



Economic and Social Council

Distr.: Limited
30 June 2023

Original: English

Committee for Programme and Coordination

Sixty-third session

30 May–30 June 2023

Draft report

Rapporteur: Mr. Rouven **Klein** (Germany)

Addendum

Programme questions: proposed programme budget for 2024

Programme 23

Humanitarian assistance

1. At its 15th meeting, on 8 June 2023, the Committee considered programme 23, Humanitarian assistance, of the proposed programme plan for 2024 and programme performance in 2022 ([A/78/6 \(Sect. 27\)](#)).
2. Representatives of the Secretary-General introduced the programme and responded to questions raised by the Committee during its consideration of the programme.

Discussion

3. Delegations expressed appreciation and support for the work of the Office for the Coordination of Humanitarian Affairs and the United Nations Office for Disaster Risk Reduction, underscored the critical leadership role undertaken by both offices in the provision of international response to humanitarian emergencies and in that regard welcomed the presentation of the respective programme plans for 2024. A delegation expressed its view that the capacities of both institutions should be strengthened in all phases of their work, including preparedness, mitigation, operational response and rehabilitation.
4. Some delegations acknowledged the active and indispensable role of the Office for the Coordination of Humanitarian Affairs in coordinating principled humanitarian action that ensured coherent, effective and consistent system-wide response strategies to meet the humanitarian needs of affected people in vulnerable situations. The delegations expressed their full support for the role that the Office played as the key organization of the international community to facilitate the transition from emergency relief to rehabilitation and sustainable development.



5. A delegation welcomed the initiatives planned by the Office for the Coordination of Humanitarian Affairs to enhance data gathering, sharing and analysis to ensure methodologically sound, evidence-based and informed strategic decisions on humanitarian response efforts, and the prioritization of limited humanitarian resources. In that regard, clarification was sought on how the Office planned, through its reform initiatives, to ensure that a quality, inclusive and evidence-based approach remained at the core of its humanitarian approach.

6. A delegation expressed its agreement with the overall strategy and results outlined in the programme plan for 2024, including the focus on improved policy and analysis, coordination of humanitarian action, humanitarian advocacy, disaster management, risk reduction and resource mobilization, which it opined would enable early action. The delegation expressed its view that successful implementation of the programme would be possible if the Office for the Coordination of Humanitarian Affairs prioritized its core mandated functions from the humanitarian programme cycle to gain access to information management, among others, through a robust field presence and headquarters support.

7. A delegation expressed its appreciation to the United Nations, and specifically to the Office for the Coordination of Humanitarian Affairs and the United Nations Office for Disaster Risk Reduction, for the quick mobilization of resources and support that it had provided in 2022 when its country had been hit by a hurricane. Another delegation expressed its gratitude to the United Nations system and the international community for their support provided in the aftermath of a devastating flood that had affected millions of lives and livelihoods in its country in 2022. The delegation noted that close coordination between the offices and other United Nations agencies and bodies was vital for the effective and efficient delivery of humanitarian assistance, and further expressed its appreciation for the offices' commitment in that regard. The delegation opined that the work of providing humanitarian assistance would benefit from an equitable global financial architecture that addressed the liquidity issues of debt-stressed countries that were facing humanitarian issues, which could also help the United Nations in its efforts. The same delegation requested further clarification on how the Office for the Coordination of Humanitarian Affairs and the United Nations Office for Disaster Risk Reduction planned to improve their preparedness for timely humanitarian assistance and facilitate the transition from relief to rehabilitation.

8. A delegation highlighted the importance of the coordination function between the Office for the Coordination of Humanitarian Affairs, other United Nations agencies, funds and programmes, and the United Nations system, which was essential in providing effective and efficient assistance during crises. The delegation further highlighted that priority should be given to women, children, older persons, persons with disabilities, migrants and persons in vulnerable situations. In that regard, the delegation expressed appreciation for the relationship between the Office and its government through the White Helmets programme, which was aimed at improving cooperation to reduce disaster risk and provide international humanitarian assistance within the current humanitarian frameworks and laws.

9. A group of delegations welcomed the programme's emphasis on the continued importance of cooperation and partnerships, including with local-level actors and international financial institutions, to enhance collective response to humanitarian crises. The delegations further noted the need for the continuous alignment of humanitarian, development and peace efforts to achieve shared goals and ensure that foreign aid reached more people in crisis. The delegations also acknowledged and expressed appreciation for the support and recognized the vital role that local humanitarian actors played, including by risking their lives on the front lines of crises to bring life-saving aid to millions of people.

10. A delegation recognized that a number of projects to address humanitarian crises could not always keep pace with the impacts of climate change and technological advances, and expressed the view that approaches taken should be as comprehensive as possible and should comply with international law and international humanitarian law.

11. A delegation recalled that its government had allocated 60 per cent of its humanitarian budget in a flexible and predictable way, notably through multi-annual contributions to the Central Emergency Response Fund and other pooled funds. The same delegation expressed its firm belief that such an approach enabled effective and appropriate response to urgent humanitarian needs.

12. Another delegation noted that the comments provided by its delegation in the previous session of the Committee were taken into account. The delegation further stated that it would submit additional written amendments to the text.

13. Under section I, “Office for the Coordination of Humanitarian Affairs”, with regard to the subsection entitled “Strategy and external factors for 2024”, and paragraph 27.7, a delegation welcomed the inclusion of a gender perspective and expressed its strong belief that women’s participation and leadership in humanitarian assistance was crucial and indispensable. Support was also expressed for the increased participation of local women representatives in affected populations in need of assessment and response planning, and for their participation in the briefings of the Office to the Security Council on the Syrian Arab Republic, Yemen and other humanitarian crises. Another delegation commended the inclusion of the reference to the most vulnerable in the programme plan, and opined that they were the ones who deserved special attention in the post-pandemic period. The delegation expressed its view that there was a need to implement a gender approach to humanitarian crises in all prevention and response actions since armed conflicts and humanitarian crises disproportionately affected women and children. The same delegation stressed the importance of focusing on the gender approach and the full and meaningful participation of women in decision-making. With regard to the use of the term “early action”, a delegation recalled that the term had been a subject of discussion the previous year and noted that the approved formulation had been “early warning early action systems”. The delegation further stated that it would have appreciated the use of the same formulation, as agreed the previous year.

14. With regard to subprogramme 1, Policy and analysis, a delegation highlighted the importance of continued evidence-based assessment of humanitarian needs. The delegation expressed its concern that, in the current digital age, where misinformation was widespread, some humanitarian crises could be downgraded by the constant rampaging of propaganda aimed at concealing the scale or even the existence of humanitarian needs.

15. Another delegation sought clarification on which mandate formed the basis of the use of the term “humanitarian diplomacy” reflected in result 1: consolidated analysis for more focused evidence-based policy discussions and analysis. The delegation expressed the view that the Office for the Coordination of Humanitarian Affairs seemed to only plan for the flagship initiative of the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, which, in its view, was not an ambitious objective for 2024, considering other existing contexts. The delegation expressed its concern that there were neither concrete objectives mentioned for the whole initiative nor key performance indicators nor an evaluation model, and clarification was sought on the views of the Office on these issues.

16. With regard to result 2: strengthened humanitarian assistance to address the growing impacts of the crisis of climate change, a delegation welcomed the efforts undertaken by the Office for the Coordination of Humanitarian Affairs to improve its

policy analysis activity in the face of increasing challenges, in particular the impact of climate change. Another delegation expressed the view that the Office seemed to only focus on four countries, presented in table 27.4, and enquired as to whether the four countries were the countries of the Emergency Relief Coordinator's Flagship Initiative, namely, Colombia, the Niger, the Philippines and South Sudan. Furthermore, with regard to the 2023 performance measure "road map for adapting humanitarian assistance to climate change developed by various stakeholders", delegations enquired about the status of the road map and whether it would be publicly accessible.

17. A delegation made reference to result 3: collective solutions for the protection of the humanitarian operating environment against emerging risks, and noted that the approach emanated from the Global Humanitarian Policy Forum. While it acknowledged the need for the approach, the delegation emphasized that the Forum only provided a summary report, which should not serve as the source of programme mandates. The delegation sought clarification on why the Forum was presented in the programme plan and stressed that the references and terms included in the programme plan should arise from intergovernmental mandates.

18. Support was expressed for the use of new technologies on the grounds that was presented under result 3: collective solutions for the protection of the humanitarian operating environment against emerging risks, and paragraph 27.28. A delegation enquired as to whether the Office could organize regular thematic briefings on successes and challenges in that area. Another delegation stressed the importance of finding a balance between the use of new technology and the importance of physical presence in the field while ensuring the protection of data, and further clarification was sought on that aspect of data protection. Clarification was sought on how the Office for the Coordination of Humanitarian Affairs had planned its research and analysis on the safe use of information and communications technology and how it would utilize and build on existing findings and mechanisms within the United Nations system, for example, the Office of Information and Communications Technology. The delegation further enquired about how the work of the Office for the Coordination of Humanitarian Affairs would adhere to and deal with the trend of using information and communications technology in an effective way in the long term.

19. With regard to subprogramme 2, Coordination of humanitarian action and emergency response, a delegation expressed its strong view of the need to operationalize both the new mandates and the established mandates to create a more coherent nexus between development, peace and humanitarian assistance. The delegation further noted that the humanitarian mandates for development and peace were an integral part of security and the New Agenda for Peace, and reiterated that that nexus would make the policies more innovative and effective. Another delegation highlighted the importance of the subprogramme and opined that the increased use of anticipatory approaches and early warning systems could assist in preventing massive loss of life while at the same time allowing more funds to be allocated to other humanitarian hotspots.

20. With regard to figures 27.I and 27.II, a delegation welcomed the positive results presented and commended the role of the Office for the Coordination of Humanitarian Affairs in the coordination of humanitarian action and emergency response.

21. With regard to result 1: strengthened humanitarian response planning, a delegation expressed the view that, on the basis of its experience, it was difficult to implement Joint Intersectoral Analysis Framework 1.0 in the humanitarian context due to high complexity and intensive needs of human resources. In that regard, the delegation noted that several Member States had raised concerns on whether there were enough capacities to implement Joint Intersectoral Analysis Framework 2.0. The

delegation further expressed its view that the target rate of 100 per cent implementation planned for 2023 and 2024 seemed unrealistic and asked the Office for the Coordination of Humanitarian Affairs for its views.

22. With regard to result 2: increased use of anticipatory approaches and early warning early action systems, and the performance measure for 2023 reflected in table 27.8, a delegation shared its understanding that the pilot phase would end in December 2022 and that it would be mainstreamed into the context of the Central Emergency Response Fund programme from 2023 onward. The delegation sought clarification on an update regarding the vision of the Office for the Coordination of Humanitarian Affairs for anticipatory action after the pilot phase. With regard to the performance measure for 2024, a delegation sought clarification on whether the target of 10 per cent of the Fund would be used for anticipatory action and, if that were the case, whether that should also be mentioned in that result as a deliverable. The Office's role in promoting early warning systems in mitigating disasters was also emphasized.

23. With regard to result 3: transforming humanitarian programming to improve the delivery of aid to people in need, and the performance measure for 2024 reflected in table 27.9, a delegation questioned whether the performance measure of 75 per cent of humanitarian country operations report simplified, shorter humanitarian programme cycle processes and improved ability to focus on delivery of humanitarian assistance was realistic, taking into consideration the Joint Intersectoral Analysis Framework.

24. With regard to subprogramme 3, Emergency support services, a delegation highlighted the significance of the unimpeded access of the Office for the Coordination of Humanitarian Affairs and other humanitarian actors to any area where humanitarian response was required. The delegation further expressed its regret that delivery of vital support to women, children and older persons in need of humanitarian aid could be hindered owing to political considerations.

25. With regard to subprogramme 4, Humanitarian emergency information and advocacy, a delegation expressed appreciation for the continued advocacy efforts undertaken by the Office for the Coordination of Humanitarian Affairs to raise awareness of humanitarian principles and the need for an adequate response to any humanitarian situation, considering that armed conflicts, threats to food security and many other drivers of humanitarian crises remained in place.

26. Another delegation acknowledged the programme performance reported in 2022 and the accomplishments of the Office for the Coordination of Humanitarian Affairs, including its development and use of the Horn of Africa drought data explorer, which brought together critical information on many interconnected issues, such as food insecurity, rainfall levels and conflict, and facilitated the tracking of developments by humanitarians towards better-informed decision-making. The delegation noted that the data explorer had helped to raise awareness of the needs of people affected by drought, as well as of acute food insecurity in the region, operational priority areas and the required funding.

27. With regard to the United Nations Office for Disaster Risk Reduction, delegations welcomed the strategy and results presented by that Office, which emphasized the importance of the Sendai Framework for Disaster Risk Reduction 2015–2030 and improved understanding of and the prevention of disasters.

28. With regard to result 1: scale up resilience at the local level through global partnership, and paragraph 27.122, a delegation sought clarification on the initiative “Making Cities Resilient 2030” and the innovative outreach model that had been adopted, which in its view seemed successful. The delegation sought further clarification on whether the model would be taken into consideration for the planned results for 2024.

29. A delegation expressed the view that the staffing composition of the Office for the Coordination of Humanitarian Affairs and the United Nations Office for Disaster Risk Reduction should be made more inclusive and diverse. The same delegation expressed its hope that both offices would take measures to improve geographical representation by recruiting more staff from underrepresented developing countries.

30. While matters relating to parts of the programme dealing with resources were not within the mandate of the Committee, a delegation emphasized that the regular budget was funded by Member States and, as such, its resources should be utilized only for the implementation of the decisions agreed upon by Member States, as reflected in the documents of the General Assembly and the Economic and Social Council.

Conclusions and recommendations

31. **The Committee commended the work carried out by the Office for the Coordination of Humanitarian Affairs in the face of increasing humanitarian needs and interlocking global challenges.**

32. **The Committee recommended that the General Assembly request the Secretary-General, in his capacity as Chair of CEB, to work towards further consolidating United Nations system mechanisms and capacities for ensuring the facilitation of the safe and unhindered humanitarian access of United Nations agencies to respond to the needs of affected people in situations of armed conflict and humanitarian emergencies, in full respect of the principles of humanity, neutrality, impartiality and independence.**

33. **The Committee recommended that the General Assembly request the Office for the Coordination of Humanitarian Affairs 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 relevant stakeholders to ensure the effectiveness of humanitarian response.**

34. **The Committee appreciated the efforts of the Office for the Coordination of Humanitarian Affairs and recommended that the General Assembly encourage the Office to continue to ensure the timely, coherent, coordinated and principled response of the international community to natural disasters and complex emergencies and to facilitate the transition from emergency relief to rehabilitation and sustainable development.**

35. **The Committee underlined the importance of better integrating disaster risk reduction into humanitarian response and also highlighted the critical role of the United Nations Office for Disaster Risk Reduction in continuing to strengthen its coordination within the United Nations system, including its support to United Nations country teams and resident coordinators in integrating disaster risk reduction and resilience into common country analyses and the United Nations Sustainable Development Cooperation Framework.**

36. **The Committee also underlined the importance of anticipatory approaches and early warning early action systems, and the need to improve them in the humanitarian system, and of scaling up resilience in cooperation and collaboration with national Governments and relevant authorities, as well as regional and subregional organizations, as appropriate.**

37. **The Committee recommended that the General Assembly approve the programme narrative of programme 23, Humanitarian assistance, of the proposed programme budget for 2024, subject to the following modifications:**

I. Office for the Coordination of Humanitarian Affairs

Overall orientation

Paragraph 27.3

Replace “early action and anticipatory approaches” with “anticipatory approaches and early warning early action systems”.

Replace “early action and a prompt” with “timely and effective”.

Paragraph 27.6 (a)

Replace “other disasters” with “other factors”.

Paragraph 27.6 (c)

Before “disasters” delete “other”.

Replace “, including armed conflicts,” with “and armed conflicts”.

After “conflicts” insert “and humanitarian crises”.

Paragraph 27.7

Delete “For example, the Office promotes gender equality and the empowerment of women and girls through its action plans, inter-agency policies and tools, and its senior advisers were deployed in support of humanitarian coordinators and humanitarian country teams.”.

Paragraph 27.9

Replace “In line with” with “Noting”.

Delete “, in line with the Charter on Inclusion of Persons with Disabilities in Humanitarian Action”.

Delete “and rights”.

Paragraph 27.11

Delete “For example, the 2022 Global Humanitarian Policy Forum was conducted virtually, which enabled the engagement of approximately 6,000 participants from across all regions”.

Subprogramme 1 Policy and analysis

Paragraph 27.23

Before “access” insert “humanitarian”.

Delete “and humanitarian diplomacy”.

Delete “, which met the planned target, with more than 6,000 participants from 145 countries (75 per cent from the global South) in the Forum in 2022, representing a 200 per cent increase in participation compared with 2021”.

Table 27.4

Column “2022 (actual)”

Delete “ for example, the call by the Inter-Agency Standing Committee for”

Column “2024 (planned)”

After “adverse” insert “ effects of”.

Replace “events” with “change”.

In the title of result 3, replace “collective solutions for the protection of the humanitarian operating environment against emerging risks” with “addressing emerging risks on the humanitarian operating environment”.

Paragraph 27.28

After “principles of” insert “humanity,”.

Subprogramme 2

Coordination of humanitarian action and emergency response

Paragraph 27.34

Replace “by a mixture of conflict” with “by a mixture of armed conflicts, natural disasters”.

Replace “climate shocks” with “adverse impacts of climate change”.

Delete “health”.

Replace “time-sensitive” with “timely”.

Table 27.8

Column “2023 (planned)”

Replace “climate-related natural disasters” with “disasters related to climate change”.

Paragraph 27.40

Replace the existing text with the following:

“The humanitarian programme cycle consists of a set of interlinked tools to assist the Resident and Humanitarian Coordinator and the humanitarian country team to improve humanitarian assistance and protection. The implementation of the cycle is increasingly challenged by the growing humanitarian needs, complex operating environments, evolving global expectations and mismatch between capacities and resources. There is a need to balance rigorous needs and response analysis with contextual flexibility. The subprogramme has been examining the ways in which coordination mechanisms can continue to be improved.”.

Paragraph 27.41

Delete “improved prioritization within”.

After “targeting of beneficiaries” insert “based on need”.

Table 27.9

Column “2022 (actual)”

Delete “cycle facilitation package for 2023,”.

**Subprogramme 3
Emergency support services**

Paragraph 27.53

Replace “timely access” with “safe and unimpeded humanitarian access”.

Paragraph 27.54

After “involved in” insert “armed”.

Replace “by enhancing the use of humanitarian negotiations and humanitarian diplomacy” with “in order to establish and maintain humanitarian access and, in so doing, fulfil humanitarian needs.”.

After “unimpeded” insert “humanitarian”.

After “older persons and ethnic and religious minorities” insert “, within the mandate of the Office”.

Table 27.11

In item 3, replace “environmental emergency response” with “emergency response to disasters, natural hazards and adverse effects of climate change”.

Paragraph 27.59 (a)

Delete “unimpeded and”.

Table 27.12

Column “2022 (actual)”

Replace “on the frontline of the response” with “in the closest proximity to those in need”.

II. United Nations Office for Disaster Risk Reduction

Programme of work

Paragraph 27.112

After “taking into account climate change” delete “risk”.

Paragraph 27.114

Replace “ In line with” with “Noting”.

Paragraph 27.116

Replace “The Bali Agenda for Resilience, the summary of the seventh session’s proceedings,” with “and”.

Paragraph 27.126

Replace “Climate and disaster risk analytics” with “Climate change and disaster risk analytics”.