibrahim O. Dabbashi, Vice-President of the Economic and Social Council
Moderator: Ms. Valerie Amos, Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator.
Panellists included:
Dr. Muhammad Sani-Sidi, Director-General of the National Emergency Management Agency, Nigeria
Ms. Kristalina Georgieva, European Commissioner for International Cooperation, Humanitarian Aid and Crisis Response
Mr. Halil Afsarata, Head of the Strategy Development Department at the Prime Ministry, Disaster and Emergency Management Presidency (AFAD), Turkey
Mr. Nigel Fisher, United Nations Regional Humanitarian Coordinator for Syria
By videoconference:
Ms. Inday Pizon, Executive Director of Regional Development Incorporated (RDI) under the National Coalition of Rural Women/PKKK
Ms. Barbette Badocdoc, Media and Networking Officer, Initiatives for Dialogue & Empowerment through Alternative Lawyering Services (IDEALS)

H.E. Ambassador Dabbashi opened the event by noting the scale of challenges facing the international humanitarian system, including coping with new actors taking a larger role. In the same vein, Ms. Amos stressed that humanitarian needs were far outstripping response capacity. For example, it is estimated that 40 per cent of the world's population would live in areas of water stress by 2030, and by 2050 food demand would grow 50 per cent. Finding effective ways to distribute finite humanitarian resources was crucial, and in some instances humanitarian agencies should take a back seat to those able to provide aid faster, such as local groups. Each humanitarian actor must understand and accept the interests and motivations of others and find ways to institute best practices.

Panellists raised key points including:

- The need for humanitarian actors to adopt policies of solidarity with strife-torn and disaster-stricken communities, rather than charity, and to ensure aid workers had the skills to deliver their mandates.
- The need to ensure that risk-and-vulnerability analyses are central to humanitarian action in helping to understand the capacities and weaknesses of institutions, and the state of the rule of law, land tenure and socioeconomic development.
- The need to partner with all stakeholders, including the private sector, based on comparative advantages.

Panellists also noted the importance of policy and advocacy to prevent an increase of humanitarian needs in the future. They stressed:

- The need to invest in preparedness and national and regional early warning systems.
- The link between effectiveness and the re-emergence of conflict with insecure environments and limited humanitarian access.
- The need to streamline and coordinate response efforts and the importance of longer planning cycles and sufficient funding.
- The importance of understanding local context and capacities, including the private sector, prior to the outbreak of crisis.

Highlights from the live-feed with the Philippines included the importance of first aid training for local responders; the need to help the most vulnerable people, including children and the elderly; and the challenges of dealing with urban crises.

During the ensuing discussion, delegations highlighted challenges to making aid more effective, including those stemming from the crisis in Syria, notably the politicization of aid and a lack of solidarity among humanitarian actors, resulting in competing claims of effectiveness and a backward trend in respect for international humanitarian law.

The questions and interventions from the floor focused on efforts to scale up cash transfers (United Kingdom); OCHA's measures to involve local leaders in establishing priorities for development assistance, and the role of education in humanitarian aid (Norway); and certifying or licensing aid workers and organizations to ensure they are qualified (Switzerland).

Highlights from the following discussion included the need for humanitarian actors to have knowledge of local contexts before crises start. A deeper knowledge of the local coping mechanisms and community dynamics should be a core element of how the humanitarian community responds and builds resilience. Several delegations noted that actors should not underestimate the role of national Government and local capacities and strategies. National efforts, systems and processes should not be side lined when the international community responds to a given crisis. Effectiveness is therefore about ensuring that response capacities fit into the national strategy. The tension between short-term and long-term humanitarian assistance was also highlighted as needing greater attention. The gap between development and humanitarian actors should be addressed, including by focusing on building resilience as a critical element of effective humanitarian assistance.

Finally, participants noted the importance of accountability and of putting people's needs at the centre of humanitarian action.

6. High-level panel: Serving the needs of people in complex emergencies, 25 June 2014

Chair: H.E. Ambassador Ibrahim O. Dabbashi, Vice-President of the Economic and Social Council
Moderator: Ms. Valerie Amos, Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator
Panellists included:
Mr. Jose Ramos-Horta, Special Representative of the Secretary-General and Head of UNIOGBIS
H.E. Mr. Ahmed Al-Kohlani, Director, Executive Unit for IDPs and Camps Management, Government of Yemen
Dr. Philip Spoerri, Director for International Law and Cooperation, International Committee of the Red Cross
By videoconference:
Reverend Nicolas Guérékoyame-Gbangou, President, Evangelical Alliance, Central African Republic
Imam Oumar Kobine Layama, President, Islamic Council, Central African Republic
Mgr. Nestor Nongo Aziagba, Roman Catholic Bishop of Bossangoa

H.E. Ambassador Dabbashi opened the event by mentioning that the panel's focus was of great importance to him, given his country's recent history. Ms. Amos, in her opening remarks, stressed that conflicts and complex emergencies remain the overwhelming global driver of human suffering and humanitarian needs. Violence and other forms of persecution force an average of 23,000 people per day to leave their homes. At the end of 2013, a record 33.3 million people were displaced in their own countries due to conflict, general violence and human rights violations. Ms. Amos underlined the centrality of protection in humanitarian action and deplored that many people do not receive assistance and protection due to lack of access, the conduct of hostilities or inadequate humanitarian set-up.

Mr. Ramos-Horta deplored that from Syria to South Sudan to the CAR, civilians bore the brunt of violence. He stressed the responsibility of States to care for their population and protect all civilians, and he emphasized that humanitarian action must be complemented by intensive investment in peacebuilding, including conflict prevention and addressing root causes. Peacebuilding should be included in the Sustainable Development Goals as a stand-alone objective.

Mr. Al-Kohlani described the key role of the Government of Yemen in supporting and coordinating the efforts of international and local organizations to provide protection and assistance to the more than half a million people displaced in his country.

Dr. Spoerri said that despite claims of universal adherence to international humanitarian law (IHL), grave violations were being reported every day: the real challenge was the lack of respect of even the most basic tenets of IHL. He added that the Red Cross and Switzerland had launched a consultation process with States and other stakeholders to strengthen compliance mechanisms.

Through a video link to the CAR, Mgr. Nongo Aziagba said there were 40,000 displaced people on the border with Chad, and the impact of the international community's humanitarian actions was not yet felt in inaccessible areas. He added that the United Nations task was clear and the country was waiting for disarmament to take place.

Imam Layama emphasized that the system for accessing aid must involve local actors, and he ensured that religious leaders would continue to help humanitarian actors. Reverend Guérékoyame-Gbangou also called for closer cooperation among humanitarian workers and religious groups, stressing that a real, effective partnership would produce good results.

The panel and discussion noted many themes:

- Protection is central to humanitarian action, and human rights must be at the centre of international efforts, with the primary responsibility resting with Member States and non-State actors to protect and assist people under their control, and to ensure timely and unimpeded access of humanitarian organizations.
- The importance of engaging with all concerned actors to negotiate access.
- The importance of supporting humanitarian action with sustained investment in early warning systems, development, peacebuilding and State-building to prevent and address violence and avoid relapses.
- The need for separate sustainable development goals that link peacebuilding and sustainable development.

Questions and interventions from the floor focused on the importance of ensuring parties' compliance with IHL (Norway, Sweden); the need to have a humanitarian presence on the ground to build trust with communities and parties (Switzerland); and the need to engage local actors and strengthen cooperation among stakeholders (Norway). The European Union and Sweden emphasized that access and protection are the two key issues in complex emergencies. The representative of the European Union asked what could be done to convince States and armed non-State actors that allowing humanitarian access did not undermine sovereignty and territorial integrity. Russia stated that there was a necessary balance between humanitarian imperative and State sovereignty.

The representative of Syria recognized the right of humanitarian actors to negotiate with all parties to a conflict to facilitate humanitarian access, but asked how negotiations with terrorists could be possible. The representative of Nigeria mentioned the need to strengthen early warning mechanisms, while Norway and Brazil stressed the importance of peacebuilding and sustainable solutions to complement humanitarian action.

The representative of the Organisation of Islamic Cooperation asked how regional organizations could participate in building the capacities of local NGOs. UNICEF stressed the impact of conflicts on children.

7. Closing session and general debate, 25 June 2014

The closing session began with a resumption of the general debate. Mexico stated that the preparations for the WHS must encompass analysis, reflection and definition of a coordination model that meets the needs of people affected by crises.

Italy announced it would lead the Council of the European Union's Working Party on Humanitarian Aid and Food Aid (COHAFA) as of July. Protection of vulnerable groups during emergencies would be one of COHAFA's key discussion topics. COHAFA would also focus on strengthening links with civil protection in disaster risk reduction, preparedness and response.

On financing, Japan observed that in 2013, 10 donors financed more than 75 per cent of all humanitarian funding. But the financial capabilities of these donors are stretched and reform is needed. Norway added that without a broader donor base, increasing demands will not be met. Escalating needs are most pressing in conflict-affected countries. At the same time, humanitarian and financial costs can be cut drastically by improving access and security for humanitarian personnel or, in essence, increasing respect for humanitarian principles and IHL.

South Africa called for additional attention to fragile States to ensure they were not affected by non-State actors, while also underscoring the need to strengthen the protection of women from sexual and gender-based violence. Japan mentioned it would promote gender as a cross-cutting issue in all four WHS themes.

Australia urged the reduction of impact of disasters by building resilience through effective planning, technological innovation and asset protection, while working with regional and national partners to develop local response capacity. Algeria echoed this point by urging the United Nations and donors to help developing countries enhance their capacities. Cuba highlighted its progress at normative and institutional levels, including programmes to tackle climate change and coastal vulnerability, with anticipation of adverse events and impacts to success at the national level.

Turkey stated that unsolved, underfunded and forgotten crises have created protracted displacement, for which host States needed to find longer-term resources and solutions. Despite greater investments in resilience, risk management and preparedness in many places, States often lack capacity to adequately respond to such emergencies.

Finland hoped that donors and agencies take up the recommendations of the study *Environment and Humanitarian Action – Increasing effectiveness, sustainability, and accountability* to ensure environment is mainstreamed in humanitarian programming.

Russia noted a disconnection between OCHA's mandate and the section on the humanitarian impacts of explosive weapons in the Secretary-General's report, suggesting that if this issue was considered in the report, drones should be as well (Brazil also mentioned this topic).

The United States said high-quality data was required to improve understanding of humanitarian needs. Voicing support for the 'Rights Up Front' initiative, the United States noted that the lack of personal documents could lead to statelessness, a condition exacerbated by lack of access to services. Because IDPs living in urban settings are less likely to receive assistance than IDPs in camps, special efforts are required to address their needs.

Bangladesh noted the importance of building trust and understanding between affected countries, their people and international aid organizations, and that the segment had shown how poverty affects crisis response. The humanitarian sector should do more to understand its implications to ensure effectiveness.

ICRC stated that the international response to displacement has fallen short, despite recent normative progress, such as the adoption of the Kampala Convention and incorporation of the Guiding Principles on Internal Displacement into national legislation and policy. To better highlight the gaps, ICRC noted that we should be more explicit about our inability to reach all people in need and the reasons for this. To stem the rising number of IDPs, Governments must be more effective in preventing and resolving conflict and enhancing the protection of civilians.

The International Federation of Red Cross and Red Crescent Societies noted that reported natural disasters have increased by nearly 400 per cent over four decades. Effective legal frameworks for disaster risk management form a key component of strengthened resilience. There is considerable potential in many countries to prioritize disaster risk reduction in legal frameworks and their implementation, including across development sectors. UNICEF noted that the current major complex emergencies are fundamentally child-protection crises. However, child protection is too often underresourced, with only about 8 per cent of 2013 requirements for child protection in emergencies met.

IOM warned against becoming overburdened by processes and systems and losing sight of the objective of helping people in need. Humanitarian assistance should always be driven by needs rather than mandates. Instead of processes, we need to place greater attention on improving outcomes. Response activities must take into

account the specific needs of migrants, whether they are refugees, IDPs or economic migrants. The increasing complexity of humanitarian action requires leveraging all available expertise.

Following the conclusion of the general debate, resolution E/RES/2014/13 was adopted. In his closing remarks, H.E. Ambassador Dabbashi noted new language in the resolution on displacement, collaboration with host communities and enhanced international support for States' capacity-building efforts. On interoperability, he noted the importance of identifying best practices and opportunities to enhance the effective interaction and coordination between actors, and to make best use of their expertise, capacities, comparative advantages and resources with the aim of providing effective humanitarian assistance. Regarding the two high-level panels, he highlighted the opportunity to listen to experts on these issues, with perspectives from Member States, the United Nations, humanitarian organizations, regional organizations, civil society and people affected by crisis.

During her closing remarks, Ms. Valerie Amos thanked participants, panellists and organizers for contributing to the common understanding of greater inclusiveness, improved coordination and effectiveness in humanitarian action. She remarked that after every atrocity we say "never again", yet the international community's ability to persuade Governments and armed groups to stop violence and promote peace is limited. She asked Member States to continue to take their responsibility to protect their people seriously.

She further noted the need to prioritize prevention and act quickly on early warning signs. She noted the unique opportunity presented by discussion on the post-2015 development agenda, the post-Hyogo Framework and the WHS to consider how to reform the way we work to maximize effectiveness, grow communities' resilience and better protect people in crisis.

8. Side events

- **Accountability to affected populations**
- **Home-grown solutions to African problems and innovative practices in humanitarian action**
- **Better laws, safer communities**
- **Cash transfers, local purchases and social safety nets**
- **Strategic use of CERF**
- **Effective humanitarian civil-military coordination in a natural disaster setting**
- **The role of the diaspora during and after crisis situations**
- **How to improve aid effectiveness by mainstreaming environmental sustainability**
- **Strengthening the protection of civilians from the use of explosive weapons in populated areas**
- **Impact of gender-equality programming on humanitarian outcomes**
- **Humanitarian goals**
- **Reaching people, reaching assistance and saving lives**
- **People displaced by conflicts and disasters**
- **A new generation of analytical tools for preparedness and resilience**
- **Interoperability**
- **Challenges of nuclear weapons detonations**
- **Nutrition as input and outcome of resilience**
- **The role of partnerships in humanitarian response**
- **Trends in peace and security operations and humanitarian action**
- **Humanitarian priorities in the post-2015 development agenda**
- **Risk-informed humanitarian leadership**
- **Trends in humanitarian financing**
- **Humanitarian dimensions of urbanization**
- **The protection of children in conflict**

Please note that the following side-event summaries were prepared from inputs provided by event sponsors and OCHA.

Putting beneficiaries in the driver's seat of humanitarian action: Accountability to affected populations

Sponsored by the Governments of Switzerland and Germany

Objective

The side event focused on clarifying the evidence base and explaining this tool for accountability. It provided an opportunity to challenge operational agencies and donors to accelerate progress, and to ensure respect for the precepts of accountability to affected populations (AAP).

Panel

The panel was organized by the Permanent Missions of Switzerland and Germany to the United Nations. It featured presentations by John Mitchell, the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) Director, and Ground Truth Director Nick Van Praag. Other panel members included Jemilah Mahmood, Chief of the World Humanitarian Summit secretariat (WHSS); Miriam Warui, representative of CARE International (Kenya); and Florika Fink-Hooijer, Director, Strategy, Policy and International Cooperation, ECHO. Ambassador Manuel Bessler, Swiss Humanitarian Aid Unit, moderated, and Eltje Aderhold, Head of Humanitarian Aid, Germany, offered concluding remarks. Key points included the following:

- According to ALNAP, accountability can be viewed in two ways: accountability that takes into account the perspective of affected populations, and accountability that actively includes affected populations in the planning and implementation. In the first instance, power remains in agencies' hands; in the second, power is transferred to a certain extent to affected populations, including a role in determining direction and holding aid agencies responsible for the quality of programmes and behaviour of staff.
- The difference between these two approaches hinges on the transfer of power, and it has important implications for the way the humanitarian system evolves. This evolution depends on underlying motivations that range from normative or value-based goals, where agencies support inclusion because it is the right thing to do, to arguments of efficiency or even emancipation, with agencies trying to address underlying inequalities.
- AAP came to the fore after troubled relief operations in Rwanda and DRC almost 20 years ago. Since then, the emphasis has been mainly on the supply side through initiatives that focus on standards (SPHERE, HAP), commitments (IASC), frameworks (URD), codes of practice (People in Aid), certification (HAP, People in Aid), learning (ALNAP) and capacity-building (all of the above).

These initiatives have provided a valuable framework for action, but progress has been slow in translating it into practical, systematic action at the programme level.

Discussion

- One reason AAP has not gained momentum on the ground is that operational agencies have not had adequate tools to engage affected people in the design, implementation and accountability of programmes and staff. Donors should create external incentives to take accountability seriously, and agencies must encourage staff to systematically use existing tools.
- AAP in conflict or complex political situations should be further discussed to better understand how deeper engagement with communities might affect the perception of humanitarian organizations as impartial and neutral actors.
- Staff attitudes towards beneficiaries need to shift from "doing a good job in helping people" to "doing better at serving the people". This shift requires transferring some power to beneficiaries and working in a more collaborative way.
- Humanitarian leaders must drive internal culture change through incentives. Donors have a part to play in providing incentives (panellists favoured carrots to sticks) for agencies to mainstream AAP, which may require flexibility and space for change from donors.
- The current interest in beneficiary data must shift from a focus on collecting to using data to make course corrections.
- Communications are critical because agencies cannot be held to account unless affected people understand programmes, services and ways to engage. New communications technologies are important, but their use must take into account context and culture.
- The Transformative Agenda provides a political framework for AAP that donors can promote through participation on the executive boards of humanitarian agencies. AAP can also be included in grant agreements as a condition of financial support. Donors can also help to build organizations' capacities to implement AAP by funding capacity-building and insisting on institutional learning.
- Several donors spoke of the importance of giving beneficiaries more voice in the form of choice, notably through the use of cash and vouchers. They were prepared to be flexible in the way their resources are used if feedback indicates the need for course corrections.
- Early feedback from WHS consultations underlines the importance that civil society attaches to accountability and the likely centrality of this topic at the WHS.
- AAP does not mean the views of the majority prevail at the expense of the most vulnerable people. Rather, effective feedback mechanisms may help in targeting aid by providing a clearer sense of the perspectives of different demographic groups, with samples broken down by age and sex. AAP provides the framework to take informed decisions.

Conclusions and recommendations

- WHSS suggested that humanitarian leaders should promote a culture of learning and ensuring lessons are implemented rather than forgotten.
- WHSS stated that an examination of the current financial architecture of humanitarian aid is needed to determine whether AAP is sufficiently funded separate from monitoring and evaluation.
- Brazil noted that the United Nations system can exclude the voices of affected people and emphasized the need to address this problem.
- Donors were asked to provide greater flexibility to allow for mid-cycle programme design changes based on feedback from affected people.
- In addition to supporting the roll-out of AAP efforts financially, ECHO encouraged donors who are board members of humanitarian agencies to use their influence. ECHO does not have a mandatory provision for AAP as part of its funding contracts, but it would consider such a requirement to promote the practice.

Home-grown solutions to African problems and innovative practices in humanitarian action
Sponsored by the Government of the Republic of Libya and OCHA

Objective
The event explored Africa-owned approaches and practices at the intersection of technology, partnership building, disaster management and humanitarian action, and showcased innovative models of private-public partnerships in humanitarian financing.

Panel
Muhamad Sani Sidi, Director General, NEMA-Nigeria, presented experiences of mobilizing resources during the largest natural disasters in Nigeria. He highlighted the importance of pre-positioning stocks (food and non-food items) for a better response. He stressed that 90 per cent of resource mobilization was done by the Nigerian Government and the private sector, and that the response was managed in-country, contributing to its success.

Ahmed Idris from the Kenya Red Cross presented 'Kenyans for Kenya'. This initiative is in collaboration with the Safaricom Foundation, the Kenya Commercial Bank Foundation, Media Owners Association and Gina Din Corporate Communications. It encourages individual Kenyans and corporate organizations to contribute towards improving the fate of drought-affected Kenyans. This initiative has shown the power of technology in facilitating philanthropy, as people in Kenya can now transfer money and donate through mobile phones.

Sunday Babatunde, from the OCHA African Union Liaison Office, described the African Disaster Managers Platform, which will

focus on mapping disaster management capacities at the national and regional level. It will serve as a consultative forum to support Member States and African Union efforts in humanitarian resource mobilization, capacity-building and information sharing at the continental and strategic levels. He introduced other coordination platforms for enhanced risk management, such as IGAD's drought-resilience platform IDRISSI, which combines technological innovation and financing models to track investments in resilience in Member States and the region. The Resilience Tracking Tool, developed with OCHA's support, allows greater precision in planning, monitoring and evaluating implementation of the IGAD resilience strategy.

Discussion

- The African private sector is becoming an important stakeholder in humanitarian action and development as high-net-worth individuals, companies and communities invest millions yearly in philanthropic initiatives.
- Spain asked how this important topic will be incorporated during the WHS regional consultation. The chair mentioned that the regional consultation was an inclusive process with more than 120 participants, including Governments, civil society, the private sector, military actors and the international humanitarian community, and that all have the opportunity to discuss tools for coordination and field experiences.
- Turkey asked how to strengthen local initiatives. The panellists agreed on the importance of strengthening early warning systems and capacity-building, while emphasizing the importance of involving Governments, local actors and the private sector in the response through a partnership model that allows for a clear understanding of affected people's needs.

Conclusions and recommendations

- This event highlighted local capacity and expertise for humanitarian response and preparedness. International actors need to put more effort into knowing and understanding what capacities and know-how already exist.
- Socioeconomic trends will have a significant impact on future capacity. For example, it is expected that in three decades, Africa will have a larger workforce than China, and that 60 per cent of Africa's population will have disposable income.

Better laws, safer communities:
How can domestic legislation reduce disaster risk?
Sponsored by the Government of Switzerland, International Federation of Red Cross and Red Crescent Societies (IFRC), and the UNDP Bureau for Crisis Prevention and Recovery (BCPR)

Objective
This side event examined how legislation can strengthen the effectiveness of disaster risk reduction (DRR). It presented the key findings of *Effective law and regulation for disaster risk reduction:*

a multi-country report. This comparative study of 31 countries by IFRC and UNDP analyses the status of integrating DRR into legislative and regulatory frameworks.

Panel
In his opening remarks, the chair of the event, Ambassador Paul Seger, Permanent Representative of Switzerland to the UN, emphasized the need to develop and integrate tailored legal frameworks to meet country-specific needs. He also commented on the shift from response to prevention and preparedness in disaster risk management. He encouraged stakeholders to build on the report by exchanging best practices and lessons learned on law for DRR.

Jordan Ryan, Director of the UNDP BCPR, noted that legal frameworks for DRM are helping Governments to shape the actions and behaviours of people, communities and institutions in ways that reduce the human impact of natural hazards. He noted that in a world where disasters have become one of the main threats to sustainable development, and disproportionately affect the lives and livelihoods of the poor and marginalized, we must maximize the tools at our disposal to prevent natural hazards from turning into disasters. He noted that the report explores institutional as well as people-centred incentives, compliance, positive lessons and pitfalls.

Elise Baudot, Chief Legal Counsel of IFRC, described how community-based action, such as vulnerability and capacity assessments, education campaigns, early warning systems, tree planting and livelihood programmes, can dramatically reduce pain and misery. To be safer, communities must be engaged in reducing risks with support from civil society, the private sector and, particularly, their Governments. Laws can play an important role in ensuring that communities participate in setting DRR policies, as well as planning and implementing DRR measures.

Mary Picard, the lead author of the report, provided an overview of the findings and its 17 practical recommendations for lawmakers and administrators when revising or developing legal frameworks for DRR. A key point emerging from the study is that effective legal frameworks for DRR are not restricted to stand-alone DRM laws, but form part of a highly integrated system of laws covering sectors such as building codes, land-use planning and environmental regulations. She pointed out that there is considerable potential for countries to give more priority to DRR under their DRM laws, and that to be effective, such laws must be tailored to the country's specific needs, capacities and resources.

Daniel Monroy Fuentes, Director for Innovation, Planning and Continuity of Operations at the National Coordination for Civil Protection in Mexico, described the experience of the Mexican Government in developing its 2012 DRM law. The law provides a mandate to the National System of Civil Protection, and it estab-

lishes mechanisms to coordinate federal, State and local institutions. The study found three areas of focus to be critical for DRR, and which are exemplified by Mexican law: strong public awareness and education, dedicated financing and the development of a national risk atlas to inform planning.

Scott Paul, Senior Humanitarian Policy Adviser at Oxfam America, pointed to the potential of DRR laws to tackle the unequal distribution of risk and the unequal resourcing of risk management, especially for vulnerable groups (particularly women) who are disproportionately affected by disasters, even as they are politically marginalized and economically disempowered. He pointed to law as an effective means to address inequality and power relations, as a great tool for advocacy and as a catalyst for a whole–of–society approach to DRR. He also cautioned that law is an expression of political will and political values, meaning that without a commitment to tackling inequality and adopting a rights-based approach, it could actually lock in and exacerbate the inequalities that created vulnerability. However, if used as a process to involve local civil society and share power and risk equitably, law can improve the fortunes of the most vulnerable people. Other points by the panel included:

- The report analyses sectoral laws that regulate the physical planning aspects of development and settlements, including building codes and land use, as well as environmental/natural resource management and climate change. These laws are key pillars of disaster risk governance, since they address underlying vulnerability in urban and rural areas, particularly by limiting the creation of new risks through development.
- According to the study, developing a DRM law that is fit for purpose in a respective country context is a considerable challenge, with respect to addressing DRR priorities and ensuring the sustainability of the DRM system. The law must operate in harmony with the country's overall legal and institutional framework and be able to complement existing disaster risk governance capacities, especially at the local level.

- Key gaps in national DRM laws include decentralized implementation (local governments lack means commensurate with their responsibilities), funding mandates (even DRM funds tend to favour response), accountability (few mechanisms for monitoring and oversight and for vulnerable people) and lack of clear direction on risk mapping and early warning systems.

Conclusions and recommendations
- Give DRR a sufficiently high priority in the objectives of legislation and in the institutional mandates that it establishes.
- Mandate a central institution that has the capacity to provide national leadership on DRR.
- Build in mechanisms to review and improve implementation of the DRM law; introducing specific DRR resource streams under law.
- Mandate by law mechanisms that facilitate the representation of women, vulnerable groups, civil society and communities in national and local DRM institutions and processes.
- Through DRM laws, assign legal mandates on community awareness, together with implementation mechanisms.
- Incorporate and implement DRR in building codes and land-use regulations, including in provisions for informal settlements, environmental management and impact assessments.
- Further study the legal accountability, responsibility and liability for DRR.

Cash transfers, local purchases and social safety nets: Building resilience and bridging the divide between assistance and development
Sponsored by the Government of Brazil

Objective
The event presented many initiatives using cash transfers, local purchases/procurement and social safety nets as a way to complement humanitarian activities. Brazil also presented its humanitarian interventions, based on the domestic policies of the Lula Government over the past decade.

Panel
Six speakers (UNICEF, WFP, UNHCR, PAA Africa Programme and the Governments of Niger and Ethiopia) elaborated on their cash, local purchase and social safety net programmes, followed by Brazil's summary.

- Of particular note were the statements from UNICEF, WFP and UNHCR confirming the overwhelming trend towards cash-based programming (CBP) in their humanitarian operations. WFP stated that 26 per cent of its global portfolio is through cash and vouchers. UNHCR highlighted that it has CBP in over 60 countries, worth over $100 million, and this trend is set to continue.

- Niger and Ethiopia spoke about their national safety-net programmes, reinforcing the benefit of the central Government leading the efforts to prevent and mitigate crises, while also building resilience.
- PAA Africa elaborated on how it not only promotes local procurement, but also empowers smallholder farmers to produce more, at better prices, to a market wider than just WFP.
- Brazil concluded the panel presentations by highlighting the importance of integrating resilience planning in all humanitarian programming that it funds and promotes through bilateral cooperation. Thus far, 52 countries (including donors such as Canada) have visited Brazil to exchange information on their resilience-and-preparedness models.

Discussion
Discussions included commentary from three donors (ECHO, DFID and Canada).

- All three donors expressed their support for CBP and highlighted that they are increasing their portion of funding towards it. ECHO noted that 34 per cent of its food funding is for cash and vouchers.
- All three donors expressed a preference for cash over vouchers, citing greater flexibility and empowerment for the beneficiary as well as the host community.
- There was recognition that CBP has proven to be successful in numerous small-scale projects, but more evidence is required for large-scale responses.

Conclusions and recommendations
The session was closed with statements from UNDP BCPR, Oxfam and OCHA.

- Support continued for CBP, with UNDP noting that CBP is empowering, enables better access and supports national systems.
- OCHA noted that CBP is part of the changing landscape of aid programming that not only transcends the humanitarian-development divide, but also bridges multiple sectors.
- There was agreement that coordination of CBP activities should take place in a sustainable and accountable manner.

Strategic use of the Central Emergency Response Fund (CERF) in large-scale emergencies
Sponsored by OCHA CERF

Objective
CERF funds have helped to boost responses when humanitarian needs cross borders. The event explored how the humanitarian system can ensure requests are coordinated across countries in a region so that funding goes where needs are most acute.

Central Emergency Response Fund

A pool of reserve funding established by the General Assembly in 2006 to enable more timely and reliable humanitarian responses to natural disasters and armed conflicts. Contributions from Governments, the private sector, foundations and individuals replenish the fund annually.

Panel
Ms. Valerie Amos, United Nations Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, chaired the event. The panel included Antonio Guterres, United Nations High Commissioner for Refugees; Martin Mogwanja, Deputy Executive Director, UNICEF; Moustapha Soumaré, Deputy Special Representative of the Secretary-General, Resident Coordinator and Humanitarian Coordinator in the Democratic Republic of the Congo; and Lisa Doughten, Chief, CERF secretariat.

Ms. Amos opened the discussion by explaining that increasing allocations have been going to level-three (L3) emergencies and the countries that surround them. She invited the panellists to share their views on how CERF funding could address the regional aspects of large-scale emergencies.

UNICEF praised CERF for making humanitarian responses faster, better coordinated and more predictable. Rapid CERF funding had enabled UNICEF to carry out key programmes not only in the CAR and South Sudan, but also in neighbouring countries, including Cameroon, Chad, Ethiopia, Kenya and Uganda. UNHCR noted UNICEF was working closely with NGO partners to ensure that CERF funding reached them more quickly. UNICEF also underscored the importance of CERF's work with underfunded responses, as its allocations boosted responses and raised awareness of forgotten crises.

Speaking from his perspective as Humanitarian Coordinator (HC) in the Democratic Republic of the Congo (DRC), Moustapha Soumaré shared his assessment that CERF was an extremely effective tool for humanitarian response. He praised CERF's flexibility to address life-saving needs, the lack of bureaucracy, and the speed of its application and allocation processes. He also cited CERF allocations as an excellent mechanism for bringing country teams together. To improve humanitarian responses regionally, he suggested: 1) exchanging information and analyses between HCs across borders; 2) planning jointly among HCs in a region; 3) reporting jointly and more rigorously on progress made with CERF funding; 4) devising formal guidelines on the use of CERF across borders; and 5) exploring the more strategic use of special regional envoys.

UNHCR praised CERF as being one of the three most effective United Nations mechanisms, noting its speed and very low transaction costs. UNHCR also called CERF's underfunded window "absolutely essential" to ensuring that forgotten crises received resources for life-saving projects. To better address regional humanitarian issues, the broader system, not CERF, should be reformed. Given exponentially increasing demands, which would only grow due to climate change and the increasing number and intensity of conflicts, the current humanitarian system would soon be overstretched. To cope, development actors would need to be brought into crisis situations sooner, and new donors, including from the private sector, would need to step up. Mr. Guterres then called for a "Super CERF" to support responses to L3 emergencies. He suggested that the Super CERF be paid for through assessed contributions, such as peacekeeping missions.

Discussion
Member State representatives posed a range of questions. Ireland asked for details of how quickly United Nations agencies and NGOs received funding after the L3 allocation for Super Typhoon Haiyan. Germany and Norway asked similar questions about the speed of disbursement to implementing partners. On a separate note, Norway asked what could be done to increase the visibility of donor contributions to CERF, so that aid departments could better lobby their parliaments. In their responses, panel members emphasized the importance of rapid disbursement to NGOs and of eliminating unnecessary steps.

The majority of questions focussed on Mr. Guterres's proposal for a Super CERF. Norway called it an interesting idea and suggested that donors might be open to this, were it to increase visibility of its contributions. Switzerland asked Mr. Guterres whether his proposal for a Super CERF would also mean that NGOs could access the fund directly. Sweden emphasized that CERF was too small to fund anything except the most underfunded of programmes in a large appeal, such as the one for Syria, and asked whether seeking funding from assessed contributions would politicize humanitarian aid in a different way than it currently is.

Mr. Guterres explained that he thought NGOs should have direct access to a Super CERF. He conceded that there could be political influence exerted over the enlarged fund were it to be funded through assessed contributions, but the same was true of the current system and voluntary contributions.

Conclusions and recommendations
OCHA concluded that mega crises are straining the humanitarian system and HCs are coming back to CERF repeatedly to help fill growing gaps between needs and available resources. Noting concerns for donor visibility and measuring impact, OCHA welcomed any suggestions on how to do so and encouraged Member States to explore the idea of a Super CERF.

Effective humanitarian civil-military coordination in a natural disaster setting: Best practices from a recent operation *Co-sponsored by the Governments of the Philippines and Canada and OCHA*

Objective
The event highlighted the importance of civil-military coordination through practitioner perspectives, and it discussed the policy, guidance and standards that support the delivery of principled humanitarian action and effective emergency response in a natural disaster setting.

Panel
The panel was opened by Ambassador Guillermo Rishchynski, Canada's Permanent Representative to the United Nations in New York. Rashid Khalikov, Director, OCHA Geneva chaired the event. The panel included Michael Marx, Senior Civil-Military Coordination Advisor, OCHA; Victoria Kellett, Deputy Director, Humanitarian Affairs and Disaster Response Division, Canada's Department of Foreign Affairs, Trade, and Development; and Colonel Orlando Suarez, Assistant Defense Attaché at the Philippine Embassy, Washington, D.C.

- Panel members painted a balanced view of what constituted effective coordination and interaction between national and international humanitarian and military actors sharing the same operating space in the Haiyan response operation.
- Examples of best practice included the establishment of a national civil-military coordination mechanism (known as the Multi-National Coordination Centre); the Canadian Government's integrated departmental approach to the overseas deployment of its military forces; the institutionalization of a civil-military coordination capacity in domestic and international rapid response mechanisms; and the deployment of foreign-military assets alongside competent liaison officers.

Discussion
Interventions from the floor underscored the life-saving capacity and massive capability boost provided by foreign-military forces in the early stages of the response. A fully cooperative strategy, which includes co-location between humanitarian and military actors, where possible, facilitates real-time information exchange, which can greatly influence the rapid and appropriate tasking of military assets.

Conclusions and recommendations
- Humanitarian civil-military coordination should be continually included in the agenda of high-level discussions and events.
- There should be investment in humanitarian civil-military coordination capacity-building, through advocacy and training, with Member States to improve interoperability and unity of effort in emergency response operations.

- OCHA senior management should continue to openly support and promote the UN Humanitarian Civil-Military Coordination framework in the international community.

The role of the diaspora during and after crisis situations

Sponsored by the International Organization for Migration (IOM)

Objective

The event examined the extent to which diaspora communities can or should be engaged in humanitarian response during natural disasters and conflict; and how diaspora communities can be effective in ensuring that humanitarian action is meeting needs during natural disasters and conflict and upholding humanitarian principles.

Panel

The panel was organized by IOM and moderated by the Head of the IASC/ECHA secretariat, OCHA, Christelle Loupforest. Other panel members included Hassan Ali Warsame, Senior Advisor to the Somali Government, Office of the Prime Minister; Katleen Felix, President of the Haitian Hometown Associations Resource Group (HHARG); and Gervais Appave, Special Policy Advisor to the Director General, IOM.

- According to IOM, diaspora is defined as: "Emigrants and their descendants, who live outside the country of their birth or ancestry, either on a temporary or permanent basis, yet still maintain affective and material ties to their countries of origin".
- Members of diaspora groups are often the first responders in support of a crisis-affected country, and the last to leave. Motivated by solidarity and loyalty, diaspora can play a vital leadership role in support of the host Government. Diaspora groups are well positioned, networked and informed, with a strong understanding of the context and ability to properly evaluate the response in the field.
- HHARG noted that the diaspora is not traditionally organized, but can be mapped through its associations, smaller organizations and regional affiliations. According to HHARG, 43 per cent of the Haitian diaspora deal with some aspect of humanitarian work, including mobilization of significant resources.
- Key challenges include:
  - ~ Lack of involvement of the diaspora in sectors such as public services, prevention and disaster risk reduction, peacebuilding and reconciliation.
  - ~ Balancing the need for additional political and social support from the diaspora with the need to avoid politicization and instrumentalization.
  - ~ Insufficient knowledge or lack of involvement and communication with the wider humanitarian system, particularly with regard to coordination and dissemination of information during a crisis.
  - ~ Insufficient knowledge of humanitarian principles among diaspora communities.
  - ~ Lack of visibility and recognition for the added value of the diaspora and technical expertise available among its members.
  - ~ Insufficient coordination and capacity for advocacy efforts.
- Remittances play a crucial role in enabling communities to recover from crises, and the end of a crisis does not dampen the flow of remittances. Remittances constitute an important tool to help affected people in a country struck by a crisis, especially in health and education sectors.
- Diaspora groups are key actors in raising funds during crises. The requests are increasing in countries such as Sudan or Syria. Most of them use social media and websites to crowdfund (e.g., Kiva in Iraq).
- Diaspora groups contribute to the difficult task of rebuilding a country (infrastructure, governmental and social institutions, etc.). Through better mapping of skills of the diaspora community to contribute to these challenges, their capacities can be leveraged.
- According to HHARG, three lines of orientation for diasporas would be useful: 1) establishing a policy orientation to engage diaspora members and map their skills; 2) creating a framework to help them achieve and maintain contact; and 3) implementing programmes to empower them and help them to add value to the response.
- Diaspora members are personally affected when crises happen, so it is difficult for them to remain impartial and neutral. They reach friends and families with important support, but those are not always the most vulnerable people. Diaspora members should encourage a greater uptake of humanitarian principles, especially impartiality and neutrality.
- Some diaspora efforts may benefit from partnerships with NGOs for capacity-building on advocacy, visibility, mapping of capacities and resources, and joint project implementation. Humanitarian forums, through IOM or NGO consortiums such as ICVA, SIHR and Interaction, are a means to engage the humanitarian community in coordinating diaspora efforts.

Conclusions and recommendations

- The international community needs to engage in a stronger and more consistent dialogue with diaspora groups and to include them in the humanitarian system, comprising major strategic events such as the WHS.
- Structures such as the cluster system should take into account skills and expertise in diasporas and build partnerships around them.
- Communication tools such as Twitter and Facebook can be used more efficiently to get information about diaspora resources and how to meet existing needs.
- Diaspora groups should map their capacities to contribute to different areas of need (health, education, public administration).

- Diaspora groups should consider engagement with UNISDR to provide support to civil society and diasporas with risk management.
- Through trainings on humanitarian principles and IHL, diaspora groups will be better informed on protection and impartiality issues.

Avoiding the tragedy of the commons: How to improve aid effectiveness by mainstreaming environmental sustainability

Sponsored by the Government of Finland, as co-chair of Good Humanitarian Donorship (GHD), with the Joint UNEP/OCHA Environment Unit (JEU)

Objective
The event examined practical ways to improve aid effectiveness through mainstreaming environmental sustainability.

Panel
 Anna Gebremedhin, Finland's Director of Humanitarian Assistance, introduced the topic, underlining that the GHD co-chairs (Finland and Mexico) are highlighting the environment as central to aid effectiveness. Study findings have already informed a change in Finland's donor practice. Finland is now using environmental criteria in its humanitarian funding decisions and rewriting its strategic priorities accordingly.

Rashid Khalikov, Director of OCHA Geneva, briefed the main findings of the study, including the need to clearly attribute leadership and accountability, to integrate environment at all stages of the humanitarian planning cycle, and to lead by example. He highlighted impacts of poor natural resource management and climate change, particularly more intense and frequent droughts and floods.

Anita van Breda, Director of Humanitarian Partnerships from World Wildlife Fund, provided practical examples, demonstrating that taking the environment into account during humanitarian action can be done, and showing how to do it. She highlighted the issue of solid-waste management in post-tsunami Sri Lanka. By working with communities and promoting household gardens, the issue was resolved in an environmentally sustainable way. She also underlined the cost benefit of this approach, and the need to foster greater links with recovery and development programmes.

Sarah Costa, Executive Director of the Women's Refugee Commission (WRC), spoke about ongoing risks to women and children when the environment is not taken into account. In recent refugee operations in Chad, more than 90 per cent of sexual violence cases occur when women are gathering firewood for cooking fuel, despite guidelines elaborated in 2009 by the IASC Task Force on Safe Access to Fuel and Firewood. A continued challenge is flexible funding arrangements to ensure these programmes can be implemented. WRC noted the critical need to build the capacity of local communities and civil society—activities that are often perceived as development issues, when they are critically needed during the humanitarian phase. Evidence needs to be gathered on environmental impacts and on women's health and safety to clearly demonstrate that this is a life-saving issue requiring protection and prevention.

Discussion

- UNICEF thanked the panel for putting cross-cutting issues on the agenda, noting that women and children are primarily affected. UNICEF asked about different actions in urban versus rural contexts and what it could do in reviewing its programmes with an environmental lens.
- DG ECHO asked about the nexus between environment, climate change and resilience, and the particular role of Government and development actors, noting the study recommendations seemed more targeted to the IASC and humanitarian actors.
- Sweden noted it provides flexible core funding and it is up to agencies to prioritize and allocate.

Conclusions and recommendations

Panellists highlighted what can be done without additional funding, changing the way assessments and programming are done, as well as the need to bring together funding streams, including climate change, development, environment and humanitarian funds. The Environment Marker, as used in Sudan, Afghanistan and South Sudan, was noted as a practice to highlight the environmental sustainability of humanitarian programming.

In his concluding remarks, the Director of OCHA provided the same key message to donors and humanitarians: "We will not let you off the hook" in following up on the study recommendations.

Strengthening the protection of civilians from the use of explosive weapons in populated areas
Sponsored by the Government of Norway and OCHA

Objective
The event raised awareness and enhanced the dialogue among humanitarian actors, Member States and other relevant actors around the use of explosive weapons in populated areas. It sought to increase Member State support for ongoing efforts to curb the use of explosive weapons in populated areas (EWIPA) with wide-area effects.

Panel
Norway, as chair, made clear statements on the importance of the issue and the need to address it.

Thomas Nash, from Article 36 and the International Network on Explosive Weapons, noted that the collection and analysis of data show a clear, predictable and unacceptable pattern of harm to civilians when explosive weapons are used in populated areas. In addition to the immediate death and injury of civilians, people are displaced, essential infrastructure is damaged or destroyed, and at a significant economic cost. Particular concern has been expressed regarding explosive weapons with wide-area effects in terms of the scale of blast and fragmentation, their inability to be precisely targeted, or the use of multiple munitions across an area. He remarked on the need to address the humanitarian impact caused by improvised explosive devices; welcomed expert discussions on the issue to date; and noted the importance of States expressing some form of political commitment to curb the use of explosive weapons with wide-area effects.

Sahr Muhammedally, from the Centre for Civilians in Conflict, provided an overview of the practical steps that have been taken by multinational forces in Somalia (AMISOM) and Afghanistan (ISAF) to mitigate the impact of explosive weapons on civilians. In the case of AMISOM, she noted the importance on the one hand of public reporting and advocacy in forcing AMISOM to recognize the problem of civilian casualties resulting from its operations, and on the other of AMISOM's leadership acknowledging the problem and taking steps to address it. These measures included adopting new targeting procedures, limitations on the use of certain explosive weapons in certain contexts, the employment of collateral damage estimations, after-action reviews and the establishment of a civilian-casualties tracking-and-response cell. Adopting these measures led to a reduction in civilian casualties. Similar measures, including the issuance of tactical directives limiting the use of air strikes, were also adopted by ISAF in Afghanistan in the face of continued civilian casualties resulting from ISAF operations. Again, emphasis was placed on the importance of leadership in recognizing mistakes and changing course while also ensuring that lessons learned inform future tactics and strategy.

Ms. Kyung-wha Kang, the United Nations Assistant Secretary-General for Humanitarian Affairs (ASG), provided an overview of recent policy and related developments aimed at curbing the use in populated areas of explosive weapons with wide-area effects. The ASG emphasized OCHA's commitment to convene and move discussions on this issue towards practical results, including by convening expert meetings on the issue. The first of these, in September 2013, resulted in the identification of three future work streams within the broader area of concern: 1) addressing the use of EWIPA with wide-area effects; 2) addressing the use of improvised explosive devices in populated areas, which is often associated with non-State armed groups; and 3) affirming the apparent presumption against explosive weapons use in law enforcement.

OCHA and Norway convened a second informal expert meeting in June 2014. The meeting confirmed the importance and utility of focusing on "explosive weapons with wide-area effects" as a distinct category, and improved the understanding of the protection afforded to civilians by IHL. They also raised some concerns: the need to ensure greater compliance with the law and recognition that even full application of the law would not sufficiently address some humanitarian concerns.

The ASG noted that a clear boundary around the use of wide-area effect explosive weapons in populated areas would be a helpful tool. It was noted that we are moving in that direction, as shown in Somalia and Afghanistan. Capturing and compiling this sort of practice and policy will be a useful exercise and is something that OCHA will undertake. However, these remain isolated cases that do not articulate a comprehensive change of practice. To that end, the ASG highlighted the need for a political commitment through which Member States would recognize the humanitarian harm resulting from the use of wide-area-effect EWIPA, and commit to address it by curbing the use of such weapons in such contexts. She reported that OCHA would facilitate discussions to this end.

Discussion
- Participants discussed the apparent deficiencies in IHL for addressing humanitarian impacts. This underlines the need to draw a clear boundary around the use of EWIPA.
- Emphasis was placed on the importance of data gathering by the UN and civil society in terms of data on civilian casualties and longer-term impacts, and on the part of armed forces in terms of civilian-casualty tracking that can usefully inform future strategy and tactics, particularly in unplanned defensive operations that can be especially lethal for civilians.

Conclusions and recommendations
The importance of leadership was stressed in terms of commanders recognizing, on the basis of casualty tracking, that there is a problem and that more must be done to protect civilians from EWIPA and taking the necessary steps to do so.

Impact of gender-equality programming (GEP) on humanitarian outcomes
Sponsored by the Government of Ireland and the IASC Reference Group on Gender

Objective
The event demonstrated how the integration of gender equality and women's empowerment into all facets of humanitarian planning and programming is a key enabler in ensuring effective humanitarian outcomes for beneficiaries.

Panel
The panel was moderated by Kevin Kelly, Director of Emergencies and Recovery, Irish Aid, who introduced the side event as a unique opportunity to feed into the ongoing consultations leading to the WHS. He highlighted sexual and gender-based violence (SGBV) as an important area in humanitarian action, and he emphasized the need for increased commitments from donors and Member States on funding for gender equality in humanitarian action in general, including for SGBV.

Blerta Aliko, Gender and Humanitarian Action Adviser, UN Women, presented preliminary findings of a study titled *The Effect of Gender Equality Programming on Humanitarian Outcomes*. Findings included:

- When humanitarian programming uses a gender lens, women and girls have greater access to services that have a demonstrable, positive impact on women's welfare.
- The impact is stronger when humanitarian programmes increase women's economic independence and increase women's participation in community mobilization.
- There appears to be a much greater positive impact when a whole package of programmes with a gender-equality lens is implemented in one setting.
- The impact of GEP is greater in protracted humanitarian contexts due to longer engagement and greater resources.

Seline Locham, Turkana Women Advocacy & Development Organization, Kenya, represented one of the case study communities. Ms. Locham spoke of her first-hand experiences as an active participant in GEP. She highlighted the challenges of communities' aid dependency due to prolonged famine; persistent gender inequality that leads to low levels of education of girls and women; and limited involvement of women in economic activities and decision-making. She emphasized the need for systematic participation of beneficiaries in decision-making, from identifying priorities to resource allocations to implementation.

Ms. Kyung-wha Kang, United Nations ASG for Humanitarian Affairs, stressed that gender equality should be at the centre of discussions on inclusiveness during the HAS. She noted that there are clear normative commitments, but implementation is lagging behind. She shared that the IASC Gender Reference Group is beginning a review of implementation of the 2008 IASC Gender Equality Policy Statement, which should reveal where we stand and provide clear recommendations on institutional accountability for gender equality and women's empowerment in humanitarian action.

Florika Fink-Hooijer, Director for Strategy, Policy and International Cooperation, ECHO, presented GEP priorities and the use of the ECHO Gender Marker and Age Marker, from a donor's perspective. She emphasized the need for more evidence and research on gender equality in humanitarian action. She also highlighted that women should not be seen just as victims and beneficiaries, but as agents of change with capacities in building resilience, and she warned that insufficient attention to gender equality can lead to more harm. She highlighted ECHO's three-track approach towards gender equality and women's empowerment: capacity development, targeted actions and mainstreaming.

Discussion
- More investment is needed in research to provide evidence-based information of the impact of humanitarian programming on gender equality and women's empowerment, and to capture best practices of gender-responsive humanitarian programming, as well as the consequences of gender-blind programming.
- Mainstreaming gender is insufficient. Instead, meaningful, concrete and targeted interventions to enhance gender equality based on sex- and age-disaggregated data and strong gender analysis must be at the centre of humanitarian programming.
- All stakeholders must hold themselves and each other accountable towards implementing normative and policy commitments and ensure these are translated into concrete deliverables.
- GEP must be fully integrated into the Humanitarian Programme Cycle. Humanitarian organizations and Member States must prioritize earmarked funding for gender equality, collection of sex- and age-disaggregated data and systematic use of contextual gender analysis in needs assessments.
- Support to and partnerships with women's organizations must become a standard practice of humanitarian actors, and capacity development of GEP should be a priority at the national and local levels.
- Women and men from affected populations must be consulted at all stages of humanitarian action and regarded as agents of change to ensure relevance, sustainability and inclusiveness of interventions.

Conclusions and recommendations
- Accountability frameworks, at performance and programming levels, should be strengthened at individual, managerial and organizational levels.
- Evidence-based programming is key: gender analysis, case studies and documenting the changes or even the consequences of gender-blind programming.
- Ensuring that gender equality is well and adequately embedded in the WHS thematic discussions and processes is paramount.
- The final report from the IASC gender reference commissioned study will be finalized by August. The key findings should be disseminated widely to influence programming.

Humanitarian goals: Should the international community develop a set of "humanitarian goals"?

Sponsored by International Rescue Committee (IRC), World Vision International (WVI) and OCHA

Objective
The event discussed the appropriateness, form and details of humanitarian goals (HuGos) for aligning the diverse efforts of the humanitarian sector. The idea of humanitarian goals is a controversial but useful stimulation for debate on how we interact with the post-2015 Sustainable Development Goals (SDGs) process, the disaster risk reduction framework and the WHS.

Panel
Nan Buzard, Executive Director of ICVA, moderated the panel. David Miliband, President and CEO of IRC, noted the unprecedented strain on the humanitarian sector and overlap with conflict and poverty issues. The steady rise in global extreme poverty, concentrated in fragile and conflict-affected States, requires attention to the relationship between development and humanitarian sectors. The Millennium Development Goals (MDGs) are focused on economic development, and they have brought resources, helped to align efforts of different actors and prompted public-private partnerships. However, there is only one mention of conflict in the SDGs zero draft. The SDGs provide a unique opportunity to cohere humanitarian and development efforts, including resources. HuGos could complement development goals by setting "floor targets" or "convergence targets" for responding to the most vulnerable people and places.

Dan Kelly, Executive Vice-President for Humanitarian Affairs, WVI, remarked that the convergence between international humanitarian and development agendas resonates in four ways: 1) disconnect between needs and resources; 2) increased concentration of need in a limited number of countries; 3) increased poverty in fragile and conflict-affected States; and 4) authorities in middle-income countries are more capable of responding to needs as the poverty gap closes. As poverty becomes increasingly synonymous with fragility, understanding the relationship between development and emergency contexts becomes ever more pressing. HuGos provide a possibility for global agenda setting and would foster better accountability through the action chain, from donor to delivery. Humanitarian goals may be quite different if they primarily aim to build public confidence, compared to committing Governments and donors to actions. So the aim of HuGos must be agreed at the onset.

Ms. Amos, United Nations Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, warned that the humanitarian sector misses huge opportunities due to three constant struggles: 1) truly considering transforming the work it carries out, while ensuring it protects its principles; 2) connecting to and complementing other ongoing work; and 3) an inability to appropriately deal with protection due to a variety of changes in the geopolitical environment. One reason conflict is an afterthought of the MDGs is because it is an intergovernmental process; there is a disconnect between people and Governments. Nation States promote sovereignty and are often unwilling to admit the presence of humanitarian needs. The humanitarian community shies away from fundamental issues, but we must uphold principles while also facing issues affecting humanitarianism.

Discussion
Mr. Miliband noted that it is important not to equate humanitarian and emergency, because emergency response is only a part of what the sector addresses. He warned that all issues should not be deferred to WHS. In response to criticism of HuGos, he noted that many of the objections raised against them were also made when the MDGs were first floated, such as Member States' disinterest in discussion, the demand for accountability and setting of unachievable targets. There are topics that are easier to discuss, such as disaster risk reduction (DRR), but humanitarians need to engage on broader issues. At the same time, it may be too late to meaningfully influence the SDGs, as that work started three to five years ago.

Ms. Amos remarked that humanitarian sector issues can be broadly categorized: major natural disasters (e.g., early warning systems, capacity-building, DRR), food insecurity and issues linked to poverty and underdevelopment, and a combination of these two plus conflict. This third basket is where the sector is really struggling. There is a greater need for long-term trajectory planning and related funding. The sector should be ambitious about addressing issues, but not all issues are the responsibility of humanitarians. Countries in the Syria region, for example, play a crucial role in opening up borders and in developing the political process. She warned that we are not living up to existing humanitarian standards (Geneva Convention, Responsibility to Protect).

Conclusions and recommendations
IRC concluded that HuGos won't be the answer to all of the challenges, but they could be a key part of the humanitarian mission: to bring the fight against poverty and inequality, in conflict and fragile States, from the margins to the mainstream. IRC urged participation in the SDG debate to develop well-designed goals that will provide discipline, accountability and focus. HuGos could be outcome focused (health, education, protection, etc.) or input focused (response time, DRR initiatives, funding for research, etc.).

In defining HuGos, WVI listed the need to:
- Clearly define their purpose and objectives.
- Ensure inclusion of all emergency settings and operational contexts.
- Ensure their relevance to future humanitarian actors—not just the traditional core group of existing entities.

- Leverage the good work under way around developing a Core Humanitarian Standard and related verification options in the context of any further HuGo discussions.

The humanitarian sector should boldly shift towards a more antici-patory and preventative approach, as articulated in OCHA's *Saving lives today and tomorrow* report, and ensure the concept of HuGos is picked up by the WHS secretariat.

OCHA highlighted the importance of guarding humanitarian prin-ciples while grappling with challenges to protection and accep-tance. The humanitarian sector must engage in the global political debate to influence what's happening in the world and overcome these obstacles. HuGos and discussions around MDGs and SDGs should be linked to efforts at the WHS while putting individual voices front and centre.

Reaching people, reaching assistance and saving lives
Sponsored by OCHA

Objective
The side event underlined some key features of humanitarian access and identified related policy and operational recommendations.

Panel and Discussion
Panellists' organizations included The Liaison Office, MSF, ICRC and OCHA.

- Armed conflict limits humanitarian action, compromising the scale and quality of assistance and impeding the ability of the affected community to access assistance.
- During armed conflict there is neither lack of regulation nor lack of signatory parties to IHL, but rather a lack of compliance and uncertainty in the interpretation of certain norms.
- Building relationships with local people and understanding the local context will facilitate efforts to raise awareness of humanitarian action, actors, IHL and human rights.
- Development organizations could have the comparative ad-vantage in negotiating humanitarian access, as development actors may have a long and positive relationship with local communities.
- MSF's new report Where is everyone? Responding to emer-gencies in the most difficult places could inform discussions on access.

Conclusions and recommendations
- Bring greater clarity to certain aspects of the legal framework, including the question of "arbitrary withholding of consent" to relief operations. Building stronger international consensus will provide much-needed support to humanitarian advocacy and policy engagement to improve access to affected people. In this regard, OCHA is collaborating with the University of

Oxford to further study these and related questions regarding the law governing relief operations.
- Engage relevant political and military actors on how best to support humanitarian operations while preserving humani-tarian space. The Security Council should more consistently address humanitarian access issues, in particular with peace-keeping mandates.
- Increase dialogue between humanitarian and development actors to understand the implications of mixed-mandate and dual-mandate organizations, especially regarding humanitari-an principles, and perceptions and preservation of the nature of humanitarian action.
- Engage all parties to the conflict in order to gain acceptance and secure access, and to deliver assistance impartially, based on assessed needs.
- Through dialogue within the humanitarian community, collect information on access constraints, evidence-based advocacy and risk management.
- Contribute to preparations of the WHS.

People displaced by conflicts and disasters: Improving principled delivery of aid
Sponsored by the Governments of Norway and the Philippines, the International Federation of Red Cross and Red Crescent Societies and the Norwegian Refugee Council (NRC)

Objective
The event discussed how the international community can improve the quality of humanitarian response for IDPs, and how humanitarian principles can be used more effectively to enhance humanitarian action.

Panel
Ambassador Tine M. Smith, Deputy Permanent Representative of Norway to the United Nations, chaired the panel. Speakers included Ambassador Libran Nuevas Cabactulan, Permanent Rep-resentative of the Philippines to the UN; Chaloka Beyani, Special Rapporteur on the Human Rights of Internally Displaced Persons; Ahmed Irshad Idris, Head of Policy and Advocacy, Kenya Red Cross Society; Amelia B. Kyazze, Senior Humanitarian Policy Adviser, British Red Cross; and Arvinn Gadgil, Director of Partnerships and Policy, Norwegian Refugee Council.

The panel noted that the number of people internally displaced by conflict, generalized violence and human rights violations is increasing, with new displacements each year adding to unre-solved situations. At the end of 2013, there were a record 33.3 million people living in internal displacement. In most of the same countries where people are displaced by conflict and violence, exposure to natural hazards, such as floods and droughts, adds to complex drivers of displacement and has compounding impacts on the vulnerability of affected people.

The majority of displaced people live in protracted displacement, and more than half of displaced people live outside of camps in rural and urban settings where their location and needs are often less easily identifiable. States have the primary responsibility to assist and protect IDPs.

Preparedness, coordination, leadership and accountability are important. Furthermore, humanitarian actors need to be able to access and respond to displaced people's needs. This is enabled through adherence to core humanitarian principles (humanity, impartiality, independence and neutrality).

The Philippines Government shared its experience in preparing for and responding to situations of large displacement. The Government recently responded to displacement needs caused by the devastating Super Typhoon Haiyan in December 2013, the Bohol earthquake in October 2013 and conflict in Zamboanga in the south of the Philippines in September 2013. During Super Typhoon Haiyan, the Government managed a huge international emergency response in the spirit of *bayanihan* (communal unity and cooperation). The Ambassador highlighted the need for a holistic approach, with the Government taking the lead, while recognizing the different mandates and ways in which local, national and international entities operate. Preparedness includes investment in logistics, including warehousing and good evacuation plans. During Super Typhoon Haiyan, many pre-positioned provisions were destroyed and communication lines were severely affected.

The Philippines Government noted that the population's awareness of risks and response to natural hazards is crucial, and academic institutions and civil-society organizations can play an important awareness-raising role. The Ambassador also remarked that mitigation and adaptation mechanisms need to take into account IDPs' different specific needs, and that good area planning is needed to secure durable returns in services, education and livelihoods. In conflict situations, preparedness can be complicated by factors including lack of foreseeability, strained resources and fragility of institutions. In conflicts and natural disasters, strong legal frameworks are essential and can contribute significantly to early warning as part of preparedness frameworks. The Philippines IDP law is being finalized. Several speakers emphasized the importance of strong national laws and policies on IDPs.

The panellists considered the Kampala Convention, which codified the Guiding Principles on Internal Displacement, to be an important model. Principled delivery of aid to displaced people should be impartial, and needs-based approaches are reliant on reliable data about IDPs, including vulnerabilities and risk factors. The Special Rapporteur on the Human Rights of IDPs noted that the lack of documentation for IDPs can reduce their access to essential services, such as hospitals and schools. In Côte d'Ivoire, to overcome this challenge the Government has enacted a law to issue birth

certificates to children born in the aftermath of the 2010 election crisis, many of them IDPs and returnees. The Special Rapporteur also remarked that IDPs often suffer the worst health impacts from conflicts, particularly respiratory illnesses from cramped living conditions, and there is a prevalence of HIV/AIDS due to limited access to family and reproductive health care.

NRC remarked that the primary responsibility for providing protection and assistance to IDPs, including provision of data, lies with Governments. It is also important to ensure that IDPs' voices are heard and prioritized in the identification of durable solutions. The Kenya Red Cross Society (KRCS) highlighted the real protective value of humanitarian principles and their utility in facilitating access. KRCS recalled that following the 2007 national elections in Kenya, 1,300 people died and 600,000 found refuge in other parts of the country. Ahead of the 2013 national elections, KRCS aspired to expand its work to prevention activities. Its leadership engaged with all presidential candidates to ask them to publicly commit to refrain from activities that could cause displacement. Applying a principled approach has enabled KRCS to maintain access to all areas, including rural and urban communities. It recently provided emergency support to the victims of the 2013 terrorist attack in Nairobi's Westgate Mall.

The British Red Cross (BRC) collects evidence on how the International Red Cross/Red Crescent Movement Fundamental Principles practically improve access and acceptance by local communities and the quality of response. In Lebanon, the Red Cross Society, with its 2,500 volunteers, worked across up to 50 different internal conflict lines during the civil war. Today it runs the only emergency ambulance service with access to all communities. In Somalia, the Red Crescent Society is the only organization with reach to people throughout the country. It delivered food aid to over 1 million people and promoted the neutrality of a major hospital throughout the conflict. In Uganda, Pakistan, Sweden and Northern Ireland, national societies continue to apply the principles in innovative ways, and to document different approaches that enable principled and effective delivery of aid. BRC remarked that the application of the principles is strengthened through training staff and volunteers, recruitment that is non-discriminatory and representative, integration of the principles in decision-making processes, and dissemination.

Conclusions and recommendations
- States have a responsibility to prevent and avoid conditions on their territory that might lead to displacement.
- Failures by different parties to conflicts in upholding IHL, particularly principles of distinction and proportionality, can lead to massive forced displacement.
- Preparedness must be central to situations of displacement, including through the adoption of national frameworks on internal displacement and effective data collection.

- Assess IDPs' needs along with those of surrounding communities, including host families and communities, to ensure a comprehensive response to humanitarian needs.
- Prioritize needs-based responses and support principled humanitarian action, including balancing local and international response and improving proximity to affected people.
- Apply humanitarian principles in all stages of decision-making. Documentation and dissemination on how principles work in practice can contribute to enhancing their implementation more consistently.
- Support durable solutions from the outset of the crisis.

A new generation of analytical tools for preparedness and resilience
Sponsored by the EU and OCHA

Objective
The event provided a preview of a new risk-analysis tool—the Index for Risk Management (InfoRM)—and discussed how data can support resilience-building.

Panel
The EU chaired the panel.

InfoRM was developed to identify countries at risk where humanitarian emergencies could overwhelm current national response capacities and lead to a request for international assistance. InfoRM is (1) global, with coverage of all UN Member States; (2) open, with data coming from the public domain; (3) continuous, always available and readily updated; (4) transparent, publishing its sources; (5) flexible, so the methodology can be adapted to the user's needs; and (6) reliable, based on scientific concepts and methods. The index is still in its beta phase (i.e., preliminary), but many agencies are already incorporating the information into their work, such as WFP and OCHA's Policy Development and Studies Branch. InfoRM is expected to be launched formally in November 2014.

OECD presented an overview of its recent resilience study, conducted in the Democratic Republic of the Congo (DRC). The study defined resilience as absorption capacity, adaptation capacity and, ultimately, transformation so that a shock has no impact. The study found that to build resilience, all parts of a system, from economic and social to physical and political, need to be strong enough to withstand shocks. All actors contribute to this aim in a different way: advocating, influencing, doing or controlling. In DRC particularly, the study found that the importance of social capital could not be underestimated, especially host families and communities for displaced people.

Brazil provided examples of how it has used data-and-risk analysis to develop social policies that target people at risk to build their resilience. For example, a Government-sponsored study found that

40 million people were living below the extreme-poverty threshold of $1.25 per day. Based on this data, Brazil launched a conditional cash-transfer programme, Bolsa Familia, to provide aid to families on the condition that they kept children at school and received regular health checks, among other requirements. A different study led the Government to adopt a policy of local procurement of food to be distributed in school. This was in an effort to break recurrent cycles of poverty by supporting local jobs while enhancing learning opportunities.

Discussion
- Shared risk analysis can lead to better coherence and effectiveness between donors and actors.
- InfoRM is most sensitive to human hazards, such as political unrest, as these cause the most severe deviations in data. The pattern of natural hazards is more stable.
- A comparison of overseas development assistance against InfoRM risk data showed that there was no correlation between a country's risk standing and DRR funding, suggesting that DRR funding is not being allocated to countries that need it most.
- In promoting resilience, humanitarians have a role to play with our procurement of assistance. It is surprising that when donors export food, costs are 50 per cent more than national purchases and 30 per cent more than sourcing food from local producers in the affected community.

Conclusions and recommendations
- Embrace a shared understanding of risk, build a common baseline and prioritize better.
- Humanitarian work should be more data driven. For agencies, risk analysis should complement political and security analysis. For donors, objective data sources, such as InfoRM, allow better policy decisions to ensure scarce resources are more aligned with countries at greatest risk of crisis.

Interoperability
Sponsored by the Government of Turkey and OCHA

Objective
The event defined how interoperability in humanitarian action is understood, the drivers of this concept, and its potential for today and tomorrow.

Panel
The panel was chaired by Levent Eler, Permanent Mission of Turkey to the United Nations. It was moderated by Jessica Alexander, OCHA. Panellists included Halil Afşarata, Disaster and Emergency Management Presidency, Turkey (AFAD); Rashid Khalikov, OCHA; David Vaughn, Fluor/World Economic Forum; Disaster Resource Partnership; Christian Di Schiena, Swedish Civil Contingencies Agency (MSB)/International Humanitarian Partnership-Chair; and Semhar Araia, Diaspora African Women's Network (DAWN).

Interoperability

The term has roots in information technology, where it meant making computer systems compatible. In the humanitarian context, "interoperability" refers to the harmonization of strategies, policies, doctrines and structures, and a willingness to work together towards common objectives, allowing efficient coordination and cooperation among diverse actors from affected countries, international organizations and others.

OCHA and Turkey opened the panel by noting the increase in the number of people requiring humanitarian assistance and the growing cost of meeting needs, as well as a growing number and importance of new players, such as the diaspora and private sector. Finding ways to interoperate, strengthen these synergies and make them more predictable will only enhance humanitarian action.

The panel provided the following examples of interoperability within the international humanitarian system.

- International Humanitarian Partnerships: An informal network of eight Governments that combines the national strengths of each of its members and provides technical support to UN agencies in emergencies. The success of this initiative relies on a shared willingness of its members to engage in response support and offer services that fall within the area of expertise, comparable financial and technical capacity (expertise and equipment) of members, and the small size of its membership, allowing for efficient decision-making and deployments.
- Fluor: A private sector network that provides services such as risk modelling and risk management to Governments to improve their disaster preparedness plans. They noted the importance of recognizing existing networks of private sector actors in countries around the world and their desire to engage with the international humanitarian system.
- AFAD, Turkey: Under this Government-led coordination system, different branches of AFAD operate under one national response plan, which allows for a focal point during a crisis. AFAD's emergency coordination teams consist of Government officials and NGOs, allowing for rapid and efficient collaboration in emergencies. The organization is broken down into service groups, each with a specific responsibility based on the scale and nature of the emergency, allowing for efficient division of labour and accountability.
- DAWN: By working with Governments, donors and other stakeholders, DAWN demonstrates the importance of cap-

italizing on the comparative advantage of the diaspora in addressing humanitarian needs, which is a core component of interoperability.

Conclusions and recommendations

- For any interoperable system to function, participants must have a willingness and desire to participate in the coordination of the network. Coordination is voluntary and requires an investment of time and resources and a mutual agreement to adapt and adjust to actors' diversity.
- Before a crisis happens, it is important to understand the unique solution sets that each actor brings to the table and to clarify roles and procedures. For example, DAWN highlighted the need for the traditional humanitarian system to recognize the status of the diaspora as first responders. When these roles are recognized and mapped ahead of a crisis, coordination is more efficient.
- Interoperability requires participating actors to have at least a minimal level of harmonization of strategies, policies, doctrines and structures. In addition, a basic understanding of each actor's capacities and incentives will enhance collaboration. The formal international system already has tools to promote interoperability, but they are limited to a few of the many actors in humanitarian response. These tools need to be expanded for broader coverage of actors. As one element of this effort, DAWN recommended establishing an institution or certification to allow diaspora communities to be trained to the levels of quality and performance upheld by the international humanitarian system.
- The bureaucracy of the United Nations and its partners makes it difficult for external actors to find entry points for collaboration. The United Nations and other international agencies should adopt a level of flexibility to tap into the skill sets of these different actors.

An illusion of safety: Challenges of nuclear weapons detonations for United Nations humanitarian coordination and response
Sponsored by UNDP and OCHA

Objective
The purpose of the event was to discuss the findings and recommendations of the United Nations Institute for Disarmament Research (UNIDIR) research on the humanitarian impact of nuclear weapons detonations (NWD), with support from OCHA and UNDP.

Panel
The study's co-author, John Borrie (UNIDIR), noted that UNIDIR's research confirmed that it is unlikely that any State or international organization could adequately address the immediate humanitarian needs caused by a weapon. Moreover, it may not be possible to establish such capacities. Borrie noted the low level of

awareness within the humanitarian system about the specificities of NWD and its ability to respond to them. He noted that there are several major challenges to the effective use of the humanitarian response system in the context of an NWD event, including the threat of further detonations. According to Borrie, prevention is the best approach.

However, Borrie noted that the UN could plan for the likely challenges of "lower-end" NWD events, since this effort could reduce overall suffering.

Rashid Khalikov, Director of OCHA Geneva, provided some initial reactions to the study. He noted that given the threat of one or more NWD is greater than zero, the humanitarian community has a responsibility to consider the extent to which it can respond to such an event. He noted that NWD events are very different from civil nuclear emergencies in important respects: responding to an NWD would not be "business as usual", and there are feasible steps that could be taken to better prepare ourselves to respond to an NWD. Khalikov noted that the study also underlines the importance of eliminating the source of risk. The UN has long supported the achievement of a world free of nuclear weapons, and we must all, including the humanitarian and development communities, redouble our efforts to bring that about.

Discussion
Points included:
- The need to better understand the roles and responsibilities of different actors, including from outside the humanitarian community, in responding to NWD.
- The importance of continued humanitarian engagement in Member State discussions concerning the humanitarian impact of nuclear weapons.
- The need to ensure prevention of NWD in the first place, including through disarmament and the prohibition and elimination of nuclear weapons.

Conclusions and recommendations
OCHA ended by noting that the study includes many detailed recommendations that warrant more in-depth discussion within OCHA and the humanitarian community more broadly.

UNIDIR recommended that the IASC:

- Give focused attention to the issue, including assigning responsibility to an IASC task team.
- Study and simulate varied NWD scenarios with a view to humanitarian response.
- Include representative NWD scenarios in future revisions of plans for large, complex, sudden-onset disasters.
- Review current capacities and plans, and prompt relevant humanitarian and specialized agencies (e.g., IAEA, CTBTO)

to clarify their mandates, policies and roles with a view to response to NWD events.
- Redouble efforts to prevent nuclear weapon use.

Nutrition as input and outcome of resilience
Sponsored by FAO, UNICEF, ECHO and ACF

Objective
The event provided examples of work being carried out. It focused on ways to improve nutrition-and-resilience programming and build the necessary knowledge base to support effective policies and programmes.

Panel
FAO chaired the panel discussion, with the participation of ECHO, UNICEF and ACF.

Discussion
- Nutrition approaches are more effective in building resilience if they are complementary to WASH, health and food security programmes. Resilience and nutrition are multi-stakeholder, multisectoral issues that require integrated indicators. More work is needed on nutrition classification in crises, but the lack of reliable nutrition data from most countries at risk poses a major challenge.
- Nutrition sensitization is an entry point to longer-term development and resilience-building activities. The "twin-track approach" of tackling short-term needs while contributing to long-term development is a useful approach to nutrition programming.
- FAO is working to integrate sensitization on HIV and gender-based violence into agricultural school curricula, involving men and local leaders. Given their extensive community reach, local networks of nutrition programmes can be an effective vector to raise awareness on some of these issues. Other actors have worked through nutrition programmes to target people in urban areas and to link to medical treatment and income-generating activities that provide long-term livelihoods support.
- Evidence-based decision-making is critical in resilience programming. Country-based clusters must be more risk based and provide concrete data to support their analysis. For example, in the Sahel, communities and local and regional organizations should be supported in setting up early warning systems based on relevant data that can trigger effective early action.
- ECHO is pushing for a new global system for risk assessment, but at present every donor has its own, and investing in prevention is not yet a priority for all donors.
- ACF has established mother-to-mother support groups in partnership with UNICEF and local authorities for acutely malnourished children in Kenya and DRC. These are peer-sup-

port initiatives to improve child nutrition following acute emergencies and in environments with chronic vulnerability. Groups of 20 to 25 women meet to discuss nutrition-related themes (e.g., adequate nutrition during pregnancy and growth monitoring) alongside other behaviour-change modelling and activities, such as cooking demonstrations. The format facilitates information sharing among mothers, rather than solely through community health workers. As a natural outgrowth of other social engagement, these groups also serve as an ongoing platform for outreach from the Ministry of Health and other authorities.

Conclusions and recommendations
Nutrition is an essential input for resilience, as well as an outcome, given its role in improving health, education and longer-term human development. When societies improve their resilience to shocks, the nutrition levels of boys and girls are improved and protected.

The role of partnerships in humanitarian response: Lessons learned from Typhoon Haiyan
Sponsored by the Government of the Philippines, OCHA, ActionAid, CAFOD, Christian Aid, Oxfam and Tearfund

Objective
The event explored the potential for more effective partnerships between national and local actors, the private sector, and international humanitarian actors in emergency preparedness, response and recovery.

Panel
The panel was chaired by H.E. Ambassador Mr. Libran N. Cabactulan, Permanent Representative of the Republic of the Philippines to the United Nations. It was moderated by Ms. Kyung-wha Kang, United Nations Assistant Secretary-General for Humanitarian Affairs and Deputy Emergency Relief Coordinator. The panel included Nanette Salvador-Antequisa, Executive Director, Ecosystems Work For Essential Benefits (EcoWeb); Andy Featherstone, Co-author of a new report titled *Missed Again*,[1] commissioned by CAFOD, Christian Aid, Oxfam, Tearfund and Action Aid to document partnership approaches with national and local actors during the response to Super Typhoon Haiyan; Butch Meily, President, Philippine Disaster Recovery Foundation (PDRF); and Randolph Kent, Co-author of a recent series of studies commissioned by OCHA, ODI, HPG and Vantage Partners, and supported by DFID, on how the business community and public sector work together to prepare for and respond to disasters.

Ambassador Cabactulan noted that one of the most important things the Philippine Government has done in disaster response is

1 www.cafod.org.uk/Policy/Emergencies-and-conflict/The-humanitarian-system

Three key messages from Missed Again: making space for partnership in the Typhoon Haiyan response

Create an enabling environment for partnership: a strategy is needed to outline how a Government-led and civil society-supported humanitarian system can respond effectively to future disasters in the Philippines.

The need to "localize" surge responses: The Haiyan response provides an important agenda for the IASC to reflect on recent large-scale international humanitarian responses with a view to complementing international L3 surge mechanism with national surge capacity.

An obligation to prioritize preparedness: There is an urgent need to invest in preparing partnerships for response at scale in the Philippines.

to establish the cluster system. He praised the role of local NGOs and the private sector in responding to disasters in the Philippines: $125 million committed for the Strategic Response Plan came from private individuals and organizations. He mentioned that the concept of partnership in the country during a crisis goes back to the Filipino concept of *bayanihan* (communal unity and cooperation). He said that during Super Typhoon Haiyan, the Government took an all-hands-on-deck posture, allowing the public sector, private sector and civil society to truly come together and use their respective expertise in responding to the disaster.

The ASG stated that everyone should be proud of the Haiyan response, but there are still many areas we can improve. Discussions such as this provide a forum to transfer lessons. She observed that it has been 10 years since the 2004 Indian Ocean tsunami, after which the *Tsunami Evaluation Coalition Report* called for "a fundamental reorientation in practice … a change in the organisational culture of humanitarian providers … and that agencies meet this problem by promoting distributed ownership with the community and different levels of national government owning different levels of the response". She said there has been huge progress but big challenges remain.

EcoWeb observed that it is essential for the international humanitarian community to work closely with local actors who understand the context, know the communities, understand the politics of the national response policies and seek to engage. There is a need to "localize" the cluster system, which is more focused on

international actors and issues. As clusters usually meet in the regional hubs it is difficult for local actors to participate. It is critical that they receive support to build capacity in order to strengthen partnerships and ensure they have staff with the right skills. She noted that local NGOs often lose many of their best staff to better-paid jobs with the UN and international NGOs.

Andy Featherstone shared key findings from his report *Missed Again: making space for partnership in the Typhoon Haiyan Response*. He highlighted three recommendations:

- The importance of capacity development of local and national NGOs as an essential ingredient of a successful partnership.
- The need to localize L3 surge mechanisms to ensure inclusion of national surge capacity.
- The need to prioritize preparedness from the Government of the Philippines, the local government units and the IASC, with donors' support.

Butch Meily provided an overview of PDRF, which he noted was unique and provided a neutral setting for different parts of the business community. He observed that PDRF played a key role in plugging the gaps where the Government wasn't able to act. He cited the example of the Department of Education, which needed to provide emergency food aid but was unable to do so without going through a lengthy procurement process. PDRF was asked to play this role and assisted 27,000 students for one month. PDRF also assisted the Department of Social Welfare to provide the funding to pilot 50 "butterfly" houses: semi-permanent structures that can be taken down in the event of a typhoon. PDRF was able to act where it was too risky for the public sector to invest until it had proof of concept. He noted that the private sector is concerned about the possibility of a large earthquake in Manila and is working on preparedness.

Building on Butch Meily's presentation, Randolph Kent shared key findings from his series of studies on how the business community and public-sector work together to prepare for and respond to disasters. Mr. Kent noted the need for a common language that the humanitarian and business community understand. He observed that corporate social responsibility budgets are limited, and the most impact from partnering with the business community could be derived from ensuring the private sector understands that this work could enhance its core business and increase profits. He believes that Governments find the private sector more convenient as a partner because there are not the same issues about standards and principled approaches as with the humanitarian community. He noted that more work needs to be done to understand State capital structures, some of the world's biggest enterprises. He cited the Philippines for setting a good example of public-private partnership in disaster preparedness and response.

Andy Featherstone noted that the Philippines study findings are consistent with the *Missed Opportunities* research findings, which show that it remains a challenge for humanitarian partners to perform at scale.

The ASG noted that the Government of the Philippines and civil society were prepared for disasters to strike, but the scale of the disaster overwhelmed all actors. She stated that discussions such as this and the regional consultations leading up to the WHS will seek to identify new partnership opportunities and relevant tools and mechanisms to facilitate enhanced partnerships engagement at the global, regional and national levels.

The Ambassador concluded the meeting by highlighting the important role of local and national NGOs and the private sector. He also noted that diaspora groups play a significant role in the Philippines and have supported many trust funds. He emphasized the need for accountability and transparency to assure donors and affected people that funds are used appropriately.

Conclusions and recommendations
- The increasing diversity of humanitarian actors requires a new model for working together.
- To be more effective and allow for better engagement by local actors, clusters need to be localized, appropriate to context and co-led by Governments.
- The international humanitarian system needs to turn rhetoric about the role of national and local actors into reality.
- Local actors, whether civil society or private sector, are critical in humanitarian response and need support in humanitarian capacity development.
- Not enough money is going into preparedness. Donors must rethink this.
- Online and regional discussions leading up to the WHS should address new partnership models of working, and how to ensure that national and local actors are centre stage in any humanitarian response.
- The Transformative Agenda protocols need to better clarify how national Governments and NGOs fit into the humanitarian system in L3 emergencies.
- There should be increased use of pre-arranged MoUs that clarify roles and responsibilities in surge and L3 emergencies.
- The establishment of an Emergency Response Fund, if available primarily to national actors, would facilitate national capacity.

Trends in peace and security operations and humanitarian action
Sponsored by DPKO and OCHA

Objective
Panellists discussed the latest developments and trends in United Nations peace and security operations and their impact on humanitarian organizations, including risks, challenges and opportunities. The event also examined ways that United Nations missions and humanitarian organizations can more efficiently serve the needs of people in complex emergencies, while preserving the integrity of their mandates.

Panel
Ms. Kyung-Wha Kang, United Nations Assistant Secretary-General for Humanitarian Affairs and Deputy Emergency Relief Coordinator, provided introductory remarks focused on recent changes in peace and security operations and integration policies. Underlining the United Nations entities' common objectives, she stressed the need to maximize opportunities arising from integration, while limiting risks.

Panellists included Alexander Aleinikoff, Deputy High Commissioner for Refugees; Mr. Tayé-Brook Zerihoun, United Nations Assistant Secretary-General for Political Affairs; and Izumi Nakamitsu, Director for Asia and Middle East for the Department of Peacekeeping Operations. Panellists underlined that UN integration is just part of a wider dynamic to increase coherence and efficiency. They recognized ongoing challenges in places such as Somalia, but also underlined the consensus to get UN integration right, including respect for humanitarian space. They stressed that Integrated

Assessment and Planning policy is key to ensure that integration arrangements remain context specific. Many good examples of good cooperation, including in South Sudan, were noted.

Discussion
DPA recognized the importance of humanitarian principles and de-politicized, impartial and neutral humanitarian assistance. UNHCR stressed that the search for "one UN" results in a loss of flexibility and creates risks to humanitarian impartiality and neutrality, particularly given the tendency to implement "pre-cooked" models (default structure with DSRSG/RC/HC). In these models, humanitarian principles are considered a side issue, superseded by the need for UN coherence.

Humanitarians should not have to make the case against structural UN integration; DPKO should make the case for it. ECHO supported that position and stressed that this is what the EU is doing in its comprehensive approaches. World Vision was critical of DPKO's "rosy" views of UN integration and highlighted concerns in the CAR and Mali. Ms. Kang noted that many non-State actors now disregard humanitarian principles.

Conclusions and recommendations
- There is the need to recognize that humanitarian principles are key to achieving United Nations and humanitarian goals; they are at least as important as the search for coherence.
- DPKO stressed the need to develop new tools to implement the increasingly diverse mandates given by the Security Council, including robust mandates. They stressed that any peacekeeping mandate must be part of a broader political process and strategy.

Humanitarian priorities in the post-2015 Development Agenda
Sponsored by OCHA, OXFAM and UNDP

Objective
The event discussed and built support for humanitarian priorities in the ongoing deliberations for the post-2015 development agenda and Sustainable Development Goals (SDGs).

Panel
The panel was moderated by Sally Chin, Head of Office in New York for Oxfam International. Opening remarks were delivered by Katsuhiko Takahashi, Minister, Permanent Mission of Japan to the United Nations. The panel included H.E. Csaba Kőrösi, Ambassador and Permanent Representative of Hungary to the United Nations & Co-chair of the Open Working Group on Sustainable Development Goals; Gwi-Yeop Son, Director of Corporate Programmes, OCHA; Marta Ruedas, Deputy Assistant Administrator and Deputy Director of the Bureau for Crisis Prevention and Recovery, UNDP; and Garfield Barnwell, Director of Sustainable Development, CARICOM.

- Panel speakers discussed the importance of ensuring the SDGs include DRR and resilience, IDPs and refugees, durable solutions and a focus on the most vulnerable people and countries.
- Speakers also discussed direct links between the post-2015 development and disaster agendas, with a view to finding synergies and complementarities in the design of these frameworks that can be translated into practical, country-level action and outcomes.
- The fact that development, disasters and climate change are interconnected and that global consultations on these issues are ongoing presents a unique opportunity. The need to align these agendas has been reiterated and pursued at the global level, but more focus should be given to how such alignment and harmonization could be practically implemented, particularly at the field level.
- It will be important to reduce "measurement fatigue" if overlapping frameworks are not aligned and contain too many targets, and to ensure that efforts to strengthen one framework will support the other. SDGs should not be overloaded with targets and complexity. Instead, the WHS can capture issues left out of the SDGs and build on those that were included.

Discussion
- Participants agreed that if conflicts, disasters and other crises are not tackled in the post-2015 development framework, it will be extremely difficult to achieve sustainable development. Development assistance must focus on reducing the risk of humanitarian crisis, while humanitarian action must contribute to sustainable development, especially with a view to medium- and long-term goals.

Post-2015 Sustainable Development Goals

At the Rio+20 Conference, Member States agreed to create a comprehensive successor to the Millennium Development Goals after 2015. This effort is under way through an "inclusive and transparent intergovernmental process open to all stakeholders".

- The event identified opportunities to strengthen the humanitarian voice and better promote humanitarian priorities. It took stock of the discussions of the Open Working Group on SDGs, which concluded its penultimate session only days before the side event. These deliberations and the current zero draft of proposed goals and targets reflect humanitarian concerns to an encouraging degree (a sentiment confirmed by the co-chair of the Open Working Group).

Conclusions and recommendations
- To ensure support for humanitarian targets at the final meeting of the Open Working Group and its proposal to the General Assembly, agencies and Member States should build cross-regional partnerships around key targets. Furthermore, they should support targets that are transformative, implementable and address global challenges such as climate change, rapid unplanned urbanization and food/water insecurity.
- Participants agreed on the necessity of a paradigm shift to reduce risks, build related capacities and ensure development that is truly sustainable. Managing risk and building resilience (for all shocks, including those related to conflict) requires a concerted and collaborative approach across major platforms to be effective. Regardless of the quality of the final SDGs, national implementation will be the crucial factor determining their success and transformative outcomes.

Risk-informed humanitarian leadership:
Saving Lives Today and Tomorrow
Sponsored by OCHA

Objective
The humanitarian system needs to make a fundamental shift towards a more anticipatory approach to humanitarian action. To make this shift, risk management needs to be embedded in humanitarian and development planning. Beyond the obstacles that have already been identified in *Saving Lives Today and Tomorrow* (e.g., knowledge without action, insufficient donor and public support, political barriers, institutional mandates and lack of risk-informed leadership), the event highlighted additional challenges that need to be made to transform the humanitarian system.

Panel

OCHA chaired the panel. Panellists included Masood Karokhail, co-founder of The Liaison Office; Fabien Dubuet, MSF Representative to the United Nations; and Walter Fuellemann, Head of Delegation to the United Nations, ICRC.

Discussion

- A new approach requires new skill sets and new modes of operations. These include better risk analysis, allocation of funds based on risk assessments, new joint planning frameworks that tackle short-term and long-term outcomes, socioeconomic and livelihoods support before crises, stronger emphasis on building local institutions and strong local partnerships. For example, humanitarians respond to the yearly spring floods in Afghanistan on an annual basis, as if they were not recurrent events, raising short-term appeals in a reactive manner. Many such crises can be predicted, if not prevented, and most of the suffering they cause can be greatly reduced.
- Knowing the local environment is key. Humanitarians must carry out risk assessment and crisis analysis in every country to inform the response that will follow. Response will also be more effective if there is a greater focus on community solidarity as a means of preparedness. It was noted that local businesses can help to prevent crises, and that the recapitalization of businesses can make a significant contribution to restoring community networks.
- Affected people prefer a hand-up rather than a hand-out. The humanitarian community must improve its capacity to reduce vulnerability through job creation and cash transfers rather than hand-outs, particularly in the protracted crises that are now the norm. For example, San Francisco, Amsterdam and

other cities are working with UNHCR to support Syrian refugees in managing the refugee camps in Jordan as independent municipalities. The aim is not to normalize their displacement, but to leverage the skills found in that community to set priorities and meet needs.
- Humanitarian situations affect everyone. The differentiation between humanitarian work and development work is a matter of bureaucratic silos that have no practical relevance for affected people. DRR should be a uniting agenda across this divide.
- There is a need to take a step back from identifying collaboration with Government as politicization, especially in contexts of chronic vulnerability and cyclical natural disasters. Even in conflict situations, there are opportunities to work with local governments and refugees outside and inside affected countries. That is not politicization, but rather a recognition that humanitarian agencies work in political contexts.
- It is promising that DRR and resilience figure so prominently in the SDGs discussions. Progress was made on issues such as stability, internal displacement and security by recognizing that they all have an impact on peace and communities' ability to build resilient institutions. The focus now should be on how to make this agenda really transformative and on the new mechanisms and tools that will actually operationalize such change. If nothing is done to clarify the shift in business model, there is a risk that agencies will go back to business as usual after 2015.
- Through examples from the City of New York Office of Emergency Management, it was noted that to confront chaos with order, one needs to bring a system commensurate with the nature of the challenge. The illustration described a system that connects relief agencies with all the new assets that show up in an emergency, and links them to the decision makers and donors. Such a system is built to confront complexity, and it needs to be planned before crises. To be effective, such systems require political commitment, understanding of the mission, and a timely demand-driven and risk-informed response that provides relief on day one.

Conclusions and recommendations

The event validated the report's main findings and recommendations. Donors are beginning to make the shift the report advocates, but there is a general agreement that a better evidence base is needed to support risk-based planning. The example from emergency management in New York supported the message that effective response systems need to be established before crises. Better anticipation and preparedness lead to a more effective response when crises cannot be prevented.

Trends in humanitarian financing: Do the resources meet the needs?

Sponsored by the United Arab Emirates, Global Humanitarian Assistance and OCHA

Objective

The purpose of the side event was to provide a preview of the 2014 Global Humanitarian Assistance (GHA) report and discuss main trends in humanitarian needs.

Panel

The United Arab Emirates chaired the event. Panellists included Development Initiatives, OCHA and the Turkish NGO Hayata Destek (Support to Life).

- Development Initiatives outlined the need for better reporting to build an accurate picture of humanitarian financing. Currently, the best sources were UN consolidated appeal processes (CAPs), but these only provided a partial picture of needs. In 2014, humanitarian funding has increased, including from OECD-DAC, private donors and, importantly, from non-DAC donors. Not all funding from national Government and local communities was reported, which leaves a gap in data and analysis.
- Funding has historically been dependent on context, with donors providing money according to their priorities. Donors needed to balance these priorities with funding preparedness. Currently, only 1 per cent of funding going to the top aid recipients is humanitarian aid, and most DRR funding comes from that budget. There is a need to ensure that the rest of those funding flows are better distributed to truly build resilience and to balance funding for crises based on need, rather than regional or political priorities.
- ALNAP noted that funds spent on DRR are not always well spent because humanitarians are not trained and prepared to implement them, pointing to the need for greater training and appropriate staffing. OCHA provided an overall picture of trends in needs, noting the 430 per cent increase in CAP funding requirements from 2004-2013, the rise in global inequality, the widening gap between financing and needs, and the protracted nature of crises.
- To overcome a system of aid that is unsustainable and that only allows for short-term planning, OCHA called for multi-year, multisectoral planning that includes preparedness and resilience-building. This was a request of affected people and agencies alike.
- Beyond risk-and-trends analysis, OCHA noted the need for humanitarians to strengthen response analysis to better understand and cooperate with national capacities. Humanitarian donors cannot point to lack of information as a cause for not aligning funding with areas of greatest need and greatest risk: the information is there, but the political and institutional impediments have prevented action.
- Support to Life provided an overview of service delivery in the field, such as its work with Syrian refugees and its community grant programme. In carrying out their activities, local NGOs faced many challenges, including lack of trust from the Government and multilateral agencies, limited humanitarian space and problems accessing funding. For example, despite working internationally they are labelled a "local NGO," which means they are unable to access multilateral funding to cover expenses such as administrative costs or setting up a monitoring and evaluation mechanism. To overcome these challenges, Support to Life advocated the use of the term "strategic partners" for smaller and nationally focused NGOs. They use this language to describe their partnerships with larger NGOs to whom they provide specialized expertise in exchange for regular, un-earmarked funding.
- New/interesting facts or quotes

> *Predictability of funding is almost as important as volume; if we know at the start of the year what money will be available, we can have more up-front decision-making.*
>
> **Development Initiatives**

- ~ Private and public funding in 2013 increased, in contrast to the previous two years. Compared with 2012, Government donors provided 24 per cent more funding. Of this percentage, 14 per cent came from non-OECD donors (an increase of 58 per cent compared with their contributions in 2012). Private funding increased by 35 per cent.
- ~ The top five donors remained the same, but all contributed more in 2013 than in 2012 (in order of contribution: USA, EU, UK, Turkey and Japan).
- ~ Donors were "quicker off the mark" to fund natural disasters when compared with conflict-related and complex crises. For example, the South Sudan, Syria, CAR and Yemen crises remained more than 50 per cent unfunded six months after their appeals were launched.
- ~ There are severe inequalities in funding, driven by donor priorities and access. For example, the Philippines received 56 per cent of its funding requirements, while Senegal received 1 per cent. As noted by Development Initiatives, "disproportionality is the greatest challenge in the humanitarian system."
- ~ Of total humanitarian funding flows, 0.6 per cent was spent on DRR.
- ~ "Predictability of funding is almost as important as volume; if we know at the start of the year what money will be available, we can have more up-front decision-making." – Ms. Sophia Swithern, Development Initiatives.

Conclusions and recommendations

- Further discussions should be undertaken on risk and resilience and on ensuring a better distribution of funds.
- Explore the internal efficiencies to be gained by integrating development and emergency teams on the ground and in headquarters.
- Overcome short-term humanitarian programming by allowing multi-year, multisectoral response plans that support resilience-building. Ensure that skill sets and staffing meet the technical demands of these new programmes.
- Reconsider the definition of a local versus international NGO and the implications for access to funding, with the aim of allowing local NGOs to become primary recipients. This will also increase transparency and accountability.
- As part of the overall push for greater transparency, better understand the new actors in the humanitarian space, including new donors coming in from different contexts.

Humanitarian dimension of urbanization

Sponsored by UK/DFID with UN-Habitat

Objective

The event catalysed discussions between humanitarian and development agencies and the private sector, and it considered how a greater diversity of actors and new forms of cooperation can increase urban resilience and improve the effectiveness of response to urban humanitarian crises. The event followed up on a first debate held at the World Urban Forum in Medellin in April.

Panel

Filiep Decorte, Chief Technical Adviser, UN-Habitat, moderated the event. The panel included Lucy Earle, Social Development Adviser, Humanitarian Response Group, Conflict, Humanitarian and Security Department, DFID; Ciaran Donnelly, Vice-President, Programme Quality, IRC; Antoine Gerard, Deputy Director, Coordination and Response Division, OCHA; Veronica Piatkov, Counsellor, Office of the Special Representative of the World Bank to the United Nations.

Discussion

- A number of upcoming international forums provide the opportunity for grappling with the scale of urban challenges and "thinking outside the box" to find solutions. These include the World Conference on Disaster Risk Reduction (March 2015), Habitat III (2016) and the WHS (2016).
- There is a need to move beyond thinking about cities only in terms of challenges presented by slums. Instead, they should be thought about in terms of their overall development and how to promote urban resilience. Greater engagement is needed with urban authorities and other community-level urban actors to incorporate preparedness and risk mitigation into urban development. In some cases, crises present an opportunity to capitalize on political willingness to change

course and consider new approaches.
- Outcomes of the World Urban Forum (April 2014):
  - ~ Humanitarians need to understand better how cities function and their dynamic nature when responding to a humanitarian crisis. Our analysis of the context is often too limited to understand the underlying vulnerabilities and causes. Specialized expertise is needed to properly restore urban systems.
  - ~ Humanitarian response in urban settings should play two roles: 1) saving lives and providing immediate relief, and 2) contributing to the foundations of more resilient cities.
  - ~ International humanitarian actors should play an enabling role with respect to local authorities and communities to revitalize local markets and build on coping capacities.
  - ~ The international system must link the current sectoral cluster approach with more area-based "spatial" approaches that reflect how cities are organized.
- DFID noted that crises should be seen as a "blip" in a city's development trajectory, with the humanitarian role to get the city back on track, rather than seeing the response as the beginning of planning. Humanitarians should better understand how a city was managed before the crisis, how services were provided and why they stopped. Responses can also alter the fabric of urban communities, such as when temporary housing becomes permanent, resulting in land-use issues and related concerns.
- Humanitarians should advocate planning that will avoid crises and limit risks. The consequences of the Haiti earthquake were higher because of the lack of planning and preparedness, even though the vulnerabilities were known. In conflict-driven crises, preparedness is more difficult, but some use contingency planning to prepare for known risks (e.g., anticipating possible post-election violence in Nairobi and other cities in Kenya). The WHS thematic discussion on 'Serving the needs of people in conflict' should include some discussion on new solutions to cope with urban conflict settings.
- In urban settings, such as Damascus and Aleppo, people rely on an economic system that is different from the rural setting. To assess needs, humanitarians must understand those markets and other unique urban factors, such as social networks and governance, in order to support existing coping mechanisms. Humanitarians tend to try to simplify the situation and transfer solutions, but better and new tools are needed to grapple with urban complexity.
- The World Bank noted that its MENA office is working with the Government of Jordan to provide capacity-building and budget support that will fund an emergency surge capacity, local economic development and emergency response systems, and local preparedness tools. It was suggested that the National Disaster Management Administrations (NDMAs) of different countries come together during the General Assembly to share experiences, explore what the private sector

can do and develop new strategies in a collaborative manner. The International Rescue Committee noted an opportunity to support "client-led" programmes that leverage technology to increase responsiveness and accountability in urban programming. There is also much to be learned from the positive and negative outcomes of "systems strengthening" models used by some larger international NGOs in the education and health sectors.

- According to the World Bank, the factors that make urban settings more vulnerable to risks are linked to economic shocks and lack of reliable basic services. It is therefore important to build social cohesion and support people's resilience by strengthening their capacities and providing social services based on their needs. The World Bank is therefore working with mayors and municipalities to support better financing and managing for basic infrastructure and service delivery.
- Violence in major urban areas is generating levels of human suffering that meet the level of crises of their own—a trend that is only expected to increase. Humanitarians may consider urban violence not just as a context, but as a threat of its own, one that merits particular attention to protection in those settings.

Conclusions and recommendations
It was emphasized that much more work and consultation were necessary to sharpen relevant messages on the 'humanitarian dimension of urbanisation' towards the WHS. An appeal was launched for organizations to actively take part in that discussion and join the informal platform that was being created for that purpose.

The protection of children in conflict
Sponsored by Save the Children, UNICEF and World Vision International

Objective
The side event explored different facets of child-protection challenges and the prevention-and-response programmes to address them. The presentations focused on family separation in emergencies; prevention and response to recruitment and use of children by armed forces and armed groups; and new research findings on child-friendly spaces.

Panel
The panel included Martin Mogwanja, Deputy Executive Director UNICEF; Bill Bell, Head of Child Protection & Accountability Save the Children; and Kevin Savage, Global Humanitarian Research Coordinator World Vision International.

On the issue of the prevention and response to family separation in conflicts, it was noted that children separated from their parents, relatives or usual caregivers are among the most vulnerable of all children affected by conflicts, with an increased risk of permanent

loss of identity, physical and psychological harm, abduction, trafficking, recruitment or use by armed forces or armed groups, and sexual abuse and exploitation.

In situations in which the State is unable or unwilling to provide the necessary protection, care and response to the urgent needs of unaccompanied and separated children (UASC), and in which local capacity is overwhelmed or does not exist, it is vital that child-protection organizations and other protection actors work together to ensure that the most vulnerable children are protected.

The presentation explored methods to prevent family separation in emergencies, the critical cross-border approach of family tracing and reunification in the latest conflicts (Syria, South Sudan and CAR), the need for stronger case-management systems and coordination mechanisms, and the use of modern technology to improve the protection of children in crises, RapidFTR.

Children are also at risk of recruitment and use by armed forces and armed groups in conflict settings, and they are particularly vulnerable when separated from their families or caregivers. Children may be forcibly recruited or abducted, or they may enlist themselves for a variety of socioeconomic reasons. Regardless of how or why, many of these children suffer physical and psychological consequences, and some additionally suffer sexual violence, girls and boys alike. The release of children associated with armed forces and armed groups must be prioritized as part of child-protection responses, but greater attention must be given to rehabilitation and reintegration. Comprehensive rehabilitation and reintegration have proven successful in ensuring that children can move forward with their lives as productive citizens. Addressing the factors that lead children to become associated with armed forces and groups is also of critical importance to prevent recruitment from occurring in the first instance.

The presentation explored the social, economic and political drivers of recruitment (forced and unforced/voluntary) and how they can be addressed; long-term, comprehensive approaches to programming; the particular needs of girls and children with disabilities in reintegration programming; and sustained resources for the long term (rehabilitation and reintegration).

Child-friendly spaces (CFS) are the most widely used intervention by humanitarian agencies for providing wide-scale direct psychosocial support and protection to populations of children in crises. It is often used as one of the main tools to support interventions for lost and unaccompanied children, as well as for children who have experienced violence, including those children formerly associated with armed forces or armed groups. The concept of the CFS has been developed and refined for more than a decade. Agencies have recently developed common guidelines and standards for child protection in emergencies that include operation of CFS.

However, measuring protection and psychosocial support outcomes for children in crises remains extremely difficult, which is arguably one of the significant challenges to promoting greater investment in this type of programming. Donors and policymakers are driven towards programming and practice that have easy-to-measure or self-evident outcomes with immediate effects and, often, with big budgets, such as for a water supply or shelter provision.

The CFS research project, led by World Vision and Columbia University, is carrying out impact evaluations of CFS in several humanitarian crises. Drawing on the latest developments in measurement tools and innovative techniques, such as mobile phone data gathering, the study is using robust research design to document evidence of protection and psychosocial outcomes for children from CFS. The objectives include improving techniques and tools for measuring child protection and psychosocial outcomes, documenting evidence of the impact of CFS interventions, and contributing to a better understanding and appreciation of the value of such interventions and programmes.

The project is presented as an example of rare but much needed research in humanitarian crises. Without this type of evaluation it will be impossible to justify changes to resourcing and policy.

Conclusion
This side event called on the global community (donors, Governments, UN agencies and international/local NGOs) to reinforce commitments to child protection in emergencies, particularly in countries affected by armed conflict.

9. Trade Fair

Hear it from the Children –
Why Education in Emergencies is Critical
European Union, Norwegian Refugee Council and
Save the Children

Through the voices of crisis-affected communities in the eastern Democratic Republic of the Congo and Dollo Ado refugee camps in Ethiopia, this new report highlights that education is a priority in times of emergencies. The study was commissioned by Save the Children and the Norwegian Refugee Council, with support provided through the EU Children of Peace Initiative. A total of 250 children, parents, teachers and community leaders from the crisis-affected communities were consulted in the research. Despite clear messages from communities about the value and importance of education, it remains the most underfunded sector in humanitarian response, receiving only 2.4 per cent of humanitarian funding allocations in 2013. Around the world, armed conflict is depriving 50 million children of their right to education. Without education, children may be recruited into armed forces or other groups, exposed to sexual violence or early marriage, or forced to work. The study provides the most important reason why global action to guarantee education for children affected by emergencies should be an urgent priority: children, parents and communities are asking for it.
North Lobby, UN Secretariat

Cash-Transfer Programming:
dignity and choice for disaster-affected people
International Federation of Red Cross and Red Crescent Societies (IFRC) and Cash Learning Partnership (CaLP)

Cash-transfer programming (CTP) can offer flexibility and choice to affected populations compared with traditional forms of humanitarian assistance. CaLP and IFRC are working to improve the quality of CTP and humanitarian assistance by building organizational capacity, as well as through research and advocacy. We would like to introduce you to the benefits of CTP, recent examples of creative programming in Mali, Lebanon and the Philippines, and the Cash Atlas, which is a tool for visualizing and analysing global use of CTP.
North Lobby, UN Secretariat

International humanitarian law: a universal code
International Committee of the Red Cross (ICRC)

Is international humanitarian law up to the job of protecting the people affected by modern-day armed conflicts? This film looks at the poor security conditions frequently confronting the civilian population, the fact that people often have to flee their homes, hostage-taking, the dangers posed by cluster munitions, and the work of preventing and punishing war crimes. The film explains the basics of the law and reminds us that respecting them is everyone's responsibility.

North Lobby, UN Secretariat

Permanent Housing Solutions for Internally Displaced Families in Somalia
World Vision International (WVI)

World Vision's shelter project targeted 1,200 households internally displaced from conflict-prone and drought-affected areas in South and Central Somalia. The project succeeded in settling each family. World Vision secured permanent land tenure for all households through an all-inclusive engagement process using traditional and sharia law. Individual titles for each family were negotiated and agreed, and the Puntland State Government waived registration fees for all families as an in-kind contribution to the process. This was a sustainable and durable solution, which also saw the internally displaced accepted by host communities.

North Lobby, UN Secretariat

Women, the Aftermath of Violence
Doctors of the World

Around the globe, women are daily victims of violence. On behalf of Doctors of the World, the photographer Lam Duc Hien collected testimonials and portraits of women from seven countries. His aim was to give a face and a voice to the suffering that is too often confined in silence and shame, and to allow these women to envision a future and potential ways of reconstruction.

North Lobby, UN Secretariat

Our Sister, Our Mother: Sister Angélique, 2013 winner of UNHCR's Nansen Refugee Award
United Nations High Commissioner for Refugees (UNHCR)

Sister Angélique Namaika is a Congolese nun working in a remote region of the Democratic Republic of the Congo with internally displaced persons (IDPs). Among them are survivors of the brutal Lord's Resistance Army. IDPs and refugees have similar humanitarian needs, but with some differences: refugee protection is international protection, whereas protection of IDPs is primarily about national protection. Governments are bound to protect the rights of their citizens. The international community – including UNHCR – is called upon to support them in these efforts.

North Lobby, UN Secretariat

Civilians trapped in conflict: the imperative of humanitarian access
United Nations Relief and Works Agency for Palestine Refugees (UNRWA)

The humanitarian crisis in Syria has reached unimaginable proportions. As the conflict enters its fourth year, almost half of the country needs urgent humanitarian assistance. Over 2.8 million Syrian refugees have fled to neighbouring countries and North Africa, hundreds of thousands have lost their lives, 6.5 million people are internally displaced, and 10.8 million people need humanitarian assistance inside Syria.

Approximately 4.1 million people are in need in 270 hard-to-reach areas, and 240,000 people remain trapped in areas besieged by Government or opposition forces. They live in absolute deprivation, with limited or no access to food, water, electricity and medical assistance. Yarmouk was the largest Palestinian camp in Syria, and it hosted over 160,000 refugees before the war broke out. Since July 2013, 18,000 Palestinian refugees remain trapped inside the camp in desperate need of food and medicines. Clinics and schools are closed, streets and buildings are destroyed and people live in constant fear. In January 2014, UNRWA was authorized for the first time since July 2013 to deliver aid to Yarmouk. However, its efforts to meet the community's needs require formal authorization, but it is frequently subject to regular delays and interruptions.

North Lobby, UN Secretariat

Country-based pooled funds for local actors
United Nations Office for the Coordination of Humanitarian Affairs (OCHA)

OCHA country-based pooled funds (CBPFs) are humanitarian funding tools that leverage the Humanitarian Coordinator (HC) leadership in-country and support cluster coordination. The mechanism brings all stakeholders together under the HC leadership, including strategic engagement of Humanitarian Country Teams (HCTs) and technical engagement from clusters. The HCT identifies priorities at the country level after a crisis, and the HC has the authority to allocate funds based on prioritized needs identified through needs assessments.

CBPFs allow donors to pool unearmarked contributions to a specific country and contribute to a rapid and flexible mechanism for scaling up humanitarian operations, increasing humanitarian access, and strengthening partnerships with local and international NGOs and UN agencies. CBPFs are framed around a strategic response plan (SRP). They complement the overall needs-based humanitarian response identified in the SRP, including the promotion of better coordination and coverage of affected people. CBPFs have the potential to deliver a well-coordinated, transparent way to disburse funds to specific projects from donor contributions.

North Lobby, UN Secretariat

Disaster Big Data: Saving lives through information
Reception and film screening

Permanent Mission of Japan (in cooperation with NHK)

This feature documentary discusses how people reacted to the magnitude 9.0 earthquake, as well as the massive tsunami and nuclear accident that followed on 11 March 2011. It raises questions such as what determined people's fate and what could have been done to save more lives. Eight companies and organizations, including NHK, Google Japan and Twitter, gathered the huge amount of disaster-related data stored from that day to share for analytical purposes. By using big data, the program unveiled the lives of people as they fought the disaster by investigating the traces of movements made by hundreds of thousands of people in the area. This was done through driving records left on car navigation systems, and 180 million tweets posted in the week following the disaster.

Wednesday 25 June, 19.30 – 21.30, Dag Hammarskjold Auditorium

Duk County
Reception and film screening

Permanent Mission of South Sudan, UNA-USA and OCHA
Dag Hammarskjold Auditorium

This is a moving story about a bold, five-day mission to deliver eye care in a remote and war-torn region of South Sudan, the world's newest country. It chronicles the miraculous work of Dr. Geoff Tabin and Dr. Alan Crandall, eye surgeons committed to eradicating preventable blindness in Africa, and John Dau, one of the original Lost Boys of Sudan and a visionary for peace in South Sudan's precarious new independence.

Tuesday 24 June, 19.30 – 21.30, Dag Hammarskjold Auditorium

Shape the Future of Humanitarian Action!

World Humanitarian Summit (WHS)

The UN Secretary-General will convene the first-ever global humanitarian summit in Istanbul in 2016. The consultation process has just begun. The goal is to find new ways to tackle humanitarian needs in our fast-changing world. We need your help in finding solutions for our most pressing humanitarian challenges. Come learn about the WHS and add your views to our online consultations.

North Lobby, UN SecretariatInihillorion cus et occate velesti comnime et di quiduciis diae. Alitatur, nianis adis ni omnientin pa nobis audae molupta que exerume eum nimilique poreperestem qui ad et velit verum aut everum comnimus, quis molupie nihille ctorepr atiniscil ipsant laut acearum, quia in re min ra quatia voluptiunt ea que ma pelissi tiorem lacestotat.

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Annex I:
ECOSOC resolution:
Strengthening the coordination
of emergency humanitarian assistance
of the United Nations, E/RES/2014/13

Annex II:
Report of the Secretary-General:
Strengthening the coordination
of emergency humanitarian assistance
of the United Nations, A/69/80

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Item 70 (a) of the preliminary list*
Strengthening of the coordination of humanitarian
and disaster relief assistance of the United Nations,
including special economic assistance: strengthening of
the coordination of emergency humanitarian assistance
of the United Nations

Economic and Social Council
Substantive session of 2014
New York, 23 June-18 July 2014
Item 7 of the provisional agenda**
Special economic, humanitarian and
disaster relief assistance

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

Report of the Secretary-General

Summary

The present report has been prepared pursuant to General Assembly resolution 46/182, in which the Assembly requested the Secretary-General to report annually to the Assembly and the Economic and Social Council on the coordination of emergency humanitarian assistance. The report is also submitted in response to Assembly resolution 68/102 and Economic and Social Council resolution 2013/6. The period covered by the report is January to December 2013.

The report describes the major humanitarian trends and challenges over the past year and analyses a number of thematic issues, including reducing vulnerability and managing risk; transformation through innovation; serving the needs of people in conflict; and humanitarian effectiveness. The report provides an overview of current efforts to improve humanitarian coordination and response and provides recommendations for further improvement.

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* A/69/50.
** E/2014/1/Rev.1.

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I. Introduction

1.   Throughout 2013, the United Nations and its partners continued to face major challenges in responding to humanitarian needs generated by conflicts and natural disasters throughout the world. By the end of 2013, the number of people internally displaced by armed conflict and generalized violence had increased to over 33.2 million, the highest figure recorded by the Internal Displacement Monitoring Centre. Although an estimated 1 million people were able to return home in 2013, over 8.1 million were newly displaced.[1] The number of people fleeing their homes across borders also continued to increase dramatically. In mid-2013, the global refugee population stood at 11.1 million, 600,000 higher than six months earlier, and the figure was considered likely to increase.[2]

2.   The Centre for Research on the Epidemiology of Disasters recorded 334 natural disasters in 2013, which claimed an estimated 22,600 lives, affected 97 million people and caused over US$ 118 billion in damages. Asia continued to be the region most impacted by natural disasters, with almost half (160) of the disasters occurring in the region, accounting for 88 per cent of the number of people killed.

3.   The scale of needs in 2013 and the outlook for 2014 continue the upward trend of the last decade. In 2014, 52 million people will be targeted to receive international humanitarian assistance through the inter-agency appeal process and a record $15.6 billion will be requested for humanitarian action in 25 countries. These increasing needs, the international community's collective inability to resolve protracted crises and the convergence of various global challenges have severely hindered the operational and financial capacity of Governments and humanitarian organizations to respond adequately.

4.   This underscores the need to change the way Member States, the United Nations and its partners, affected communities and first responders, the private sector, diaspora organizations and other civil society groups collaborate, coordinate and prepare for and respond to humanitarian crises. The process leading up to the World Humanitarian Summit will provide an opportunity for all relevant stakeholders to consider how the international community can better respond to humanitarian situations and what more can be done to prevent them from occurring in the future.

II. Overview of humanitarian emergencies

A. Complex emergencies

5.   In the Middle East region, the humanitarian situation in the Syrian Arab Republic continued to deteriorate rapidly. By the end of the reporting period, the number of people in need had risen to 9.3 million, including 6.5 million internally displaced persons. At least another 2.3 million people had sought refuge in Iraq, Jordan, Lebanon and Turkey, as well as Egypt and other countries, creating significant pressure on the economic and social sectors of those countries and on the

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[1] Data on disaster-induced displacement for 2013 were not available at the time of submission of the report.

[2] End-of-year data for 2013 were not available at the time of submission of the report.

communities that host many of the refugees. The situation is particularly dire for millions of people living in hard-to-access and besieged areas, many of whom have not been reached with assistance for over a year.

6.   In Yemen, sectarian and inter-tribal fighting continued to create displacement and limit returns. In October 2013, new fighting erupted in northern Yemen, where about 300,000 people continued to live in protracted displacement with limited prospects of returning to their areas of origin. In the south, almost all those displaced by the 2011-2012 conflict in Abyan — about 162,000 — have returned home, but face persistent security challenges.

7.   In the Occupied Palestinian Territory, the humanitarian situation continued to deteriorate in 2013. The number of people displaced by demolitions or evictions in the West Bank, including East Jerusalem, increased from 886 in 2012 to 1,103 in 2013. Despite some adjustments made by the Israeli authorities in recent years, the blockade on the Gaza Strip continues to cause high levels of unemployment and food insecurity, leaving the majority of people in Gaza dependent on aid. Extremely limited movement of people in and out of Gaza through the Erez and Rafah crossings continued to affect the civilian population, including patients awaiting medical treatment.

8.   The reporting period also saw the intensification of a number of conflicts in Africa. The security and humanitarian situation in the Central African Republic deteriorated significantly in December 2013 when renewed fighting between ex-Seleka and anti-Balaka elements deteriorated into generalized inter-communal violence. An estimated 2.3 million people, more than half the country's population, are in need of urgent humanitarian assistance. By the end of the reporting period, almost 1 million people had been displaced.

9.   In South Sudan, 1 million people faced acute food insecurity caused by displacement resulting from inter-communal violence as well as seasonal flooding. The eruption of violence in Juba in December 2013 and the subsequent sharp deterioration of the security situation increased humanitarian needs and displaced hundreds of thousands of people both within South Sudan and into neighbouring countries. By the end of 2013, South Sudan also hosted some 220,000 refugees and had absorbed some 1.9 million returnees since 2007.

10.   In the Sudan, inter-tribal conflict and sporadic clashes in Darfur displaced close to 400,000 people, bringing the total number of the internally displaced in Darfur to over 2 million. The humanitarian operating environment in Darfur remained extremely challenging owing to insecurity, access constraints and reduced funding. Humanitarian partners could not reach an estimated 800,000 people in areas controlled by the Sudan People's Liberation Movement-North in South Kordofan and Blue Nile States from within the Sudan. In addition, over half a million Sudanese remained in refugee camps in Chad, Ethiopia and South Sudan.

11.   In Mali, 3 million people were affected by food insecurity by the end of 2013. Approximately 137,000 displaced people returned to the north despite prevailing insecurity, inter-ethnic violence, food scarcity and the lack of basic social services. At the end of 2013, there were more than 254,800 internally displaced persons in Mali and over 167,700 Malian refugees in Burkina Faso, Mauritania and Niger.

12.   In the Democratic Republic of the Congo, at the end of 2013 there were nearly 3 million internally displaced persons — many displaced multiple times. Almost

430,000 Congolese were living as refugees and asylum seekers in neighbouring countries, while the Democratic Republic of the Congo itself continued to host some 260,000 refugees, including over 65,000 people arriving from the Central African Republic since December 2012. Food insecurity affected 6.7 million people and half of the children under the age of 5 remained chronically malnourished, including in more peaceful areas of the country.

13.   In Somalia, for the first time in five years and despite ongoing fighting in some parts of the country, the number of people in need of life-saving assistance decreased — from over 1 million to 857,000 — reflecting modest gains in food security. However, some 2 million people continue to live on the verge of food and nutrition insecurity and require support. Malnutrition rates remain among the highest in the world, with one in seven children under the age of 5 estimated to be acutely malnourished. An estimated 1.1 million people are internally displaced and nearly 1 million Somalis continue to live in neighbouring countries as refugees.

14.   In the Asia-Pacific region, inter-communal tensions and violence spread in Myanmar from Rakhine State to other areas of the country, most notably to Meiktila, where 44 people were killed and over 12,000 displaced in March 2013. Over 140,000 people remain displaced in Rakhine State, and 100,000 people in Kachin following renewed clashes in October-November and continuing difficulty in accessing areas beyond the Government's control.

15.   In Afghanistan, more than 124,000 people were newly displaced in 2013 by the ongoing conflict, bringing the total number of displaced people to 631,000. In Pakistan, approximately 1 million people remained displaced in Khyber Pakhtunkwa and the Federally Administered Tribal Areas. In 2013, more than 108,000 internally displaced returned home with assistance from the Government. In addition, 1.6 million Afghan refugees reside in Pakistan, constituting the world's largest protracted refugee situation.

16.   In the Philippines, fighting between armed groups and violent clan feuds continued in Mindanao, where over 140 people were killed and 130,000 displaced. Approximately half of the displaced returned home in late 2013. The lack of available land for resettlement and relocation forms a major constraint for the remaining internally displaced persons.

B.   Disasters associated with natural hazards

17.   Typhoon Haiyan (locally known as Yolanda) made landfall in the Philippines on 8 November, resulting in the largest loss of life from a natural disaster in 2013. Over 14 million people were affected, including 5.4 million children. Government sources reported at least 6,200 deaths and 1,700 people missing. Over 4 million people were displaced and over 1 million homes were damaged, half of them destroyed. Haiyan came less than one month after an earthquake measuring 7.2 on the Richter scale which hit the nearby island province of Bohol.

18.   In Pakistan, monsoon flooding affected approximately 1.5 million people, a significant decrease from previous years (18 million in 2010 and 5 million in 2011 and 2012). In the Islamic Republic of Iran, an earthquake impacted western Balochistan in April, followed by a major earthquake in Balochistan in September, affecting 215,000 people and killing over 400.

19. In the Sahel region, 11.4 million people remained food insecure while 5 million children were at risk of malnutrition. Vulnerable communities continued to feel the impact of the 2012 food and nutrition crisis, including high levels of indebtedness and the need for some people to sell what few assets they still possessed. Despite cereal production surpluses in most of the Sahel countries, a combination of factors, including chronic vulnerability to repeated shocks, have left millions of people unable to recover from the 2012 food and nutrition crisis. Close to 500,000 people were affected by floods in the Sahel, an estimated 233,000 of them in Niger.

20. During 2013, Southern Africa experienced several major disasters, causing at least 191 deaths and affecting an estimated 519,000 people. Heavy rains caused flooding across Mozambique, while Tropical Cyclone Haruna made landfall over southwest Madagascar. The Seychelles declared a state of emergency in three districts owing to floods and landslides. A combination of floods, drought, cyclones and locust/army worm infestation led the region to experience one of the worst food insecurity situations in years, affecting an estimated 15 million people.

21. Haiti continued to recover from the multiple shocks suffered in the last few years, but critical needs remained, with an estimated 3 million people with chronic and acute needs requiring life- and livelihood-saving interventions. Following the 2010 earthquake, over 146,000 people remained displaced, living in 271 displaced persons' sites. Many of the sites are located on private land, so people are at risk of forcible eviction. In 2013, cholera infection rates continued to decrease to some 58,500 recorded cases, compared to 101,700 in 2012.

III. Progress in the coordination of humanitarian action

22. In 2013, the United Nations and its partners continued to improve the quality and effectiveness of humanitarian action, including through the Inter-Agency Standing Committee transformative agenda.[3]

Humanitarian programme cycle

23. An important element of the transformative agenda was the introduction in 2013 of improvements to the humanitarian programme cycle concept. The programme cycle is designed to strengthen the way in which humanitarian actors work collectively, including with and in support of Governments, to help meet the needs of people affected by natural disasters and conflict. The programme cycle consists of five elements: needs assessment and analysis; strategic response planning; resource mobilization; implementation and monitoring; and operational review and evaluation. Coordination and information management are key enablers for each of these steps, as effective, strategic and accountable humanitarian action is based on assessments and analysis of needs.

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[3] Although fully supportive of the transformative agenda process, in order to maintain their independence, the International Committee of the Red Cross and the International Federation of Red Cross and Red Crescent Societies, which are not members of, but standing invitees to, the Inter-Agency Standing Committee, are not signatories to the 2012 transformative agenda protocols.

24. In 2013, particular emphasis was placed on improving the first two elements of the cycle, needs assessment and analysis and strategic planning. The humanitarian needs overview aims to better inform joint planning and provides a comprehensive analysis of a crisis and the prioritization of needs. Agencies or clusters undertake separate assessments and the data are then aggregated and analysed to produce a shared picture of the humanitarian situation. Assessments are undertaken in consultation with the affected Government, international, national and local humanitarian organizations and people affected by the crisis.

25. On the basis of this humanitarian needs overview, a strategic response plan is developed. The strategic response plan is intended to be a "road map" for humanitarian organizations to identify strategic objectives and guide project and programme design: it outlines what the humanitarian country team is trying to achieve, where the work will be carried out and what resources are required. It also serves as the overall framework for collective response monitoring.

26. The programme cycle is not a new concept. For protracted crises, most of the above elements were featured in the annual consolidated appeals process and published in country-specific appeal documents. The new approach to the cycle involves a separation of these elements into distinct, more manageable and better-supported processes and products in order to improve the quality of each element and to ensure that the cycle is a continuous process during the year. It ensures a more inclusive and consultative approach which results in improved support to countries in meeting humanitarian needs and greater accountability to people affected by crises. During the period under review, the revised programme cycle approach was used in 22 countries.

27. Over the coming year the humanitarian programme cycle will continue to be refined and the humanitarian needs overviews and strategic response plans adjusted on the basis of lessons learned during 2013. Preliminary feedback indicates that the revised humanitarian programme cycle resulted in stronger needs analysis and more focused strategic response plans, although the quality of the processes and outputs varied. The prioritization of needs in some countries was also challenging, particularly in places marked by high levels of poverty. The elements found to be in need of strengthening include the quality of the data used to underpin the humanitarian needs overview; inclusion of the different needs of women, girls, boys and men and persons with disabilities throughout the programme cycle; making protection concerns more operational in the strategic response plans; and inter-cluster coordination mechanisms. Further operational guidance is also required on how to engage local non-governmental organizations and foster participation by people affected by crisis throughout the cycle.

Information management

28. Poor baseline data, insufficient consolidation and weak analysis, the inability of different actors responding to a crisis to exchange information quickly and information not being sufficiently used to inform decision-making can be detrimental to effective humanitarian action. Information management is therefore critical to saving lives; without it, people cannot access services or make the best decisions for themselves and their communities, and Governments and humanitarian organizations will make decisions without an accurate overview of the situation. This has an impact on how, where and to whom assistance and protection are provided.

29. During the reporting period, humanitarian agencies and partners continued to find ways to better harness information and technology to benefit people affected by crises as well as responders. Greater attention was given to communicating with communities through all available channels, including radio, television, text messaging and newsletters, to deliver vital information and ensure that responders receive information from affected communities. For example, in the aftermath of Typhoon Haiyan in the Philippines, the Office for the Coordination of Humanitarian Affairs of the Secretariat worked with a global and national network of telecommunications providers and humanitarian partners to reach some 1.2 million people with life-saving information and to open channels of communication for vital feedback on the provision of assistance.

30. With the expansion of technology, the availability and volume of information in crisis situations has grown exponentially. For this information to be useful to the humanitarian community, it must be collected from a wide array of sources and transformed from raw data into information that decision makers can use quickly to help save lives. Pilot projects are under way to make relevant global and operational data more easily available to humanitarian decision makers. In 2013, ReliefWeb Labs launched the Humanitarian Data Exchange project, which aims to create a platform where information collected from multiple sources can be aggregated, stored and transformed into useful data for the humanitarian community. The project is working to create a future where humanitarian data are available in real time, from any device and location, so that Governments, humanitarian organizations and affected people can all work from a common knowledge and information base.

Understanding the different needs of affected people

31. Member States and humanitarian organizations need to ensure that preparedness efforts, humanitarian action and financing meet the distinct needs and priorities of different segments of the population according to sex, age and disability. A number of steps can be taken to improve humanitarian action for all and strengthen accountability to people affected by crisis.

32. Given the different needs, capacities, challenges and experiences of women, children, adolescents, persons with disabilities and older persons, these groups' participation in decision-making processes is essential to ensure that humanitarian programming is appropriate and effective. In 2013, humanitarian actors increased their efforts to involve different segments of the population in decision-making processes. For example, some cluster project implementation committees required 50 per cent representation of women. Making greater use of community capacities and structures such as women's associations and youth groups will help to improve participation in decision-making and in turn contribute to the development of durable solutions, strategies and responses.

33. This inclusive approach should be integral to all phases of the humanitarian programme cycle. Needs identification and prioritization processes should be based on community participatory methodologies that adequately and equitably engage women and men of all ages, including persons with disabilities. The practice of systematically collecting, analysing and using sex- and age-disaggregated data and prioritizing gender and age analysis is fundamental in this respect. While the collection of data disaggregated by sex, age and disability has progressed, more

effort is required to ensure that disaggregated data are maintained throughout the collation process, subjected to analysis and used in programme planning.

34.   In 2013, Inter-Agency Standing Committee partners continued to take steps to implement the Committee principals' commitments to improving accountability to affected populations.[4] This included the deployment of a coordinator and the launch of the first action plan for accountability to affected populations in the Philippines. This resulted in programming adjustments being made by various United Nations agencies and non-governmental partners on the basis of suggestions and concerns raised through consultations with women, girls, boys and men of all ages and persons with disabilities. In going forward, more needs to be done to collectively clarify what accountability to affected populations means practically at the field level in order to avoid overlapping mechanisms and an inefficient use of resources. It will also be important to ensure that initiatives integrate existing national and local accountability mechanisms and provide more opportunities for the voices of all affected people to be heard in the programmes and coordination structures designed to serve them.

Protection

35.   Humanitarian action is based on a number of principles, including humanity, which requires the provision of life-saving assistance, protecting people from violence and upholding their rights. The Inter-Agency Standing Committee principals adopted a statement on 17 December 2013, which affirms that the protection of all persons affected by conflict and disaster, and those at risk, must inform humanitarian decision-making and response. The statement complements and reinforces the "Rights up front" action plan, which aims to strengthen United Nations action to protect people, wherever they may be, from serious violations of international human rights and humanitarian law.

36.   A central component of protecting people is understanding their rights and different needs, particularly those of certain groups that may be particularly vulnerable to protection risks, and helping to ensure that crises do not result in further vulnerability or threats to their rights. For example, displacement can lead to people losing their personal documentation, at times resulting in a loss of "legal personality" that can hinder people's access to certain services and limit their freedom of movement. The destruction of schools disrupts education and places children at greater risk of other violations. The loss of community support structures can result in increased isolation of people with disabilities, exposing them to further risk of exploitation and abuse. Crises are also highly disruptive to family and social structures and create new financial demands. Adolescent girls often bear the brunt of these burdens and can be forced into early marriage or sexually abused or exploited, often resulting in dangerous early and unwanted pregnancies. Changes in gender roles resulting from disasters can also raise tensions at the household level and increase the risk of gender-based violence.

37.   There are a number of ways that Member States and humanitarian organizations can strengthen the protection of people affected by crises. National authorities, communities and humanitarian organizations can plan and prepare for

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[4] In December 2011, the principals of the Inter-Agency Standing Committee endorsed five commitments on accountability to affected populations: leadership, transparency, feedback and complaints, participation and design, monitoring and evaluation.

crises in a way that reduces the risk that people's rights may be violated or their ability to exercise their rights compromised. These efforts can include developing preparedness and contingency plans in consultation with civil society groups and enacting appropriate laws and policies focused on vulnerable groups. In the aftermath of a disaster, the quick restoration of basic services such as education can protect children and adolescents from being exposed to the most acute physical and psychosocial risks, including trafficking, gender-based violence, child labour and recruitment. The provision of sexual and reproductive health services, including emergency reproductive health kits, can help assure safe deliveries. Dignity kits can provide culturally sensitive basic necessities for women and girls of reproductive age, and items such as flashlights and whistles can be used to alert others to a threat of gender-based violence.

Humanitarian financing

38. In 2013, 95 countries, as well as numerous multilateral and regional organizations, private sector organizations and individuals, contributed a total of $14.4 billion in funding to multilateral inter-agency response plans and complementary humanitarian action.[5] This was an increase of $1.6 billion from 2012, largely owing to the magnitude of the crisis in the Syrian Arab Republic and the response to Typhoon Haiyan in the Philippines.

39. During the reporting period, Member States and the private sector contributed $474 million to the Central Emergency Response Fund, the highest-ever annual total. These funds enabled the Emergency Relief Coordinator to allocate $482 million for urgent humanitarian response in 45 countries and territories. More than 65 per cent of the funding was used to respond to complex emergencies, 20 per cent to natural disasters and 14 per cent went to other protracted humanitarian emergencies.

40. Country-based pooled funds — common humanitarian funds and emergency response funds — received a total of $419 million from 20 Member States and private donors and allocated $397 million to complex emergencies and natural disasters in 17 countries. Country-based pooled funds played a key role in promoting coordinated humanitarian response across a wide range of partners, with 59 per cent of the funds supporting national and international non-governmental organizations. The funds also facilitated early action by humanitarian partners, which helped to mitigate the risks of crises deepening and reduced the longer-term costs of assistance. Discussions are also ongoing on how the country-based pooled funds can appropriately and strategically support resilience initiatives.

41. While the Central Emergency Response Fund has been crucial in supporting coordinated humanitarian action and strengthened leadership in nearly every major emergency worldwide, with needs and funding requirements continuing to increase, it is essential that the resources channelled through the Fund be utilized in the most strategic manner. To continue to strengthen the strategic use of the Fund, humanitarian coordinators and humanitarian country teams need to take a number of factors into account in allocating resources, including timing; intended impact; implementation capacity; the number of projects supported; geographical priorities, coherence and complementarity with other funding streams; and how the funds can be used to secure additional funding for the response to a crisis.

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[5] As reported to the Financial Tracking Service (http://fts.unocha.org/) as at 14 March 2014.

42. The growth of cash-based programming — the distribution of cash or vouchers, instead of goods or services, to people in need — may also impact the financing and delivery of assistance in the future. Cash-based programming has most often been considered as an alternative to food aid, but is increasingly being used in almost all humanitarian sectors, in different settings (urban, rural or camp) and in all phases from preparedness to relief and development. Where appropriate, cash-based programming has the potential to be a cost-effective intervention that can more accurately reflect the needs, capacities and priorities of crisis-affected communities.

IV. Towards more inclusive, interoperable and effective international humanitarian action

43. Preparations are under way for the World Humanitarian Summit to be held in Istanbul in 2016. This initiative of the Secretary-General comes at an opportune time, with widespread recognition that the humanitarian landscape has changed tremendously over the past few decades. The Summit will provide an opportunity for a global consultation to help build more inclusive and diverse humanitarian action and set a common humanitarian agenda for the future. Four themes will serve as broad categories to guide the extensive and inclusive consultations: reducing vulnerability and managing risk; transformation through innovation; serving the needs of people in conflict; and humanitarian effectiveness.

A. Reducing vulnerability and managing risks of humanitarian crises

44. The 2014 global humanitarian appeal targets 52 million people to receive international humanitarian assistance, yet this is only a fraction of the total numbers of people affected by conflicts and disasters, most of whom are not assisted through inter-agency appeals. Over the last decade the global funding requirements of inter-agency appeals have increased by 430 per cent and protracted or recurrent crises have become the norm. In 2012, of the 22 countries with an inter-agency appeal, 21 had experienced at least one other crisis in the previous 10 years. Eight of those countries had had eight or more crises during the same period. A convergence of global trends, including climate change, population growth, unplanned urbanization and food and water insecurity, are eroding people's ability to cope with shocks, making crises more protracted and more recurrent and undermining sustainable institution-building and development. The international humanitarian system is being stretched beyond what it could ever deliver, and caught in the gap are millions of people who fluctuate between states of urgent need for assistance and protracted vulnerability. Continuing to fund crisis response without investing more in managing the underlying risks is not sustainable.

45. Recent reports, including the World Development Report 2014, the study entitled *Saving Lives Today and Tomorrow: Managing the Risk of Humanitarian Crises,* issued by the Office for the Coordination of Humanitarian Affairs and the study commissioned by the Inter-Agency Standing Committee and prepared by the Overseas Development Institute, *Dare to Prepare: Taking Risk Seriously*, provide further evidence and deliver the same message: a fundamental shift is needed towards an approach that not only improves the response to humanitarian crises but

anticipates, prevents and mitigates their recurrence. A change in the "business model" can only be achieved through investment in building national and local capacity to manage crisis risk; humanitarian and development organizations overcoming and transcending the institutional divide that separates them; adequate financing; and leadership and commitment by affected Governments, donors and humanitarian and development organizations.

46. National and local capacity are critical to successful risk management. New partnerships and incentives at the local level to jointly analyse and tackle risks, share early warning information and establish reliable triggers for action are helping to save lives. In India, early action ahead of Cyclone Phalin in October 2013 averted a major disaster. Thanks to effective risk management by national authorities, more than a million people were evacuated from affected areas. Only 38 casualties were reported, compared to over 10,000 lives lost during a similar cyclone in 1999.

47. In concert with national authorities, the United Nations and relevant partners need to strengthen joint planning and coordination of programmes and resources to provide predictable, reliable support to national capacity development for preparedness. This support should recognize the comparative advantage of each organization. Strengthening national preparedness can only succeed if humanitarian and development actors coordinate their resources, skills and action to support national and local capacity.

48. In 2013, the Inter-Agency Standing Committee, together with the International Strategy for Disaster Reduction and the United Nations Development Group, finalized the Common Framework for Preparedness, which recognizes that national and local governments have the lead role for preparedness and should be supported by the international community where this is consistent with humanitarian principles and human rights norms. The successful implementation of the Common Framework will require continued leadership and engagement from national Governments, donors and humanitarian and development organizations.

49. Humanitarian organizations are working with Governments to build their capacity to manage crisis risk; but they cannot do it alone. It requires humanitarian and development communities to transcend the institutional barriers that separate them. Working in these silos can inhibit the development of programmes that help people manage risk and can prevent a strategic approach being taken to meeting people's immediate needs and at the same time addressing the underlying risks and vulnerabilities which will help to reduce needs in the future. Humanitarian and development actors need to agree on common risk-management and resilience objectives, achievable through joint analysis, planning, programming and funding.

50. Investment in preparedness — not only through funding, but in the implementation of preparedness programmes — has the potential to transform the scale and approach of humanitarian action. The recent studies by the Office for the Coordination of Humanitarian Affairs, the World Bank and the Overseas Development Institute provide evidence of the benefit-to-cost ratio of emergency preparedness and point to a fundamental flaw in the financing architecture. Less than 0.5 per cent of the $3 trillion in development commitments in the past 20 years has funded prevention and preparedness.

51. New funding mechanisms are not necessarily required, but funding based on objective and shared assessment of risks is essential. It is also important to explore

innovative risk-sharing mechanisms such as insurance, risk pooling and risk mutualization. In Haiti, the Microinsurance Catastrophe Risk Organization, supported by Mercy Corps and other partners, is helping to protect community entrepreneurs from disaster risk. In the Pacific region, the World Bank risk insurance pilot programme is for the first time using scientific measurements such as earthquake magnitude indexes as the basis for a rapid insurance mechanism for small island countries.

52.	Finally, leadership and commitment by national Governments and donors to preventing and mitigating the risk of crises is critical. Too often, managing risk outside of crisis is not given priority by Governments or organizations that could support it. It is still easier to respond to actual emergency needs than to invest in risk management over the longer term in the absence of a crisis, particularly where Governments face competing priorities. As a result, national development plans too often neglect addressing the underlying risks that can lead to humanitarian crises. Insufficient focus is given to analysing and addressing the underlying factors that lead to conflict. Funding is often not directed to the countries most at risk. Governments and humanitarian and development organizations do not systematically make the best use of the information available. Ultimately, inertia and inaction in the face of known risks are the greatest disaster risks in themselves, so a change in approach will not be possible without strong leadership at the global, national and organizational levels.

53.	The shift towards an anticipatory approach to disasters ultimately requires Governments — affected countries and donors — and all relevant stakeholders to make preventing future humanitarian crises a priority. As the international community prepares for post-2015 development and disaster risk reduction frameworks, and the World Humanitarian Summit in 2016, it will be important to recognize that development cannot be sustainable if the risk of crises is not taken into account and proactively addressed as a joint priority.

## B.	Transformation through innovation

54.	In the last decade, the international community has faced rapid social, technological, environmental and economic changes. In evolving with these changes, the humanitarian action of the future will look very different from that of today. A new approach is required to adapt to the changes and bring about improvements in humanitarian action. Member States, the United Nations and its partners need to constantly question the way the humanitarian system works, look outside the international system for ideas and allow for investments in new ideas and solutions that can support a rapid and effective response. Innovation should be embraced by the humanitarian community.

55.	Already, innovative approaches are being driven by Governments and people affected by crisis — such as the text messaging-based post-disaster early warning system for disease in the Philippines. A number of donors are increasing their funding to areas of work which promote innovation and many organizations are creating innovation units to improve the way they learn and adapt their practices. For example, UNICEF has 12 innovation labs globally and UNHCR has a dedicated innovation team that supports five labs and 20 innovation fellows globally.

However, there is still only limited donor support and few alternative sources of financing to develop innovative approaches to humanitarian work.

56. New types of partnership are also being developed. Recent examples of public-private projects include collaboration with the Groupe Speciale Mobile Association (GSMA), the mobile-phone industry association, to map where cell phone coverage was available after Typhoon Haiyan; the World Food Programme's partnership with MasterCard to provide cash transfers for food and other basic services; the Ikea Foundation's support to UNHCR Innovation; and the displacement tracking matrix designed by the International Organization for Migration, which utilizes advanced technology from private sector partners to identify the highest priority areas for interventions within displaced communities. A more rigorous process of identifying areas where the humanitarian community, the private sector and other actors have a common interest in collaborating will be an important step in finding new ways to solve humanitarian challenges.

57. The key to successful innovation is a strong evidence base and proof that an idea is not just new, but better. In addition to greater investment in basic research, monitoring and evaluation, more collaboration with research institutions and better sharing of results across organizations will help identify the innovative ideas with the greatest potential impact. Investment in research and development to drive innovation is a way to meet growing and changing needs.

58. Ideally, innovative practices should draw on the knowledge of affected people to develop locally sustainable solutions. From the outset, projects must be designed through a community-centred lens and should be implemented in line with humanitarian principles so that they are inclusive, accessible and uphold the "do no harm" approach. There is a need to consolidate and develop both ethical guidelines and operational safeguards to address issues of exploitation, privacy, community participation, accountability and unintended negative impacts.

C. Serving the needs of people affected by conflict

59. While the past decade has been marked by an increase in devastating natural disasters, complex emergencies have remained at the centre of humanitarian action. Between 2002 and 2013, the United Nations and its partners launched almost 340 humanitarian appeals for a total of over $96 billion. Of that amount, $83 billion was requested to assist people affected by conflicts and approximately $13 billion to address the consequences of natural or other disasters. At the end of 2013, each of the 10 largest consolidated humanitarian appeals involved situations of armed conflict. Most of these crises have now been going on for over five years.

60. Ultimately, parties to a conflict bear the primary responsibility for the safety and well-being of people in areas under their control. Their compliance with their obligations under international humanitarian law and human rights law is paramount to ensuring the protection of people affected by conflict. However, too often these obligations are ignored or flagrantly violated.

61. As a result, the human cost of conflicts is staggering. The direct consequences of conflict for women, girls, boys and men include deaths, wounds, disabilities, torture, cruel and inhumane treatment and gender-based violence. However, conflict also limits or prevents people's access to basic services, undermines their ability to

generate sustainable livelihoods and destroys or damages infrastructure. It is widely recognized that conflict sets back the development of a country by decades, including critical institutional developments such as justice systems, leading to prolonged suffering and creating further vulnerabilities to disaster risks. While the impacts are visible and obvious, work should continue to improve casualty recording.

62.   Many of the key features of conflict are recurring, last for decades and serve as sad reminders of the need for principled humanitarian action in conflict settings. A few of them are considered in more detail below.

Internal displacement

63.   For millions of people, fleeing their homes and seeking safety within and across borders has become their only option when seeking to survive violence and is only the beginning of an ordeal that may last for years or even decades, marked by trauma, impoverishment and reduced access to basic services. While the right to freedom of movement and to leave one's country and seek asylum must always be respected, displacement should never be accepted as inevitable. The majority of those displaced by conflict are often unable to return for years, sometimes never, and therefore require sustained and consistent support.

64.   Some 80 per cent of the 28.8 million people who were estimated to be internally displaced owing to conflict and violence in 2012 lived in urban and non-camp settings, often residing with host communities. Yet, internally displaced persons living in camps or other "gathered" settings remain more likely to receive protection and assistance. Affected countries and humanitarian and development organizations must do more to meet the needs of internally displaced persons in urban and non-camp settings. "Combined" approaches to provide protection and assistance to internally displaced persons and host community members, as well as targeted interventions to address the specific assistance and protection needs of the internally displaced must be strengthened, including through respect of international humanitarian law and human rights law and greater application of the Guiding Principles on Internal Displacement. With national Governments in the lead, all actors, including the international community, must make greater efforts to achieve durable solutions that ensure that internally displaced persons' needs are met, including long-term security, access to social services, adequate housing, livelihoods, personal documentation and access to justice. A more systematic implementation of the Framework on Durable Solutions for Internally Displaced Persons promulgated by the Inter-Agency Standing Committee, as well as other relevant international guidelines, is instrumental in that respect.

Explosive weapons in populated areas

65.   The use of explosive weapons with wide-area effects in urban and populated areas is of increasing concern. During 2013, almost 38,000 people were reported killed or injured by such weapons, 82 per cent of them civilians. When explosive weapons were used in populated areas, 93 per cent of the casualties were reportedly civilians.[6] In addition to death and injury, civilians are often displaced for long periods and in precarious conditions. Housing, health facilities and essential infrastructure are often damaged or destroyed. Education is also disrupted and

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[6] Action on Armed Violence, "Monitoring Explosive Violence 2013" (April 2014).

livelihoods are devastated. The use of explosive weapons in populated areas has a dramatic impact on post-conflict reconstruction. Their remnants are a threat to people, sometimes for generations.

66. Humanitarian actors such as the United Nations Children's Fund (UNICEF), the Office for the Coordination of Humanitarian Affairs, the International Committee of the Red Cross and many non-governmental organizations, supported by several Member States, have started to address this growing problem through a number of consultations that are aimed at promoting recognition of the humanitarian impact of explosive weapons with wide-area effects in populated areas, strengthening the political commitment to address the problem and developing practical measures based on existing good practice.

Humanitarian access

67. Reaching people affected by conflict is not only a prerequisite for effective humanitarian action but gives effect to core principles of international humanitarian law — to save lives and reduce unnecessary and prolonged suffering. Parties to armed conflicts have the primary responsibility to meet the basic needs of civilians in areas under their control. When they fail to do so, impartial humanitarian action becomes necessary to provide the people affected with supplies essential to their survival. The timeliness of humanitarian response is critical to its effectiveness in saving lives. Under international humanitarian law, the consent of parties concerned is required before humanitarian relief actions may be implemented. Parties to the conflict must allow and facilitate rapid and unimpeded access to humanitarian relief for all civilians in need.

68. Denying much-needed assistance or preventing impartial aid organizations from reaching people in need without valid reasons is arbitrary and unjustified. It goes against the very essence of the principle of humanity. In this regard, efforts are under way to engage with Member States, legal experts and humanitarian and civil society actors to clarify the notion of arbitrary withholding of consent from a legal perspective and consider options for providing relevant guidance.

69. In situations of armed conflict, the combination of violence against humanitarian workers, active hostilities and restrictions on movement has severely affected people's access to humanitarian assistance and protection. Bureaucratic impediments can have a serious impact on the speed of a humanitarian response. To allow for an effective response, procedures for the deployment of humanitarian personnel, assets and goods need to be simple and fast. Steps that can be taken by affected Governments to achieve this include reducing delays for customs clearance and visas; lifting restrictions on essential items, including communication and security equipment; removing taxes and fees on relief items and activities; lifting restrictions on in-country movements for humanitarian personnel and goods; and establishing a focal point for legal registration within the country.

70. Good practices and mechanisms are now well established in the context of disasters, such as 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, held in Geneva from 26 to 30 November 2007. Member States and humanitarian organizations should explore options to develop similar guidelines and processes consistent with international humanitarian law for conflict settings.

Safety and security of humanitarian personnel

71. Humanitarian organizations operating in conflict settings increasingly face serious challenges and restrictions. For example, humanitarian workers are more at risk of direct violence. Preliminary records from the Aid Worker Security Database show that 356 aid workers were killed, kidnapped and seriously wounded in 2013,[7] the highest number ever recorded and an increase of 29 per cent from 2012. The largest proportion of aid workers killed — 56 of 127 killed (44 per cent) — were victims of targeted attacks or crossfire while delivering assistance. Improvised explosive devices and complex attacks accounted for 17 per cent of aid workers killed. More than three quarters of the victims (298 of 356) were national staff, who account for the majority of humanitarian workers.

72. Despite direct attacks against health-care personnel, facilities, vehicles and services being serious violations of international humanitarian law that can constitute war crimes,[8] the reporting period also witnessed an increased number of attacks during vaccination campaigns, as well as numerous intentional attacks on first responders. The deliberate denial of impartial health-care services to civilians and sick and wounded combatants was also observed, including the removal of medical items from aid shipments. This resulted in health-care personnel being unable to adequately address the needs of affected people and to care for the sick and wounded. The obligation to respect and protect health-care personnel, facilities and equipment lies at the core of international humanitarian law. Ensuring that parties to conflict are systematically and effectively held accountable for attacks against humanitarian and health-care personnel is an urgent priority.

Issues to consider going forward

73. The humanitarian community needs to tackle these challenges and continue to consider different ways of offering assistance and protection. New actors have also taken a larger part in humanitarian action and different models of partnerships have arisen, including through reaching people with assistance through cash-transfer programmes and remotely managing operations by utilizing local organizations and partners to deliver international assistance. The advantages and disadvantages of various models involving local and international actors will require further consideration. Humanitarian actors also need to consider issues of diversification; operating in conflict settings cannot follow a "one size fits all" approach. It requires specific skills, sensitivities and the ability to build the necessary trust with local communities and parties to a conflict. The ability to build trust and acceptance also depends on a stay-and-deliver approach that allows humanitarian actors to reach communities in the midst of conflict when it matters most and to stay at their time of greatest need.

D. Humanitarian effectiveness

74. In recent years, a variety of reform efforts have worked to improve the effectiveness of humanitarian action, including the Inter-Agency Standing

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[7] As at 21 April 2014; the figures for 2013 have not been finalized.

[8] Health-care personnel, facilities, transports and services lose their protection under international humanitarian law when they commit, or are used to commit, acts harmful to the enemy.

Committee transformative agenda, the creation of professional standards for humanitarian actors, implementation of good donor practices and principles and the development of humanitarian standards and certification schemes for the provision of assistance. Steps taken to improve humanitarian financing through pooled funds have also enhanced the timeliness and flexibility of humanitarian funding. At the same time, Member States — affected countries and donors — and humanitarian organizations have recognized the need for a more profound review and improvements to the way humanitarian assistance is being delivered to meet the challenges of a changing global landscape and to respond more effectively, and with more sustainable results, to humanitarian crises. While efforts to date have helped to improve the effectiveness of humanitarian action, they have largely focused inwardly, that is, on the effectiveness of the existing international humanitarian response system.

75. In looking forward, the analysis of what is effective needs to extend beyond the international humanitarian system. It will need to recognize the different perspectives and comparative advantages of the various actors responding to a humanitarian crisis, including affected people and their governments at local and national levels, first responders, diaspora and civil society groups and the business community. Continuing to consider the context and the phase of a response will also matter. It will be further necessary to anticipate how emerging trends and challenges such as technology, the growth of middle-income countries and their own capacities, new partners and increasing needs and inequalities will change the way the needs of people affected by crises will be met in the future.

Different perspectives on effectiveness

76. It is the primary responsibility of the national and local authorities of the country affected to meet the needs of people affected by a crisis, whether in conflict or natural disaster settings. While international humanitarian organizations have a critical role to play, it is recognized that an effective response increasingly depends on the successful interplay of multiple actors in a humanitarian emergency. These other actors include first responders, civil society, national and foreign militaries, bilateral or regional governmental support, various private sector organizations (multinational, national and local) and diaspora communities, among others. Understanding their perspectives as to what they consider effective humanitarian action — their knowledge of the situation and the needs of people affected; how to respond and over what time period — is important to providing a more holistic picture of what constitutes effectiveness.

77. It is critical for all actors involved in a humanitarian response to understand what affected people, communities and countries need and what they are doing to meet their own needs, and how they can support these efforts and connect with them rather than duplicate or replace them. During and after any humanitarian crisis, people from the community and local organizations are the first responders and will be the most likely to have direct access to people in need and remain there to support recovery. National and local responders are more likely to work with existing infrastructure and markets, improving the sustainability of response efforts. Therefore, a key element of making overall humanitarian action more effective is the effectiveness of local and national humanitarian responses and understanding how other actors can complement and strengthen local and national response capacity. For example, diaspora groups, with their expertise and funding, may

sometimes be able to contribute faster and more directly than national or international entities.

78. Given the diverse range of actors engaged in responding to an emergency, when considering what constitutes effective humanitarian action, it will be less important who is delivering the assistance than how well the needs of people are being met. This will require recognition of the various actors, networks and systems and a wider understanding and respect for their comparative advantages, motivations and limitations. To achieve this, more investment is needed — outside of crises — to increase the interoperability of these different actors, including by developing predictable platforms for engagement, cooperation and coordination and a focused discussion around common objectives, standards and delivery methods with each of them.

79. These discussions will need to consider how international agencies can better connect with and support the increasing number of national disaster management authorities and national disaster response plans; how private sector interests can be reconciled with international standards of delivery and public sector donations; how to resolve tensions that arise from needing to provide life-saving assistance in conflict settings by engaging with all parties to a conflict, while at the same time contributing to longer-term government priorities on resilience and capacity-building; and how to work with actors outside the existing governmental or international response frameworks to develop common goals and standards. In the lead-up to the World Humanitarian Summit, the Office for the Coordination of Humanitarian Affairs will prepare a study to examine humanitarian effectiveness from different perspectives.

Context of the crisis

80. How the effectiveness of humanitarian action is measured will also depend on the context in which the emergency is taking place and the capacity and enabling environment established by the host Government or by parties to a conflict. For example, in natural disaster or chronic vulnerability settings, the capacity of local and national governments is critical for the effectiveness of the overall response. Humanitarian agencies need to work closely with these authorities in support of their efforts. However, in a conflict setting, the effectiveness of humanitarian action may depend less on the capacity of the Government, particularly where it is a party to a conflict, and more on the ability of international humanitarian agencies to engage with all parties to the conflict, based on humanitarian principles, to reach people and meet the life-saving and protection needs of the affected population.

Emerging trends and challenges

81. Humanitarian effectiveness also needs to be considered within the changing nature of the humanitarian landscape. Middle-income countries are taking greater ownership and leadership in responding to crises within their own countries, deploying increased economic and institutional capabilities. International and national corporations and local businesses are more engaged in humanitarian response. With the increased use of direct cash transfers to affected people — and growing technological and scientific advances — there are more opportunities than ever to meet the needs of affected people.

82. This is a critical time to assess what constitutes effective humanitarian action. The extent to which the international humanitarian system adapts to the changing realities, recognizing the multiplicity of options and actors, highlighting its own comparative advantages and offering to be a broker of solutions to affected Governments and people, will be critical to closing capacity and delivery gaps, strengthening global support for humanitarian action and more effectively meeting the needs of the most vulnerable.

V. Recommendations

83. On the basis of the above, the Secretary-General recommends the following:

(a)   Member States, non-State actors and humanitarian organizations should continue to promote greater respect for and adherence to the humanitarian principles of humanity, impartiality, neutrality and independence;

(b)   Member States and, where applicable, non-State actors should adhere to their obligations under international humanitarian and human rights law, including by allowing and facilitating the rapid and unimpeded access of humanitarian relief to affected persons in need, and recognize that such consent must not be arbitrarily withheld;

(c)   Member States and, where applicable, non-State actors should adhere to their obligation to respect and protect humanitarian and health-care personnel, their transports and facilities, including by pursuing all domestic and international options to ensure accountability for all attacks in contravention of relevant international law;

(d)   Member States, United Nations entities and civil society organizations should continue to promote recognition of the humanitarian impact of explosive weapons with wide-area effects in populated areas, strengthen the political commitment to address the problem and develop practical measures based on existing good practice;

(e)   Member States should make further efforts to simplify and expedite procedures for the deployment of humanitarian personnel and goods, including by exploring means of adapting the good practices and mechanisms developed in the context of natural disasters to other types of crises, including conflict and chronic vulnerability settings;

(f)   Member States, United Nations actors and humanitarian organizations should continue to work together to ensure that people are protected from harm and their rights upheld before and during a crisis, including by understanding the different protection needs of different people, particularly the most vulnerable, and ensuring that these needs are adequately integrated into preparedness, response, and recovery efforts;

(g)   Member States, the United Nations and humanitarian organizations should strengthen their efforts to ensure better protection, assistance and development strategies for internally displaced persons, including through working together to strengthen the implementation of the Framework on Durable Solutions for Internally Displaced Persons promulgated by the Inter-Agency Standing Committee; and humanitarian organizations should improve coordination to better

address the needs of internally displaced persons, recognizing the central role of the Emergency Relief Coordinator;

(h)   The United Nations and humanitarian organizations should continue efforts to strengthen needs analysis and strategic planning to ensure a better informed, more effective, transparent and collective response to the needs of people affected by crises;

(i)   Member States, the United Nations and humanitarian actors should continue to identify, understand and analyse the distinct needs, challenges and coping capacities of women, girls, boys and men, including by improving the disaggregation of sex-, age- and disability-specific data during collation and their use in analysis and programme planning; strengthening the participation of all affected women, girls, boys and men in decision-making structures; and consistently utilizing the gender marker and other monitoring tools to improve gender and age analysis and track funding allocations;

(j)   Member States should strengthen leadership and commitment to preventing and mitigating humanitarian crises by, inter alia, integrating risk management into national development plans, increasing funding for crisis prevention and mitigation and basing funding decisions on risk analysis to ensure that funding supports the people and countries at highest risk of crises;

(k)   Humanitarian and development organizations should continue to strengthen efforts to overcome institutional barriers to working together by, inter alia, planning on the basis of a common analysis of risk, aligning planning cycles where possible and employing tools and processes to jointly analyse crisis risk;

(l)   The United Nations and humanitarian organizations, together with development organizations, should continue to support national leadership in building in-country preparedness capacity, including under the Common Framework for Preparedness of the Inter-Agency Standing Committee, the United Nations Development Group and the International Strategy for Disaster Reduction;

(m)   The United Nations and humanitarian organizations should continue efforts to map emergency preparedness and response capacities of affected countries, including their Governments and civil society, private sector and other relevant actors, in order to better understand how the international community can build upon and complement existing local and national capacities;

(n)   The United Nations and humanitarian organizations should identify best practices and new opportunities to enhance interoperability between affected Governments, community responders, civil society, diaspora groups, humanitarian organizations, the private sector and other providers of bilateral and multilateral assistance to address capacity and resource gaps and meet the needs of affected people more effectively;

(o)   Member States, the United Nations and humanitarian organizations should continue to promote innovation within the humanitarian sector by increasing investment in research, development and evaluation of new approaches to aid delivery and by reviewing policies that may contribute to unintended barriers to innovation, including humanitarian financing and procurement guidelines.

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Economic and Social Council

2014 session
Item 7 of the provisional agenda*

Resolution adopted by the Economic and Social Council on 25 June 2014

[*on a proposal considered in plenary meeting (E/2014/L.18)*]

2014/13. Strengthening of the coordination of emergency humanitarian assistance of the United Nations

The Economic and Social Council,

Reaffirming General Assembly resolution 46/182 of 19 December 1991 and the guiding principles contained in the annex thereto, and recalling other relevant resolutions of the Assembly and relevant resolutions and agreed conclusions of the Economic and Social Council,

Reaffirming also the principles of humanity, neutrality, impartiality and independence for the provision of humanitarian assistance, and the need for all actors engaged in the provision of humanitarian assistance in situations of complex emergencies and natural disasters to promote and fully respect those principles,

Recalling its decision 2014/211 of 23 April 2014, in which it decided that the theme for the humanitarian affairs segment of its 2014 session would be "The future of humanitarian affairs: towards greater inclusiveness, coordination, interoperability and effectiveness" and that it would convene two panels, on the topics "Effective humanitarian assistance" and "Serving the needs of people in complex emergencies",

Expressing deep concern at the increasing challenges to Member States and to the United Nations humanitarian response capacity posed by the consequences of natural disasters, including those related to the continuing impact of climate change, by the ongoing impact of the financial and economic crisis and by the regional food crises and continuing food insecurity, and the potential of those challenges to increase the need for resources for disaster risk reduction, preparedness and humanitarian assistance, including in developing countries,

Expressing grave concern at the increase in the number of people affected by humanitarian emergencies, including those associated with natural hazards and complex emergencies, at the increased impact of natural disasters and at the frequently protracted displacement resulting from humanitarian emergencies, recognizing the need for burden sharing in this regard, and noting with appreciation

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* E/2014/1/Rev.1, annex II.

efforts at the national and international levels that promote national capacity-building to address complex challenges in this regard,

Condemning the increasing number of attacks and other acts of violence against humanitarian personnel, facilities, assets and supplies, including medical personnel and humanitarian personnel exclusively engaged in medical duties, transports and facilities, and expressing deep concern about the negative implications of such attacks for the provision of humanitarian assistance to affected populations,

Noting with grave concern that violence, including sexual and gender-based violence and violence against children, continues to be deliberately directed against civilian populations in many emergency situations,

Reiterating the need to mainstream a gender perspective into humanitarian assistance in a comprehensive and consistent manner,

Emphasizing that building and strengthening resilience at the local, national, and regional levels is critical to reducing the impact of disasters, including by saving lives, reducing suffering, mitigating damage to property and providing a more predictable and effective delivery of assistance and relief, and in this regard, while recognizing that building resilience is a long-term development process, stressing the need for continued investment in preparedness, prevention, mitigation and response capacity,

Emphasizing also the importance of improving information-sharing among Member States and the United Nations system and, where appropriate, with relevant humanitarian and development organizations, about risks that can lead to humanitarian crises, and of investing in building capacity, in particular for developing countries, to analyse, manage and reduce such risks and vulnerabilities to hazards, as well as, where appropriate, to improve risk analysis and its use in planning,

Recognizing the clear relationship between emergency response, rehabilitation, reconstruction and development, and reaffirming that, in order to ensure a smooth transition from relief to rehabilitation, reconstruction and development, emergency assistance must be provided in ways that will be supportive of recovery and long-term development and that emergency measures should be accompanied by development measures as a step towards the sustainable development of affected States, and in this regard highlighting the importance of closer cooperation between national stakeholders, including the private sector, as appropriate, and humanitarian and development actors,

Noting the contribution, as appropriate, of relevant regional and subregional organizations in the provision of humanitarian assistance within their region, upon the request of the affected State,

Recognizing that volunteerism can make an important contribution to community and nationally led efforts at all stages of humanitarian action,

Noting the importance of identifying best practices and opportunities to enhance the effective interaction and coordination between the United Nations and humanitarian organizations, donors, affected Governments, civil society, the private sector and other relevant actors and to make the best use of their expertise, available capacities, comparative advantages and resources with the overall aim of providing effective humanitarian assistance,

Recognizing the need for the United Nations system and its partners to improve and strengthen the coordination and accountability of humanitarian assistance and leadership within the United Nations humanitarian response system in support of national efforts, and noting the efforts made by the United Nations and its partners, including through the Inter-Agency Standing Committee,

Recalling General Assembly resolution 68/1 of 20 September 2013, in which the Assembly stated that the Council and the Assembly, especially its Second and Third Committees, need to consider and take steps towards the rationalization of their agendas, with a view to eliminating duplication and overlap and promoting complementarity in the consideration and negotiation of similar or related issues,

1. *Takes note* of the report of the Secretary-General;[1]

2. *Requests* Member States, relevant organizations and other relevant actors to ensure that all aspects and stages of humanitarian response address the specific needs, challenges and coping capacities of women, girls, men and boys, on an equal basis, taking into consideration age and disability, including through the improved collection, analysis, reporting and use of data disaggregated by sex, age and disability, taking into account, inter alia, the information provided by States, and emphasizes the importance of the full participation of women in decision-making processes related to humanitarian response;

3. *Encourages* Member States, with the support of relevant organizations, as appropriate, to strengthen leadership and commitment to preventing and mitigating humanitarian crises, including through integrating risk management into national development plans, and in this regard encourages humanitarian and development organizations, in cooperation with Governments, to continue to strengthen efforts to address the underlying risks and vulnerabilities, including through considering risk management and resilience strategies;

4. *Stresses* that the United Nations system should continue to enhance existing humanitarian capacities, knowledge and institutions, including, as appropriate, through the transfer of technology and expertise to developing countries, encourages the international community, the relevant entities of the United Nations system and other relevant institutions and organizations to support national authorities in their capacity-building programmes, including through technical cooperation and long-term partnerships, as well as by strengthening their capacity to build resilience, mitigate disaster risks and prepare for and respond to disasters, and also encourages Member States to create and strengthen an enabling environment for the capacity-building of their national and local authorities, national societies of the International Red Cross and Red Crescent Movement and national and local non-governmental and community-based organizations in providing timely humanitarian assistance;

5. *Encourages* the United Nations and humanitarian organizations, together with development organizations, to continue to support national leadership in building in-country preparedness capacity, including under the Common Framework for Capacity Development for Emergency Preparedness of the Inter-Agency Standing Committee, the United Nations Development Group and the United Nations International Strategy for Disaster Reduction;

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[1] A/69/80-E/2014/68.

6.   *Encourages* Member States, as well as relevant regional and international organizations, in accordance with their specific mandates, to continue to support adaptation to the effects of climate change and to strengthen disaster risk reduction and early warning systems in order to minimize the humanitarian consequences of natural disasters, including those related to the continuing impact of climate change, especially for those countries that are particularly vulnerable;

7.   *Urges* States to assess their progress in strengthening preparedness levels for humanitarian response, with a view to increasing efforts to develop, update and strengthen disaster preparedness and risk reduction measures at all levels, in accordance with the Hyogo Framework for Action 2005–2015: Building the Resilience of Nations and Communities to Disasters,[2] in particular priority 5 thereof, 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, including the International Strategy for Disaster Reduction, United Nations funds and programmes, as well as the specialized agencies, to give increased priority to and mainstream disaster risk reduction, including preparedness, in particular through supporting national and local efforts in that regard;

8.   *Encourages* States, the United Nations system and all stakeholders to continue to engage in the consultations on the successor to the Hyogo Framework for Action, culminating at the Third World Conference on Disaster Risk Reduction, to be held in Sendai, Japan, from 14 to 18 March 2015;

9.   *Welcomes* the growing number of initiatives undertaken at the regional and national levels to promote the implementation of the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance, encourages Member States and, where applicable, regional organizations to take further steps to review and strengthen operational and legal frameworks for international disaster relief, taking into account, as appropriate, the Guidelines, and welcomes the valuable support that national Red Cross and Red Crescent societies are providing to their Governments in this area, in collaboration with the International Federation of Red Cross and Red Crescent Societies, the Office for the Coordination of Humanitarian Affairs of the Secretariat and other partners;

10.   *Encourages* efforts 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 planning and delivering emergency humanitarian assistance in ways that are supportive of early recovery as well as sustainable rehabilitation, reconstruction and development efforts;

11.   *Also encourages* efforts to provide safe and enabling learning environments and quality education in humanitarian emergencies, in particular for the well-being of all girls and boys, to contribute to a smooth transition from relief to development;

12.   *Requests* the Emergency Relief Coordinator to continue to lead the efforts to strengthen the coordination and accountability of humanitarian assistance, urges relevant United Nations organizations and other intergovernmental organizations, as well as other humanitarian and relevant development actors,

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[2] A/CONF.206/6 and Corr.1, chap. I, resolution 2.

including civil society, to continue to work with the Office for the Coordination of Humanitarian Affairs to enhance the coordination, effectiveness and efficiency of humanitarian assistance, and encourages Member States to improve their cooperation with the Office;

13. *Also requests* the Emergency Relief Coordinator to continue to improve dialogue with Member States on the relevant processes, activities and deliberations of the Inter-Agency Standing Committee;

14. *Encourages* United Nations humanitarian organizations and other relevant organizations, while strengthening the coordination of humanitarian assistance in the field, to continue to work in close coordination with national Governments, taking into account the primary role of the affected State in the initiation, organization, coordination and implementation of such assistance within its territory;

15. *Requests* the United Nations system and other relevant actors to continue to improve and strengthen humanitarian coordination mechanisms, notably at the field level, including the existing cluster coordination mechanism, and by improving partnership and coordination with national and local authorities, including the use of national/local coordination mechanisms, where possible;

16. *Welcomes* the continued efforts to strengthen the humanitarian response capacity in order to provide a timely, predictable, coordinated and accountable response to humanitarian needs, and requests the Secretary-General to continue efforts in that regard, in consultation with Member States, including by strengthening support to and improving the identification, selection and training of United Nations resident/humanitarian coordinators;

17. *Requests* the United Nations to continue to identify solutions to strengthen its ability to recruit and deploy appropriately senior, skilled and experienced humanitarian staff quickly and flexibly, giving paramount consideration to the highest standards of efficiency, competence and integrity, while paying due regard to gender equality and to recruiting on as wide a geographical basis as possible, and in this regard encourages the United Nations Development Group to strengthen the resident coordinator system, on which the humanitarian coordinator system is based, in order to ensure full implementation of the management and accountability system of the United Nations development and resident coordinator system;

18. *Also requests* the United Nations to continue to develop specialist technical expertise and capacity to fill gaps in critical humanitarian programming and to procure emergency relief material rapidly and cost-effectively, and locally when appropriate, in order to support Governments and United Nations country teams in the coordination and provision of international humanitarian assistance;

19. *Recognizes* the benefits of the effectiveness of the humanitarian response, including by engaging and coordinating with relevant humanitarian actors, and welcomes in this regard the ongoing efforts by the Office for the Coordination of Humanitarian Affairs to build partnerships with regional organizations and the private sector, encourages Member States and the United Nations system to continue to strengthen partnerships at the global, regional, national and local levels in support of national efforts, which can cooperate effectively to provide humanitarian assistance to those in need and ensure that their collaborative efforts adhere to the principles of neutrality, humanity, impartiality and independence, and also encourages the United Nations system to continue to pursue efforts to strengthen

partnerships at the global level with the International Red Cross and Red Crescent Movement, relevant humanitarian non-governmental organizations and other participants in the Inter-Agency Standing Committee;

20.   *Notes* the increasing challenges facing both Member States, in particular developing countries, and the international humanitarian response system in responding effectively to all humanitarian emergencies, in particular the underfunded and forgotten emergencies, and in this regard stresses the need to enhance existing partnerships and build new ones, strengthen financing mechanisms, broaden the donor base and engage other partners to ensure adequate resources for the provision of humanitarian assistance;

21.   *Expresses concern* at the challenges related to, inter alia, safe access to and use of food and shelter, water and sanitation, health care, fuel, firewood and alternative energy and telecommunications in humanitarian emergencies, and notes with appreciation initiatives at the national and international levels that promote effective cooperation in that regard;

22.   *Encourages* Member States, the United Nations system and humanitarian and development organizations, in accordance with their respective mandates, to continue to assess and improve, together with other relevant stakeholders, including the private sector, how innovation can be more systematically promoted through increasing investment in research and development leading to innovation, identified and integrated into humanitarian action in a sustainable manner, and promote the sharing of best practices and lessons learned on innovative tools, processes and evaluations, including those from recent large-scale natural disasters, that could improve the effectiveness and quality of humanitarian response, and in this regard encourages all relevant stakeholders to support the efforts of Member States, in particular developing countries, to strengthen their capacities, including through access to information and communication technologies;

23.   *Requests* the United Nations humanitarian organizations, in consultation with Member States, as appropriate, to strengthen the evidence base for humanitarian assistance by further developing common mechanisms to improve the quality, transparency and reliability of and make further progress in respect of strategic planning and common humanitarian needs assessments, to assess their performance in assistance and to ensure the most effective use of humanitarian resources by those organizations;

24.   *Encourages* Member States to improve data collection and analysis and to facilitate the exchange of information with humanitarian organizations of the United Nations, in order to support preparedness efforts and to improve the effectiveness of needs-based humanitarian response, and encourages the United Nations system, as appropriate, and other relevant actors to continue to assist developing countries in their efforts to build local and national capacities for data collection and analysis;

25.   *Recognizes* that accountability is an integral part of effective humanitarian assistance, and emphasizes the need to enhance the accountability of humanitarian actors at all stages of humanitarian assistance;

26.   *Calls upon* the United Nations and its humanitarian partners to enhance accountability to Member States, including affected States, and all other stakeholders, and to further strengthen humanitarian response efforts, including by monitoring and evaluating the provision of their humanitarian assistance,

incorporating lessons learned into programming and consulting with the affected populations so that their needs are appropriately addressed;

27.   *Urges* all actors engaged in the provision of humanitarian assistance to fully commit to and duly respect the guiding principles contained in the annex to General Assembly resolution 46/182, including the humanitarian principles of humanity, neutrality and impartiality as well as the principle of independence, as recognized by the Assembly in its resolution 58/114 of 17 December 2003;

28.   *Calls upon* all States and parties in complex humanitarian emergencies, in particular in armed conflict and in post-conflict situations, in countries in which humanitarian personnel are operating, in conformity with the relevant provisions of international law and national laws, to cooperate fully with the United Nations and other humanitarian agencies and organizations and to ensure the safe and unhindered access of humanitarian personnel and delivery of supplies and equipment in order to allow humanitarian personnel to perform efficiently their task of assisting affected civilian populations, including refugees and internally displaced persons;

29.   *Calls upon* all parties to armed conflicts to comply with their obligations under international humanitarian law, human rights law and refugee law;

30.   *Calls upon* all States and parties to comply fully with the provisions of international humanitarian law, including all the Geneva Conventions of 12 August 1949,[3] in particular the Geneva Convention relative to the Protection of Civilian Persons in Time of War, in order to protect and assist civilians in occupied territories, and in this regard urges the international community and the relevant organizations of the United Nations system to strengthen humanitarian assistance to civilians in those situations;

31.   *Encourages* Member States, in cooperation with relevant United Nations humanitarian organizations, to ensure that the basic humanitarian needs of affected populations, including food, shelter, health, clean water, education and protection, are addressed as components of humanitarian response, including through providing timely and adequate resources with the aim of ensuring the immediate restoration of safe conditions of life, alleviating the immediate effects of humanitarian emergencies and contributing towards long-term recovery and reconstruction, while ensuring that their collaborative efforts fully adhere to humanitarian principles;

32.   *Recognizes* the Guiding Principles on Internal Displacement[4] as an important international framework for the protection of internally displaced persons, encourages Member States and humanitarian agencies to continue to work together, in collaboration with host communities, in endeavours to provide a more predictable response to the needs of internally displaced persons, and in this regard calls for continued and enhanced international support, upon request, for the capacity-building efforts of States;

33.   *Urges* Member States to continue to take the steps necessary to ensure the safety and security of humanitarian personnel, including medical personnel and humanitarian personnel exclusively engaged in medical duties, premises, facilities, equipment, transports and supplies operating within their borders, and in other territories under their effective control, recognizes the need for appropriate

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[3] United Nations, *Treaty Series*, vol. 75, Nos. 970–973.

[4] E/CN.4/1998/53/Add.2, annex.

collaboration between humanitarian actors and relevant authorities of the affected State in matters related to the safety and security of humanitarian personnel, requests the Secretary-General to expedite his efforts to enhance the safety and security of personnel involved in United Nations humanitarian operations, and urges Member States to ensure that perpetrators of crimes committed against humanitarian personnel on their territory or in other territories under their effective control do not operate with impunity and are brought to justice as provided for by national laws and in accordance with obligations under international law;

34.   *Also urges* Member States to continue to prevent, investigate and prosecute acts of sexual and gender-based violence in humanitarian emergencies, calls upon Member States and relevant organizations to strengthen support services for victims of such violence, and also calls for a more effective response in that regard;

35.   *Encourages* the United Nations and other relevant humanitarian actors to include as part of their risk management strategy the building of good relations and trust with national and local governments and to promote acceptance by local communities, and all relevant actors, in order to enable humanitarian assistance to be provided in accordance with humanitarian principles;

36.   *Emphasizes* the fundamentally civilian character of humanitarian assistance, and, in situations in which military capacity and assets are used to support the implementation of humanitarian assistance, reaffirms the need for their use to be undertaken with the consent of the affected State and in conformity with international law, including international humanitarian law, as well as humanitarian principles;

37.   *Encourages* Member States, the private sector, civil society and other relevant entities to make new contributions and to consider increasing and diversifying their existing contributions to humanitarian funding mechanisms, including consolidated and flash appeals, the Central Emergency Response Fund and other funds such as the country-based pooled funds, based on and in proportion to assessed needs, as a means of ensuring flexible, predictable, timely, needs-based and, where possible, multi-year, non-earmarked and additional resources to meet global humanitarian challenges, encourages donors to adhere to the Principles and Good Practice of Humanitarian Donorship,[5] reiterates that 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, recognizes the need for more diversified funding bases, and encourages the United Nations and humanitarian organizations to consider making further use of multi-year consolidated appeals, as appropriate;

38.   *Recognizes* that building preparedness is a long-term investment that will contribute to the achievement of humanitarian and development objectives, including a reduction in the need for humanitarian response, and therefore further encourages Member States, the United Nations system and other relevant actors to provide effective, predictable, flexible and adequate funding for preparedness and disaster risk reduction activities, including from humanitarian and development budgets, and stresses that international preparedness efforts reinforce and support national and local response capacities and institutions;

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[5] A/58/99-E/2003/94, annex II.

39.   *Welcomes* the initiative of the Secretary-General to hold the first World Humanitarian Summit in Istanbul, Turkey, in 2016, aimed at sharing knowledge and best practices in the humanitarian field to improve the coordination, capacity and effectiveness of humanitarian response, and requests the Office for the Coordination of Humanitarian Affairs to ensure an inclusive, consultative and transparent preparatory process;

40.   *Requests* the Secretary-General to reflect the progress made in the implementation of and follow-up to the present resolution in his next report to the Economic and Social Council and the General Assembly on the strengthening of the coordination of emergency humanitarian assistance of the United Nations.

29th plenary meeting
25 June 2014

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OCHA