

**UNFPA**

Policy Title	Policy and Procedures for Emergency Response
Document Identifier	PPM/EPP/2024/1
Previous title (if any)	UNFPA Fast Track Procedures and The UNFPA Standard Operating Procedures for Humanitarian Settings (2017) and The UNFPA Standard Operating Procedures for Humanitarian Settings (2017)
Policy objective	This policy guides UNFPA personnel in responding to rapid onset emergencies and the sudden deterioration of protracted crises.
Target audience	This policy applies to all UNFPA personnel at headquarters (HQ), regional offices (RO), sub-regional offices (SRO) and country offices (CO), particularly those involved in emergency response.
Risk control matrix	Control activities that are part of the process are detailed in the <a href="#">Risk Control Matrix</a>
Checklist	Checklist tool can be found in Annex 1
Effective date	01 March, 2025 At the time the policy goes into effect, any country operating under the FTPs will remain so until the expiration of their approved period or any granted extension.
Revision History	Issued: 12 December 2024
Mandatory review date	12 December 2027
Policy owner unit	Humanitarian Response Division
Approval	<a href="#">Link to signed approval template</a>

Effective date of policy: 1 March 2025

**EMERGENCY POLICY AND PROCEDURES****TABLE OF CONTENTS**

I. Purpose	2
II. Policy	3
A. Classification, Activation, Extension and Deactivation of an Emergency	5
B. Changes in Emergency Classification	8
C. Mandatory Response Activities and Deliverables	8
D. Multi-Country, Multi-Regional or Global Emergencies	10
E. No-Regrets Approach	10
F. Policy Deviations and Delegations of Authority	12
III. Procedures	13
A. Step 1 - Crisis Monitoring and Request for Emergency Activation	13
B. Step 2 - Emergency Activation	15
C. Step 3 - Implementation of Emergency Response	16
D. Step 4 - Deactivation or Extension	19
E. Step 5 - After Action Review	20
F. Evaluation	21
G. Changes in Classification	21
H. EPP Secretariat	22
I. No Regrets Approach - Ad hoc No Regrets Decisions and ERM Escalation	22
J. Programme Criticality	24
IV. Other	24
A. Emergency Operations Handbook (EOH)	24
B. Operational Policies and Procedures to Support Programme Implementation	25
1. Supply Management	25
2. Human Resources	44
3. In Kind Contributions	60
4. Facilities and Fleet	62
5. Emergency Telecommunications	64
6. Audit and Investigations	64
7. Further Exceptions/Special Measures	65
V. Process Overview Flowcharts	66
VI. Risk Control Matrix	69
VII. Annexes	69
Annex 1: Timelines for Actions and Deliverables	70

Annex 2: Definitions	72
Annex 3: The EPP Secretariat – Terms of Reference	76

## I. Purpose

The UNFPA Emergency Response Policies and Procedures (EPPs) outline how UNFPA responds to rapid onset emergencies as well as sudden deterioration of protracted emergencies.<sup>1</sup> It articulates a structured and strategic approach for responding to rapid onset emergencies and the sudden deterioration of protracted crises, with clear roles, responsibilities and time-bound deliverables in order to successfully implement lifesaving interventions in line with UNFPA's mandate.

This policy establishes the overarching framework for UNFPA's engagement in emergency response and outlines critical policy and procedural deviations, based on its mandate and inter-agency commitments, including as a member of the Inter-Agency Standing Committee (IASC). The policy focuses on the relatively brief period between the onset or identification of an imminent crisis and the subsequent steps the organization takes to classify, coordinate and scale up its support to the affected country office(s). This period is context-specific, but on average lasts six months with a possible three-month extension.<sup>2</sup>

When responding to crises, UNFPA does not operate under its standard business model; instead, it adopts a “no-regrets approach”<sup>3</sup> and scales-up its corporate support to country offices during the duration of the activation period. The goal is to enhance readiness, facilitate systematic and impactful interventions, and uphold principles of preparedness and inter-agency collaboration.

This policy establishes a framework for classifying, activating, and deactivating<sup>4</sup> emergencies as Level 1, 2, or 3. The policy assigns specific roles and responsibilities to country, regional offices, and headquarters business units, including the Humanitarian Response Division (HRD) and the Office of the Executive Director (OED), depending on the level of emergency. These procedures enable UNFPA to effectively coordinate humanitarian action by outlining clear roles, responsibilities, and processes for rapid deployment and efficient crisis management. This policy specifically details:

- Criteria for emergency classification into Level 1, Level 2, or Level 3.
- Procedures for the activation, extension, and deactivation of emergency classifications.

---

<sup>1</sup> Emergency response is broadly defined as a response to sudden-onset and escalating protracted crises, conflict, and disasters.

<sup>2</sup> The EPPs can also apply to a protracted crisis when a significant change (i.e., escalation) has occurred.

<sup>3</sup> The UNFPA definition of “no regrets approach” can be found on page 12, and procedure for application can be found on page 26.

<sup>4</sup> **Classification:** Classification is the process during which the country office head of unit, regional office head of unit, Office of the Security Coordinator, and the Humanitarian Response Division classify an emergency as Level 1 (L1), Level 2 (L2), or Level 3 (L3) based on the five IASC (Inter-Agency Standing Committee) indicators: scale, urgency, complexity, capacity, and reputational risk. **Activation:** Activation is the formal process of initiating a coordinated response to an emergency. **Extension:** Extension is the process of prolonging the duration of an active emergency response with an additional three months. **Deactivation:** Deactivation is the formal process of transitioning to a recovery period or to a protracted response.

- Oversight and coordination structures, including defined duties of country offices, regional offices, headquarters business units including Humanitarian Response Division, and the Office of the Executive Director, based on the emergency level.
- Stipulated timelines and minimal deliverables for each emergency level, across all programmatic and operational areas, to enable efficient and effective emergency response implementation, as well as overall emergency management.
- Policy modifications and deviations, including increased delegations of authority, for different operational areas.

The EPPs are guided by the humanitarian principles of humanity, impartiality, neutrality, and independence, as endorsed by the two key General Assembly resolutions: UNGA Resolution 46/182 and UNGA Resolution 58/114. UNFPA adheres to key global humanitarian standards and principles and its work is guided by a human-rights based approach. UNFPA's humanitarian action aspires to leave no one behind and to be held to account by the affected people it seeks to support, including persons with disabilities. UNFPA is committed to preventing sexual misconduct and has zero tolerance for sexual exploitation and abuse and sexual harassment in all contexts.

## II. Policy

This policy outlines how UNFPA responds to emergencies, identifies control actions to mitigate risks related to the process and establishes the following:

1. All UNFPA country offices are required to implement Minimum Preparedness Actions (MPAs) in order to ensure the best possible response to an emergency, as laid out in the UNFPA Minimum Preparedness Actions Guidance.
2. The first step in activating the emergency procedures is to classify the emergency response level as a Level 1 (L1), Level 2 (L2) or Level 3 (L3) emergency based on an analysis of five criteria: scale, urgency, capacity, complexity, and risk of failure to deliver effectively and at scale.<sup>5</sup>
3. The emergency response level determines the organization's level of corporate engagement in support of country offices. While the magnitude of an event is instructive, it is not the sole deciding factor; the crisis response level is ultimately determined by the amount of support required by the country office, the urgency and the importance for UNFPA to respond timely and at scale.
4. The UNFPA country office head of unit in the affected country is accountable for the implementation of the emergency response across all three levels of the emergency.

---

<sup>5</sup> These response levels are guided by, but are not directly linked to, IASC processes such as the [SCALE-UP protocol](#).

5. Classification of an emergency must be determined based on the [Emergency Classification Criteria](#)<sup>6</sup> in line with:
- 5.1. An **L1 emergency** is classified as such when the UNFPA country office and/or the national government have adequate capacity to respond to the crisis but require temporary additional operational flexibilities without the need for significant additional temporary support from regional or headquarters levels.
  - 5.2. An **L2 emergency** is classified as such when the capacity of the UNFPA country office and/or affected national government is insufficient without a scale-up of capacity and resources to respond to the crisis, wherein the regional office has sufficient capacity to support the coordination and implementation of lifesaving activities without significant engagement from headquarter business units.
  - 5.3. An **L3 emergency** is classified as such when the crisis significantly overwhelms the capacity of the country office and/or the national government, requiring an exceptional level of headquarter support, given the scale, complexity, or urgency that may pose a serious reputational risk to the organization; and, wherein the regional office does not have sufficient capacity to support the coordination and implementation of lifesaving activities without significant engagement from headquarter business units.
  - 5.4. **No Classification required:** When the UNFPA country office and/or the national government have adequate capacity to respond to the crisis, and does not require application of EPPs and additional support from regional and headquarter business units to respond to the crisis.
6. Table 1 outlines the responsibilities related to the implementation, support, and oversight of the emergency response:

**Table 1:** Responsibilities on the implementation, support, and oversight of the emergency response

Action	L1	L2	L3
Accountable for the implementation of emergency response	UNFPA country office head of unit		
Responsible for ensuring the country office receives sufficient support throughout the response		Regional Director	

<sup>6</sup> In the event of a lack of consensus the EPP Secretariat will escalate the decision to DED-M.

Responsible for ensuring the country office AND regional office receives sufficient support throughout the response			Director, Humanitarian Response Division
Oversight over implementation of deliverables and activities in line with the timelines defined in this policy	Country office head of unit	Regional Director	Director, Humanitarian Response Division
Compliance to requirements for After Action Review	Country office head of unit	Regional director	Director, Humanitarian Response Division

#### A. Classification, Activation, Extension and Deactivation of an Emergency<sup>7</sup>

7. The affected country office(s), the respective regional office(s), and the Office of the Security Coordinator (OSC), and the HRD are responsible for jointly classifying the emergency level.
8. Following a trigger,<sup>8</sup> the country office head of unit, regional director, Director of HRD or the Chief, Office of the Security Coordinator (OSC) can initiate a request for classification through the EPP secretariat.
9. The EPP secretariat<sup>9</sup> must call for an emergency classification meeting with HRD, OSC, the regional director, and the country office head of unit within 24 hours of the request for classification to discuss and agree on the level of classification.
10. Classification of an emergency must be agreed by consensus, and must be based on the [Emergency Classification Criteria](#).<sup>10</sup>
11. Following the classification of the emergency, the emergency procedures must be activated as follows:
  - 11.1. Submit a formal [activation form](#) within 24 hours of the emergency classification meeting as follows based on the recommended classification level:

<sup>7</sup> Upon activation the EPPs apply to the entire country office programme, irrespective of geographical scope of the crisis within the country.

<sup>8</sup> Sudden-onset crises and/or substantial deterioration of a humanitarian situation triggered by natural and human-induced hazards or conflict.

<sup>9</sup> More details on EPP secretariat can be found in VII. Annexes (Annex 3).

<sup>10</sup> In the event of a lack of consensus the EPP Secretariat will escalate the decision on emergency classification to DED-M.

- 11.1.1. L3: HRD develops and submits the form to the Deputy Executive Director, Management (DED-M) keeping regional office(s) and the country office(s) in copy.
- 11.1.2. L2: Regional Director develops and submits the form to the director, HRD keeping the country office in copy.
- 11.1.3. L1: Country office head of unit develops and submits the form to the respective regional director keeping HRD in copy.
- 11.2. Within 24 hours of receipt of the formal activation form the DED-M (for an L3), Director HRD (for L2) or regional director (for L1) must activate the emergency response by signing the activation form or reject the request for activation.
- 11.3. Upon activation, the EPP secretariat must send an [email to all staff](#) activating the emergency.
- 11.4. Upon activation of an emergency, country, regional and headquarters units are required to apply the EPP coordination structure, timelines and delegations of authority and processes to enable an immediate and effective response as indicated in [Annex 1](#).
- 11.5. Activation of an emergency under the EPPs is authorized for an initial period of six months with a possible three-month extension, with the following exceptions:
- 11.5.1. A formal activation of an IASC scale-up emergency as per section [II.B.20](#) of the EPPs.
- 11.5.2. A change in classification from L1 to an L2/3 or an L2 to an L3 as per section [II.B.21](#) of the EPPs.
- 11.5.3. In exceptional circumstances, the DED-M may authorize an ad hoc extension beyond 9 months based on recommendation from the Director, HRD. This is applicable to all L3, L2 and L1 classifications.
- 11.6. A crisis response team<sup>11</sup> meeting must take place within 24 hours of activation according to the following (table 2):

**Table 2:** Crisis Response Team meeting structure

	L1	L2	L3
Timing of first CRT meeting	Within 24 hours of activation		

<sup>11</sup> See details on the CRT in section II.C of this policy.



Responsible for calling the first meeting	Country office head of unit	Regional director	HRD Director through the EPP secretariat
Standard agenda and invitation	<a href="#">Invite and agenda</a>	<a href="#">Invite and agenda</a>	<a href="#">Invite and agenda</a>
Chair of CRT	Country office head of unit	Regional director	Director, HRD
Participation in line with the <a href="#">Standard invite list</a>	Personnel from country office and select regional office functions	Personnel from regional office, country office and select headquarter business units	Headquarters business units, regional and country office personnel
Timing of the second required CRT meeting <sup>12</sup>	Following the submission of the draft Emergency Response Plan (as noted in Annex 1)		
Timing of third required CRT meeting	5 months following activation to determine the need to extend or deactivate the crisis at the end of the 6 months period following initial activation.		

- 11.7. Within the course of the response, when there is a lack of consensus on specific decisions or other bottlenecks within the respective CRT, the Director HRD (for L3), regional director (for L2) and country office head of unit through the regional director (for L1) can raise the issue to the DED-M for final decision.
- 11.8. If the respective CRT recommends an extension, then an extension of 3 months may be authorized. A [crisis classification extension form](#) must be signed by the DED-M (L3), Director HRD (L2) and regional director (L1).<sup>13</sup> Extensions can only be granted one time after the initial activation.
12. The allocation of emergency funds, prepositioned stocks, and Global Emergency Response Team, will be informed by the classification level, in line with the criteria for emergency response provisions (see table 3 within the procedures section [III.A](#)).

<sup>12</sup> This is the minimum requirement for CRT to meet specifically after this deliverable is finalized. The CRT should, and will likely, meet more frequently during the early days of a crisis response. CRTs are encouraged to meet as frequently as necessary and agreed within the CRT forum.

<sup>13</sup> In extreme circumstances, the DED-M may authorize an ad hoc extension beyond 9 months based on recommendation from HRD Director. This is applicable to all L3, L2 and L1 classifications.

13. Upon activation of an L1, L2, or L3, the country office is given the authority to apply the flexibilities outlined in section IV of this policy and integrated into other relevant policies.<sup>14</sup>
14. The flexibilities made available to the country offices supersede other respective corporate policies and procedures covering that operational area, and may be leveraged by the country office, during the time of activation and up to three months after the deactivation period.<sup>15</sup>
  - 14.1. Any headquarters business unit, regional office or country office conducting activities on behalf of a country office designated as an L1, L2, or L3 can invoke the flexibility outlined in the “operational policies” detailed in section IV of this policy for those activities only.

## **B. Changes in Emergency Classification**

15. In the case of an IASC activation of a system wide scale-up, a UNFPA internal L3 classification will be triggered irrespective of pre-existing internal crisis level. In this case the internal emergency classification period aligns with the IASC scale-up period.
16. At any point in time, the L1/L2 CRT may recommend a change in classification to the EPP secretariat.
  - 16.1. The EPP secretariat is responsible for calling a crisis reclassification meeting within 24 hours of the request with the participation of HRD, OSC, regional office and country office.
17. When a re-classification is decided, the designation period, timelines and deliverables reset to zero.

## **C. Mandatory Response Activities and Deliverables**

18. In L1, L2, and L3 emergencies the CRT must meet at a minimum of 3 times<sup>16</sup> during the period of activation. (1) following the activation; (2) following the submission of the draft Emergency Response Plan; (3) in month 5 to determine extension or end of activation.
19. The country office head of unit is responsible for the development of a draft [Emergency Response Plan](#) in L1, L2, and L3 emergencies within 3 weeks following the activation.

---

<sup>14</sup> As an example please see the Guidance Note on Programme Flexibility in Humanitarian Situations and the Petty Cash Policy.

<sup>15</sup> Processes initiated under the operational policies in annex 1 of the EPPs, during the period of emergency designation may be completed within a period of 3 months after the end of designation period.

<sup>16</sup> During the first CRT meeting, a meeting frequency should be agreed depending on the dynamics of the emergency. In the beginning of large scale emergencies this frequency will likely be greater than after the crisis stabilizes.

The Emergency Response Plan is a living document which will be modified and maintained over the course of the response.

- 19.1. The EPPs recognise the different complexities and scales of different emergencies, as such the deliverables within the EPPs, and those detailed within the timelines, are meant to serve as a guide for taking informed decisions on the scale and scope of UNFPAs response in a consistent and organized manner.
- 19.2. In the event that a crisis is contained to a specific region of a country, the response plan, and its associated deliverables should focus on activities related directly to the response to the crisis.
- 19.3. In the event that (1) the crisis spreads beyond the initial region(s) affected, or (2) multiple crises within the country are occurring within the activation period, the response plan and associated deliverable must be updated to reflect UNFPAs response across the country.
20. Country offices are permitted to implement activities within the Emergency Response Plan, which fall outside of the pre-existing results framework linked to the Country Programme Document (CPD).
21. Country offices are responsible for the development of a [deactivation and transition plan](#) in L1, L2, and L3 emergencies before the emergency classification period expires.
22. Country offices, regional offices, and headquarter business units are responsible for the implementation of specific activities and deliverables in L1, L2, and L3 emergencies respectively, in line with the [response timelines](#) in [Annex 1](#) of this policy.
23. The Humanitarian Response Division is responsible for the coordination of [After Action Reviews](#) (AARs) for L1, L2, and L3 emergencies within one month following the end of the activation period.
24. The Humanitarian Response Division is responsible for consolidation of lessons learned from AARs and the integration into modification of processes, as well as the development and consolidation of tools and resources.
25. In the case that the security situation devolves to the point where programme activities are not possible, the chair of the CRT may authorize the temporary suspension of the implementation of timeline deliverables.<sup>17</sup> When the security situation stabilizes and there is possibility to implement programmatic activities the chair of the CRT applies one of the following:
  - 25.1. If the suspension is less than 21 days, the timeline implementation continues from where it was suspended.

---

<sup>17</sup> Flexibility provided by the operational policies in [annex 1](#) of the EPPs continue to apply during this period.

- 25.2. If the suspension is 21 days or more, then the classification period resets to zero and the timeline implementation restarts.

#### **D. Multi-Country, Multi-Regional or Global Emergencies**

26. When an emergency impacts multiple countries across multiple regions, the classification of an L3 emergency must be automatically applied to all affected countries. In this case the Director, HRD will fill out the activation form and submit directly to DED-M.
27. When an emergency impacts multiple countries within one region, the classification of an L2 emergency must be automatically applied to all affected countries.<sup>18</sup> In this case the Regional Director will fill out the activation form and submit directly to the Director, HRD.
28. When global emergencies are of such a scale which affect the organization in its entirety,<sup>19</sup> a global L3 emergency can be activated. In this case, the timelines and deliverables associated with this policy do not automatically apply to all countries. The Director, HRD, in collaboration with OED, will issue specific emergency response guidance, depending on the nature of the emergency.

#### **E. No-Regrets Approach**

29. UNFPA's "No Regrets" approach prioritizes the timely delivery of lifesaving sexual and reproductive health and GBV programming in emergencies, especially for women and girls, by ensuring swift and decisive action even before all dimensions of the emergency are fully known, and before they intensify further. Under this approach, UNFPA commits to deploying additional capacity and resources, taking flexible decisions aimed at increased operational efficiency, and mobilizing necessary resources proactively to implement emergency responses, even if these measures ultimately prove to be beyond what was needed or pose a risk of financial losses or other risks (e.g. due to product quality issues related to programme supplies procured and delivered for emergency response).
30. Acting on a "No Regrets" basis, heads of units, regional and headquarters directors must adopt a risk-informed approach (considering both the risks of action as well as of inaction) to ensure timely delivery of lifesaving programming and document the justification for such actions. If acting on a "No Regrets" basis, they should be able to document that their actions as well as risk mitigation measures were reasonable and based on the information and resources available at the time.
31. Application of the no-regrets approach comes into force within country or regional offices with activated emergencies under the Emergency Policy and Procedures (EPPs).

<sup>18</sup> In the event that the regional director believes that the designation should be an L3, the EPP secretariat will call for a classification meeting to determine the level.

<sup>19</sup> A crisis of such magnitude that it affects UNFPA Staff, operations, and programmes in the majority of locations in which the organization operates (i.e. global pandemics).

32. In addition to the application of this approach by country offices, regional offices and headquarter business units in response to specific emergencies, headquarters and regional offices are permitted to apply the approach as a component of institutional preparedness for imminent risks.
33. Operationalization of a “No Regrets” approach by UNFPA under the EPPs includes two core components (1) decentralization of decision making (as per section IV of this policy), and (2) a structure for risk informed decisions as per section [III.I](#) of the EPPs.
- 33.1. (1) Country office heads of unit, regional directors, HRD Director and other headquarter business unit directors are required to take immediate and decisive actions to provide life-saving assistance and protection within UNFPAs mandate. This is operationalized within the EPPs as per section IV through increased delegation of authority for specific processes which go beyond those provided in UNFPA’s regular policies and procedures.
- 33.2. (2) Decisions must consider both the risks of action and inaction, ensuring that decisions are reasonable and based on currently available information and resources. This includes:
- 33.2.1. Emergency classification as embedded in section [II.A](#) of this policy, and corporate upfront investments in staff time, human resource deployments and financial allocations, embedded throughout the EPPs.
- 33.2.2. The head of unit is permitted to take risk-informed “**Ad Hoc No Regrets Decisions**” which are outside of the regular corporate procedures, or specific exemptions already provided under section IV of this policy, through the use of the [Template for Ad Hoc No Regrets Decisions](#).
- 33.2.2.1. In humanitarian contexts, UNFPA may accept higher levels of risks for specific categories, such as operational and fiduciary risks, as long as the rationale for the decision and mitigating measures are built into the programme documents with resource requirements. It is up to the discretion of the signing authority to determine if the risks assessed are justified, within this framework.
- 33.2.2.2. In the event that the signing authority determines that the risks assessed are not justified within this framework, then decisions must be escalated to the relevant risk committee as per the ERM framework.
- 33.2.3. **Enterprise Risk Management Risk escalation:** When the available risk response options<sup>20</sup> (as per the ERM) would not allow heads of the unit to

---

<sup>20</sup> "the process whereby risk response options (reduce, share, accept, avoid) are examined, cost-benefit analyses performed, a response strategy formulated, and risk response plans developed." ERM Policy.

manage the risks within the established risk appetite levels, they must escalate<sup>21</sup> to the appropriate management level as per the ERM (as defined in the [ERM Guidebook](#)).<sup>22</sup> Risk threshold should be assessed and determined via the [Template for Ad Hoc No Regrets Decisions](#) compliant with the ERM approach.

34. Based on the high risk appetite for delivery of lifesaving interventions, UNFPA may accept potential financial losses or other tangible losses (e.g. product quality concerns that may arise from delivery of programme supplies) within the no regrets approach when responding to an emergency if it means prioritizing expedited decision-making and enhancing response capacity.
35. All consideration should be made by the country office head of unit, regional office director, and HRD director respectively for considering possible risks to “Do No Harm” when approving ad hoc no regrets decisions.

#### **F. Policy Deviations and Delegations of Authority**

36. UNFPA has introduced and gradually mainstreamed into relevant policies and processes a number of specific procedures intended to enable country offices to work quickly to implement crisis response programming. This has allowed the organization to accelerate response activities and implement programmes more efficiently.
37. In addition to these pre-existing policies and procedures, these EPPs establish additional policy and procedural deviations from existing policies and extra delegations of authority for countries with activated emergencies. **Within section IV of this policy, the EPPs outline clear exceptions to existing corporate procedures** for:
  - [Supply Management - Section IV.B.1.](#)
  - [Human Resources - Section IV.B.2.](#)
  - [In-Kind Contributions - Section IV.B.3.](#)
  - [Facilities and Fleet - Section IV.B.4.](#)
  - [Emergency Telecommunications - Section IV.B.5](#)
  - [Audit and Investigation - Section IV.B.6](#)
  - [Further exceptions / Special Measures - Section IV.B.7](#)

---

<sup>21</sup> Escalation: the process established to bring risks assessed to be outside the defined risk appetite levels to the attention of the levels of management with authority for decisions regarding the most appropriate risk response.

<sup>22</sup> ERM Policy, figure 7, p. 14.

### III. Procedures



#### A. Step 1 - Crisis Monitoring and Request for Emergency Activation

43. Please see [Section V](#), Figure 1.
44. Country offices, regional offices, OSC, and HRD are responsible for maintaining regular environmental scanning of potential new or developing emergency situations.
  - 44.1. UNFPA recognizes the importance of investing in emergency preparedness. While preparedness is context specific, there are certain principles which are common to all country contexts. It is mandatory for UNFPA country offices to carry out Minimum Preparedness Actions (MPAs) to ensure that UNFPA is fit for purpose to achieve positive outcomes in emergency response, and it is advised that countries with moderately-high to very high risk contexts go beyond the MPAs, to implement Advanced Preparedness Actions.<sup>23</sup>
45. Following a trigger event, the country office, regional office, HRD, or OSC may request the EPP secretariat to convene an emergency classification meeting.
46. The EPP secretariat will convene the meeting within 24 hours of the request, including the country office, regional office, HRD and OSC. In the event that multiple countries or regions are affected, all relevant country and regional offices will be included.
47. In advance of the meeting, the country and regional office(s) should identify and consolidate key [baseline information](#),<sup>24</sup> to inform the discussion linked the crisis classification criteria.
48. During the meeting, led by the EPP secretariat, consideration on scale, complexity, urgency, capacity, and reputational risk will be discussed and consensus will be reached on the crisis classification level.

<sup>23</sup> Inter-Agency Advanced Preparedness Actions (APAs) are designed to guide a Humanitarian Country Team (HCT) to an advanced level of readiness to respond to a specific risk. Internal UNFPA Advanced Preparedness Actions (APAs) are designed to guide a UNFPA country office to an advanced level of preparedness for UNFPA operations in line with the interagency framework. Unlike MPAs, APAs are risk-specific. They build on MPAs already in place. The APA checklist includes essential preparedness actions which, though they are not specifically linked to the development of a contingency plan, complement and support the contingency planning process.

<sup>24</sup> Baseline information refers to information that the regional office should prepare ahead of the meeting, in relation to the 5 IASC indicators: Scale, Urgency, Complexity, Capacity and Reputation risk.

49. As part of the initial meeting, the country office, regional office, HRD, and OSC will also agree on the initial resource(s) allocation required to kickstart the response as outlined in Table 3 below.
50. UNFPA classifies humanitarian emergencies in three levels based on the scale, magnitude and severity of the emergency and uses the following criteria:
- 50.1. **Scale** - proportion of affected population and size of affected areas, specifically UNFPA targeted populations;
- 50.2. **Urgency** - insert the forecasted deterioration of the crisis, number of people displaced; crude mortality rates; decreased access to lifesaving support; critical protection risks;
- 50.3. **Capacity** - low levels of local or international response capacities, including lack of required specialized or technical expertise; needs outweigh the capacity to respond; inadequate humanitarian leadership:
- 50.3.1. National System - based on UNCT feedback on government capacity (*e.g., lack of national financing to respond, government ministries not functioning, changes to national government process and staff capacity*).
- 50.3.2. United Nations system (*e.g., existence of Humanitarian Country Team (HCT) with Humanitarian Coordinator (HC) in the country, clusters activated, United Nations relationship with affected community/government, etc.*).
- 50.3.3. UNFPA (*e.g., adequate security infrastructure, operational presence, IP capacity, specific humanitarian personnel in place*);
- 50.4. **Complexity** - multi-layered emergency; presence of a multitude of actors; high risks of politicization; lack of humanitarian access; high security risks to humanitarian actors;
- 50.5. **Risk of failure to deliver effectively and at scale** - risk of non-response on UNFPA reputation with affected communities, national government, humanitarian partners and donors (*e.g., violations of human rights and international humanitarian law; exacerbation of food insecurity; deterioration of civil unrest*).

**Table 3:** Initial emergency response provisions<sup>25</sup>

<i>What is available depending on resource availability</i>	L1	L2	L3

<sup>25</sup> All suggested funding levels are conditional on EF/HTF approval and fund availability. The HRD director can decide, in exceptional cases, to change (increase or decrease) the allocation ceilings in view of specific needs and opportunities.



Immediate allocation of un-earmarked seed funding for operational scale up <sup>26</sup>	Up to \$50,000	Up to \$100,000	Up to \$200,000
Potential additional emergency funding asks	See guidance. <sup>27</sup>	Up to \$400,000	Up to \$800,000
Deployment of the Global Emergency Response Team (GERT)	Not applicable.	Yes. Priority is given to L3.	Yes.
Dispatch of prepositioned supplies <sup>28</sup>	If and as needed.		
Operational flexibilities	Yes, throughout the duration of the crisis.		

51. The business unit responsible for coordination and oversight of the response is always responsible for the submission of the formal request for activation. Following the meeting:

- 51.1. L3: HRD develops the formal [activation form](#), consolidating discussions, and submitting to DED-M within 24 hours of the emergency classification meeting.
- 51.2. L2: Regional office develops the formal [activation form](#), consolidating discussions, and submitting to HRD Director within 24 hours of the emergency classification meeting.
- 51.3. L1: Country office develops the formal [activation form](#), consolidating discussions, and submitting to the Regional Director within 24 hours of the emergency classification meeting.
- 51.4. No crisis response level: The country office may still be eligible to apply for Emergency Fund (EF) or seek surge deployments through HRD.

## B. Step 2 - Emergency Activation

52. Depending on the classification level of an emergency, agreed upon in the crisis classification meeting, and the level of corporate engagement and investment required, the emergency activation is always made by:

- 52.1. L3: UNFPA Deputy Executive Director for Management within 24 hours of submission of the formal [activation form](#).

<sup>26</sup> The un-earmarked seed funding must be reflected within the eventual EF/HTF proposal, indicating how the funds were utilized.

<sup>27</sup> [Guidance Note on HRD-Administered Humanitarian Funding for COs/ROs](#)

<sup>28</sup> To be retroactively charged to EF/HTF allocation if required.

- 52.2. L2: UNFPA Humanitarian Response Division director within 24 hours of submission of the formal [activation form](#).
- 52.3. L1: UNFPA regional office director within 24 hours of submission of the formal [activation form](#).
53. Following the emergency activation, the first Crisis Response Team meeting will then be called, inviting the standard participants, within 24 hours of the activation.

### C. Step 3 - Implementation of Emergency Response

#### Crisis Response Team

54. The Crisis Response Team (CRT) consists of UNFPA personnel responsible for time-critical activities. The CRT is responsible for the implementation of crisis management decisions at headquarter, regional and country levels.
  - 54.1. In an L1 emergency the CRT is organized by the country office head of unit, with support provided by the EPP secretariat if requested. The CRT in an L1 is made up primarily of country office personnel, the regional humanitarian advisor and the regional security officer, with other key individuals from the regional office and headquarters depending on the topics on request by the country office.
  - 54.2. In an L2 emergency the CRT is organized by the regional office director, with support provided by the EPP secretariat if requested. The CRT in an L2 is made up primarily of country and regional office personnel with key individuals from headquarters depending on the topics on request by the country office.
  - 54.3. In an L3 emergency the CRT is organized by the Director, HRD with secretariat functions being performed by the EPP Secretariat. The CRT in an L3 is made up of a mix of country, regional and headquarters personnel.
55. See attached the standard [CRT agenda template](#) and the [mandatory standard invitation list](#).

#### Core Planning and Oversight Documents

56. The Emergency Response Plan (ERP) is the core UNFPA planning document which defines what UNFPA plans to do in response to a specific emergency over a defined period of time. The ERP is a living document. Additionally, the ERP defines UNFPA's specific contribution to the Interagency Humanitarian Response Plan, and guides all of UNFPA's programmatic and operational interventions in a specific context based on UNFPA's mandate. The ERP is a living document which includes (1) a narrative component and (2) a functional excel template used for oversight and management.
  - 56.1. [Narrative Emergency Response Plan](#) - The Narrative ERP summarizes and defines the strategy of UNFPA's emergency response, and consolidates a high

level overview of the main actions, risks, considerations and targets during the response planning period.

- 56.2. **Functional Emergency Response Plan** - The Functional ERP is an operational tool which details UNFPA's emergency response activities by programmatic and operational area, critically defining Who, What, Where, When, and How UNFPA plans to scale up what types of interventions. The Functional Emergency Response Plan includes a number of tabs including programme, operations, human resources, supply plan, procurement plan, logistics ConOps, resource mobilization and communications.<sup>29</sup>
57. **Deactivation & Transition Plan** - The Deactivation and Transition Plan outlines how UNFPA will continue to implement programming beyond the activation period. The plan should include a focus on the sustainable implementation of interventions for the next six months.
58. **After Action Review** - An After Action Review (AAR) is a structured and reflective process conducted immediately following the deactivation of an emergency. Its primary objective is to analyze what was intended to happen, what actually occurred, what went well, what needs improvement, and to identify lessons learned. The AAR involves team-based learning, encourages open and participatory discussion among all stakeholders, and results in actionable recommendations to improve UNFPA's emergency response effectiveness and efficiency. It also serves as a learning tool to improve future responses to become more fit for purpose, efficient, and effective. An After Action Review must be carried out within one month following the deactivation of a crisis level.

#### Timelines for activities and deliverables

59. This section of the EPPs establishes a framework for emergency response timelines, detailing minimal requirements in support of UNFPA's emergency response plans. It ensures consistency and standardization across all responses by providing essential tools—including templates, guidance, and detailed steps for accessing operational flexibilities in emergencies. Additionally, it incorporates an accountability framework that specifies responsibilities for each deliverable across country offices, regional offices, and headquarter business units, thereby facilitating a coherent and coordinated approach to emergency management.
60. The timelines measure the success of UNFPA scale up in implementation following an emergency activation. The timelines clarify the roles and responsibilities for individual actions at country office, regional office, and headquarter business unit level to support

---

<sup>29</sup> These components of the functional Emergency Response Plan are not meant to be a compliance tool, they are living documents which are meant to be useful tools to structure the planning and decision-making processes which are already happening. It is not one person developing all of these components of the functional response plan, but different functional personnel across the country office developing and working on these aspects of the response plan.

and enable a fast, lifesaving, emergency response. The timelines also support the simplification of processes, approvals, and information visibility to increase overall operational efficiency and effectiveness.

60.1. The timeline for the overall response planning and implementation, including in the following operational and programmatic area can be found in [Annex 1](#).

- Emergency Response Activation & Panning
- Security
- Humanitarian Access
- GBV Programming
- SRH Programming
- Facilities and Fleet
- Supply Management
- Cash and Voucher Assistance
- Information Technology and Emergency Telecommunications
- Human Resources
- Implementing Partners
- Resource Mobilization and Management
- Communications and Advocacy
- AAP and PSEA
- GBV AOR Cluster Lead - IASC Agency Commitments

#### Safety and Emergencies of UNFPA Personnel

61. UNFPA recognizes that the security environment in which the organization's personnel deliver its mandate is complex and may expose personnel to very high risk in delivering life-saving activities. The Executive Director, on behalf of UNFPA, accepts responsibility and accountability for security risk management, commits to make all efforts to reduce these risks to acceptable levels and notes that the organization cannot eliminate all risks. Therefore, despite investments in staff safety and security measures, casualties, including fatalities may occur.<sup>30</sup>

---

<sup>30</sup> Page 2, UNFPA Policy and Procedures for Security Accountability.

- 61.1. Chief, Office of the Security Coordinator (OSC): is responsible for coordinating UNFPA's global response on safety and security management and the implementation of UN/UNFPA Security Management policies, guidance, and procedures to enable the implementation of the organization's mandate.<sup>31</sup>
- 61.2. In the case that the security situation devolves to the point where the implementation of programme activities are not possible while maintaining the safety and security of UNFPA personnel, please refer to section II.C.25 in this policy.

### Internal Control Framework

62. Following the crisis activation, and during the course of the response, the country office head of unit is required to determine the need to update the [Internal Control Framework](#) (ICF), ensuring sufficient capacity to complete core operational activities. This includes the recognition that staff themselves may be impacted by the crisis, or that staff with key roles may not be able to fulfill their pre-established functions. If the pre-existing ICF is still functional, no change is required.

### **D. Step 4 - Deactivation or Extension**

63. Please see [Section V](#), Figure 2.
64. Five months after emergency activation a decision needs to be made to either deactivate the emergency under the EPP framework, or to extend for three months.
- 64.1. In the case of an [L3 emergency](#):
- 64.1.1. Five months after the emergency activation, the Director, HRD organizes a CRT meeting to determine whether to end the scale-up or extend for another three months. Based on the outcome of the meeting, HRD provides a recommendation to the DED-M through [an extension form](#). The EPP Secretariat then informs all staff of the decision.
- 64.1.1.1. If extended: one month before the extension ends, the country office develops the [deactivation and transition plan](#) with support from HRD. The EPP Secretariat informs all personnel of the deactivation date.
- 64.1.1.2. If ended: the country office immediately develops the [deactivation and transition plan](#), with the support of HRD.
- 64.2. In the case of an [L2 emergency](#):

---

<sup>31</sup> Page 3, *ibid*.

- 64.2.1. Five months after the emergency activation, the regional office director organizes a CRT meeting to determine whether to end the scale-up or extend for another three months. Based on the outcome of the meeting, the regional office provides a recommendation to the HRD Director through [an extension form](#). The EPP Secretariat then informs all personnel of the decision.
- 64.2.1.1. If extended: one month before the extension ends, the country office develops the [deactivation and transition plan](#) with support from the regional office. The EPP Secretariat informs all personnel of the deactivation date.
- 64.2.1.2. If ended: the country office immediately develops the [deactivation and transition plan](#), with the support of the regional office.
- 64.3. In the case of a L1 emergency:
- 64.3.1. Five months after the emergency activation, the country office head of unit organizes a CRT meeting to determine whether to end the scale-up or extend for another three months. Based on the outcome of the meeting, the country office provides a recommendation to the regional office through [an extension form](#). The EPP Secretariat then informs all staff of the decision.
- 64.3.1.1. If extended: one month before the extension ends, the country office develops the [deactivation and transition plan](#). The EPP Secretariat informs all personnel of the deactivation date.
- 64.3.1.2. If ended: the country office immediately develops the [deactivation and transition plan](#)

## E. Step 5 - After Action Review

68. An [After Action Review \(AAR\)](#) is a qualitative review of actions taken in response to an emergency, with the goal of identifying best practices, gaps, and lessons learned. This structured approach is important to identifying what worked and what did not. It also serves as a learning tool to improve future responses to become more fit for purpose, efficient, and effective.
69. The country office must carry out AAR immediately after the deactivation of a crisis level. Inputs should be collected from the same team that worked during the activation period.
- 69.1. In an L3 the After Action review is led by the country office, with the support of HRD.
- 69.2. In an L2 the After Action review is led by the country offices, with the support of the regional office.

- 69.3. In an L1 the After Action review is led by the country office.
70. After Action Reviews must be submitted to the EPP secretariat no later than one month after the deactivation of the emergency.
71. HRD is responsible for the documentation of key findings and, where possible integration of mitigation measures for bottlenecks and replication of good practices into corporate tools, resources, policies in collaboration with other business units.
72. HRD is responsible to ensure dissemination of all AARs to the Independent Evaluation Office (IEO).

## **F. Evaluation**

73. As per UNFPA procedures, UNFPA Independent Evaluation Office oversees the implementation of evaluations in line with the UNFPA Evaluation Policy. Evaluation provides insights at all stages of interventions and in all contexts. Identifying what works and what does not, for whom, under what circumstances, and why, is crucial to ensuring the relevance, coherence, effectiveness, efficiency, impact and sustainability of interventions. It allows decision-makers to identify the most appropriate approaches, correct course, and measure results against intended goals while being responsive, agile and flexible within constantly evolving contexts. Evaluation provides both summative and formative insights in ways that are useful for present and future action.
74. Using the After Action Review, completed immediately after a deactivation of an emergency, as a baseline, IEO is responsible for the implementation of evaluations in line with the following:
- 74.1. L3 emergencies must be evaluated at least once after the deactivation of the emergency. IEO consults HRD on the L3 emergencies to be included in the global multi-year costed evaluation plan.
- 74.2. L2 and L1 emergencies may be included in the list of decentralized evaluations by the regional monitoring and evaluation advisors.

## **G. Changes in Classification**

75. Please see [Section V](#), Figure 2.
76. In the case an IASC System Wide Scale-up is activated for a particular emergency, and UNFPA has an L1 or L2 activated for this same emergency, UNFPA will automatically reclassify such emergencies as an internal L3 emergencies:
- 76.1. The HRD Director informs DED-M of the change in level.
- 76.2. The EPP Secretariat informs all UNFPA personnel of the change in classification.
- 76.3. This emergency is treated as a *new* L3 emergency, please refer to article [III.B](#).

76. In the case that the request for change in classification comes from the country office or regional office.
  - 76.1. The regional office develops an updated activation form, including a justification for the reclassification, and shares it with the EPP Secretariat.
  - 76.2. A reclassification meeting takes place within 24 hours including OSC, HRD, regional office and country office in line with section [II.B](#) of the EPPs.
  - 76.3. Once reclassified, this emergency is treated as a *new* L2 or L3 emergency, please refer to article [III.B](#).

## H. EPP Secretariat

77. The Humanitarian Response Division hosts the EPP secretariat on behalf of the organization. The EPP secretariat coordinates the requests for classification meetings among the country office, regional office, HRD, and OSC. The EPP Secretariat provides services as the Secretariat for Level 3 crises and L2/L1 on request of the regional office director and the country office head of unit respectively. Its functions can be found in [Annex 3](#).

## I. No Regrets Approach - Ad hoc No Regrets Decisions and ERM Escalation

78. Application of the no-regrets approach comes into force within country or regional offices with activated emergencies under the Emergency Policy and Procedures (EPPs). In addition to the application of this approach by country offices, regional offices and headquarters business units in response to specific emergencies, headquarters business units and regional offices can apply the approach as a component of institutional preparedness for imminent risks.
79. Operationalization of a “No Regrets” approach by UNFPA under the EPPs includes two core components (1) decentralization of decision making, and (2) a structure for risk informed decisions. The "No Regrets" approach as defined herein also includes a built-in mechanism to escalate to a higher level of management in case of a risk being too high, or in case of a disagreement:
  - 79.1. **Decentralized Decision-Making:** Heads of offices, regional office directors, Director, HRD, and other headquarter business unit directors are required to take immediate and decisive actions to provide life-saving assistance and protection within UNFPAs mandate. This is operationalized within the EPPs as per Section IV through increased delegation of authority for specific processes which go beyond those provided in regular corporate procedures.
  - 79.2. **Risk-Informed Decisions:** Decisions must consider both the risks of action and inaction, ensuring that decisions are reasonable and based on currently available information and resources. This is operationalized by:



- 79.2.1. **Emergency classification and corporate upfront investments** in staff time, human resource deployments and financial allocations, articulated by section [III.A \(table 3\)](#) of the EPPs.
- 79.2.2. The head of unit is empowered to take risk informed “**Ad Hoc No Regrets Decisions**” which are outside of the regular corporate procedures, and outside the specific exemptions already provided under the EPPs through the use of the [Template for Ad Hoc No Regrets Decisions](#) in line with the following:
- 79.2.2.1. **L1:** Drafted by country office Emergency Coordinator and cleared by country office head of unit.
- 79.2.2.2. **L2:** Drafted by country office head of unit and cleared by regional office head of unit.
- 79.2.2.3. **L3:** Drafted by country office head of unit and cleared by Director, HRD.
- 79.2.2.4. When there is disagreement between the country office and the regional director/HRD in an L2/L3, decisions can be escalated to the Chief Risk Officer (CRO).
- 79.2.2.5. Decisions are submitted to the EPP secretariat for record.
- 79.2.2.6. As per the ERM UNFPA assesses risk under six interrelated categories detailed below. Each category can contain varying risk appetites for specific focus areas or sub-categories, as required. In humanitarian contexts, UNFPA may accept higher levels of risks for specific categories, such as operational and fiduciary risks, as long as the rationale for the decision and mitigating measures are built into the programme documents with resource requirements. It is up to the discretion of the signing authority to determine if the risks assessed are justified, within this framework.
- 79.2.2.7. In the event that the signing authority determines that the risks assessed are not justified within this framework, then decisions must be escalated to the relevant risk committee as per the ERM framework.
- 79.2.3. **Enterprise Risk Management escalation:** When the available risk response options<sup>32</sup> (as per the ERM) would not allow heads of the unit to manage the risks within the established risk appetite levels, they should

---

<sup>32</sup> "the process whereby risk response options (reduce, share, accept, avoid) are examined, cost-benefit analyses performed, a response strategy formulated, and risk response plans developed." ERM Policy.

escalate<sup>33</sup> to the appropriate management level as per the ERM (as defined in the ERM Guidebook).<sup>34</sup>

- 79.2.3.1. Risk threshold should be assessed and determined via the [Template for Ad Hoc No Regrets Decisions](#) compliant with the ERM approach.<sup>35</sup>

79.3. Based on the high risk appetite for delivery, UNFPA may accept potential financial losses when responding to an emergency if it means prioritizing expedited decision-making and enhancing response capacity.

## J. Programme Criticality

80. The [Programme Criticality Framework](#) is a common United Nations system policy for decision-making that puts in place guiding principles and a systematic structured approach in using Programme Criticality in the United Nations Security Risk Management (SRM) process to ensure that activities involving United Nations personnel can be balanced against security risks.
81. At periodic intervals, in select countries, the United Nations team in-country rates which of its outputs are PC2, PC3, PC4, and – in a separate step – which outputs are designated as PC1 (PC4 representing low risk, and PC1 representing very high risk). The result of a Programme Criticality assessment sits within the United Nations Security Management System as a core input to decision making on acceptable security risk.
- 81.1. UNFPA should make every effort to ensure that minimum lifesaving SRH and GBV interventions are included as PC1 level activities as part of preparedness for emergencies.
- 81.2. In the event that a new programme criticality assessment is initiated during the period of emergency activation, UNFPA country offices are required to engage sufficiently to ensure that minimum lifesaving SRH and GBV activities are categorized as PC1 moving forward.

## IV. Other

### A. Emergency Operations Handbook (EOH)

82. The Emergency Operations Handbook (EOH) provides consolidated practical tools and guidance for UNFPA staff operating in emergency situations. The EOH aims to address

---

<sup>33</sup> Escalation: the process established to bring risks assessed to be outside the defined risk appetite levels to the attention of the levels of management with authority for decisions regarding the most appropriate risk response.

<sup>34</sup> ERM Policy, figure 7, p. 14.

<sup>35</sup> If any of the “CO risk assessment level” categories assessed are higher than the level of risk authorized under the “maximum organizational risk threshold,” then this decision must be escalated to the relevant risk committee as per the ERM.

all concrete areas of emergency operations within the EPPs, with the goal to support the scale up of UNFPA country operations during complex emergencies.

83. The main aim of the EOH is to provide practical operational tools, checklists and guidance to support country operations to implement the UNFPA Emergency Policies and Procedure.
84. The EOH is a live guidance tool which will be updated over time to integrate lessons from AARs, address the evolving nature of emergency response and changing organizational approaches.

## **B. Operational Policies and Procedures to Support Programme Implementation**

85. This section outlines deviations to UNFPA policies and procedures and extra delegations of authority available to offices when an L1, L2, or L3 emergency has been activated. The operational flexibility enables country offices, and other business units acting on behalf of the country office, to work quickly to implement crisis response programming, accelerating response activities and implementing programmes more efficiently.
86. There are already a number of [operational areas with existing corporate policies and procedures that adequately take into consideration emergency response flexibilities](#) outside of the EPPs.
87. In addition to these pre-existing policies and procedures, the EPPs include additional policy and procedural deviations and extra delegations of authority for countries with activated emergencies. These deviations are articulated below include: (A) Supply Management, (B) Human Resources, (C) In Kind Contributions, (D) Facilities and Fleet, (E) Emergency Telecommunications, (F) Audit, (G) Further Exceptions/Special Measures.

### **1. Supply Management**

88. Humanitarian supplies are key enablers of effective emergency response. The primary aim of this section is to infuse flexibility and agility into humanitarian supply management activities during the activated emergency response and ensure the right quality-assured supplies are available in the right quantity, where and when they are needed, while ensuring compliance with the general Procurement Principles as stipulated in Regulation 15.2 of the [Financial Regulations and Rules \(FRR\)](#) as well as the [Policy and Procedures on the Management of Programme Supplies](#):
  - Best value for money considering all relevant factors, including costs and benefits to UNFPA;
  - Fairness, integrity and transparency;
  - Open and effective international competition; and
  - The interest of UNFPA.

89. Supply activities under an activated emergency apply to those goods and services that are required in responding to the activated emergency during the duration of the activation. However, activities such as prepositioning exercises, and others, which fall outside the duration of the activation may still actively contribute to the scope of supply activities in emergencies.

**a. Introduction**

90. The emergency supply mechanisms outlined here come automatically into force with the activation of an emergency response. In all other situations, UNFPA regular procurement procedures apply.

91. Once an emergency has been activated, supply activities can either be implemented by the country office affected by the crisis either alone or in conjunction with neighboring countries, with the regional office and, at a global level, with the Supply Chain Management Unit (SCMU).

92. In contexts where UNFPA is prevented from undertaking procurement—due to operational constraints or other circumstances—Implementing Partners may be tasked with procuring programme supplies as part of an emergency response. Any such arrangements must be coordinated with and approved by the SCMU.

93. As per EPP requirements, country office(s) affected are required to develop an EPP Supply Plan, an EPP Procurement Plan and a Logistics Concept of Operations as part of the [Emergency Response Plan](#), based on the programme and operations objectives and activities.<sup>36</sup>

**b. Supply Planning**

94. The EPP supply plan translates the programmatic and operational response plans into clear supply requirements per activity over the response plan period.

94.1. Needs assessment will be only on the basis of available data, and will be refined as more data becomes available.

94.2. The EPP supply plan must include all programme and non-programme supplies, including the initial content of customized non-food items (NFI) or other kits as per programme requirements.

94.3. The EPP supply plan will be a live document in a Google drive that must be made visible to the SCMU Humanitarian Supplies Team in line with EPP timeline requirements.

---

<sup>36</sup> More detailed expanded tools, which may be useful for the country office when implementing the response, for the detailed [EPP Supply Plan](#), detailed [EPP Procurement Plan](#), and detailed [EPP Logistics ConOps](#) (as well as other tools and guidance) can be found in the Emergency Operations Handbook.

- 94.4. While the EPP supply plan is a living document, any items included in the EPP procurement plan, must be reflected in the supply plan.
- 94.5. The EPP supply plan must be reviewed by the country office for relevance, accuracy, and completeness at least once a quarter during the activation period.

**c. Procurement Planning**

- 95. The EPP Procurement Plan consolidates all items within the EPP supply plan, of which UNFPA is responsible to procure, into an actionable plan, indicating total quantities, source, specifications, expected costs, funding status, and expected sourcing approach (local vs international) among other essential details.
  - 95.1. The live EPP procurement plan must be made visible to the SCMU Humanitarian Supplies Team in line with EPP timeline requirements.
  - 95.2. Involve SCMU early in order to provide critical advice on categories, items, sourcing strategies, specifications, or other technical details for the business units to take into consideration at the time of preparing the Procurement Plan.
    - 95.2.1. SCMU is required to provide advice on items, sourcing, specifications, or other technical details for the country office to take into consideration during implementation of procurement.
    - 95.2.2. Contraceptives shall be procured through SCMU approved suppliers.
    - 95.2.3. In instances deemed essential to ensure life-saving, fast delivery of humanitarian assistance to the affected population, local procurement of pharmaceuticals, medical devices and equipment is permitted. The decision must be formally taken by the country office head of unit for L1 and regional director for L2 and the HRD Director (in line with the no regrets approach) documentation using the “ad hoc no regrets decision justification form.”
  - 95.3. The EPP procurement plan must be reviewed and updated by the country office at least once a quarter during the activation period, based on updates to the supply plan.
    - 95.3.1. When additional pharmaceutical and medical items are added to the procurement plan for local procurement, this must be specifically flagged to the SCMU Humanitarian Supplies Team.
  - 95.4. The unplanned addition of items to the procurement plan is permitted for urgent needs related to security and operations.
  - 95.5. Goods purchased by affected communities under Cash and Voucher assistance projects are exempt from UNFPA procurement policies and procedures.

**d. Sourcing**

96. Mapping the sourcing landscape will require an understanding of the markets surrounding the different categories, both nationally and internationally. Supply Chain teams must prioritize identifying the most suitable sourcing options for the items reflected in the plan. When determining the sourcing strategy, the options include:
- stockpiled/prepositioned items (globally, regionally or nationally),
  - existing Long Term Agreements (LTAs),
  - collaborative procurement activities with other United Nations entities,
  - rerouting items from neighboring countries, based on agreement from other country offices/regional offices,
  - in-kind donations, and
  - procurement based on fresh solicitation processes.
97. When a decision is made to launch a fresh solicitation process, a thorough assessment must be done in order to determine the most appropriate method of solicitation, what items need to be considered for the process, what is the likelihood of further quantities being required in the foreseeable future, etc.<sup>37</sup>
- 97.1. By sharing the live Procurement Plan (see section c. above) with SCM U, including details on the sourcing strategy, SCM U can provide critical support to the country office to ensure the most efficient sourcing strategy is implemented.

**Long Term Agreements**

98. As part of a country office preparedness action plans, it is recommended that the office proactively pre-qualify suppliers and establish Long-Term Agreements (LTAs) following the regular procurement processes as outlined in the UNFPA Procurement Procedures Manual, for emergency response products/commodities and services.
99. Regarding LTAs established following the application of the EPP under the activation period:
- 99.1. The validity of the LTA follows that off the EPP activation period, including any extension thereafter;
- 99.2. In order to facilitate the transition period following the deactivation of the EPP, LTAs can be extended for a limited period of up to, but not exceeding, six months

---

<sup>37</sup> Prequalification of suppliers is an additional effective preparedness measure that COs in countries prone to face acute emergencies must consider. Proactively pre-qualifying suppliers for specific commodities and services to be procured subsequently once the emergency arises will help shorten delivery timelines.

following the deactivation. The Chief, SCMU has the authority to make a discretionary decision to temporarily extend LTAs for the sole purpose of ensuring that there is no break in service between the end of an LTA and the issuance of a new one under regular procurement procedures.

#### e. Quality Assurance

100. As a guiding principle, when sourcing pharmaceuticals and medical devices, consideration should be given to:
- WHO prequalified products.
  - Registered/ authorized for use by a WHO Listed Authority or a Maturity Level 3/4 regulatory authority.
  - Recommended by WHO's Expert Review Panel.
  - Suppliers who have satisfactory experience in supplying UNFPA.
  - Suppliers who have satisfactory experience in supplying other United Nations Agencies.
  - Local or regional suppliers who meet (d) and (e) above and may be able to provide adequate quantity and quality of goods and services.
101. Local procurement of pharmaceuticals and medical devices, including in-vitro diagnostics, by country offices with activated emergencies is permitted to facilitate agility in response.

In order to prevent substandard products from being supplied, country offices must take actions to ensure that:

- 101.1. The products are duly registered, or allowed by waivers, in the country by the relevant regulatory authority.
- 101.2. Suppliers comply with WHO (or equivalent) [Good Storage and Distribution Practices \(GSDP\) guidelines](#) or the [WHO Model Quality Assurance for Procurement Agencies \(MQAS\)](#).
- 101.3. Manufacturers of medicines comply with WHO (or equivalent) [Good Manufacturing Practices](#).
- 101.4. Manufacturers of medical devices comply with relevant ISO standards.
- 101.5. Inspection is conducted prior to acceptance of delivery to ascertain that the products supplied are in accordance with the approved specifications.

102. Country offices may refer to the [UNFPA Quality Assurance Framework](#) and use the Quality Assurance Toolkit provided by SCMU to conduct minimal risk-assessment of the quality of the products to ensure compliance with the above requirements.

**f. Methods of Solicitation<sup>38</sup>**

103. When an emergency response has been activated, the solicitation process shall be as follows:

Procurements valued below USD 10,000

104. Procurement processes valued below USD 10,000 per solicitation have no specific requirements concerning sourcing other than seeking three quotations whenever possible and accepting the lowest priced most technically acceptable if circumstances allow.

Procurements valued equal or above USD 10,000, and below USD 250,000 for L1 & L2 emergencies and above USD 10,000 for L3 emergency.

105. Procurement processes valued equal or greater than USD 10,000 and below USD 250,000 for L1 & L2 emergencies and above USD 10,000 for L3 emergency, per solicitation require the implementation of an Emergency Request for Quotations (eRFQ). To conduct the eRFQ process, UNFPA personnel must ensure the following:
- 105.1. At least three offers must be sought to ensure competition. If it is not possible to collect at least three offers, the reasons for the non-competitive situation must be documented in writing, as well as evidence of reasonableness of the price.
  - 105.2. The solicitation process must be open for at least 48 hours to allow bidders adequate response time, but additional time - context permitting - will benefit the process of obtaining viable offers. In an L3 emergency this may be reduced to 8 hours.
  - 105.3. Country offices must use a secure email address to receive offers from the suppliers. This secure email address must be used to receive quotations equal or above USD 10,000.
    - 105.3.1. Country offices are permitted to request the use of SCMU's secure email address for this purpose if required.
    - 105.3.2. In very exceptional cases, and only when it is not possible to use a secure email, or suppliers cannot submit bids to the SCMU secure email because of lack of internet connection, the quotations may be obtained by phone, mail, fax or by visiting vendors but all offers need to be documented, as well as how the process was conducted. The segregation of duties between personnel procuring and receiving offers as specified must remain.

---

<sup>38</sup> Please see [Section V](#), Figure 5 & 6.



- 105.4. For quotations equal or above USD 10,000, a staff member - who will not be involved in the procurement process - must be appointed in writing by the head of unit to be in charge of receiving the offers and record receipt of the offers in a Bid Receipt Report.
- 105.5. The offers must be reviewed by at least two UNFPA staff members,<sup>39</sup> and be signed off by a Professional or National Officer staff member. This will constitute the evaluation committee.
- 105.6. Award the contract or purchase order to the lowest priced most technically acceptable offer to the requirements of the RFQ.
  - 105.6.1. If the contract is not awarded to the lowest evaluated bidder, the reasons for the lowest being discarded must be documented in writing and submitted in the request for award.
- 105.7. When a purchase order is placed with a supplier who is asked to cover freight and where freight was not part of the solicitation process, comparative quotations for freight should be obtained if the value of the freight quotation is above USD 200,000. The procuring entity must compare the supplier's offer for freight with freight LTA offers and choose the lowest freight option.
- 105.8. For all other matters pertaining to the handling of an RFQ process, UNFPA regular procurement procedures and templates including bid receipt report, bid opening report, bid evaluation report, etc. apply.

Procurements valued equal or above USD 250,000 for L1 & L2 emergencies

106. Solicitation processes valued equal or above USD 250,000, for L1 & L2 emergencies (L3 emergencies allow for eRFQ to be used for procurement valued equal to or above USD 10,000 refer to article 105), require an Emergency Invitation to Bid (eITB) or Emergency Request for Proposal (eRFP). When executing an eITB or eRFP, staff entrusted to carry out procurement functions must ensure that:
  - 106.1. The solicitation has been pre-cleared by the Humanitarian Supplies Team at SCMU; The team is required to approve within 48 hours.
  - 106.2. The solicitation remains open for at least three calendar days.
  - 106.3. Offers are submitted in a sealed envelope received at the physical address of the office or via a secure email address or secured fax number.
  - 106.4. Offers must be received by a staff member - who will not be involved in the procurement process - must be appointed in writing by the head of unit to be in

---

<sup>39</sup> Staff members can be from the regional office, headquarters or other country offices if required to ensure efficient procurement processes.

charge of receiving the offers and record receipt of the offers in a Bid Receipt Report.

- 106.5. Bids are opened by a bid committee consisting of at least two, preferably three, personnel, of which one must be a staff member<sup>40</sup> (other United Nations agency staff are encouraged to be members of the committee).
- 106.6. A Bid Evaluation Report is completed and filed.
- 106.7. Confidentiality is maintained during the process.
- 106.8. The eITB or eRFP should be published on UNGM ([www.ungm.org](http://www.ungm.org)). In the situation where internet connectivity is low or absent, all efforts must be made to disseminate the eITB or eRFP as widely as possible, including contacting the regional office or SCMU in order to upload the documents on UNGM.
- 106.9. For all other matters pertaining to the handling of an eITB/eRFP process, please note that the UNFPA regular procurement procedures and templates including bid receipt report, bid opening report, bid evaluation report, etc. apply.

#### **g. Evaluation**

107. Offers received based on an eRFQ or eRFP/ITB should be assessed against the written requirements stated in the solicitation document, including delivery time.
108. The evaluation of the bids must be conducted in accordance with UNFPA's procurement principles and methods outlined in UNFPA's Procurement Procedures as well as Financial Regulations and Rules.
109. The process of evaluating offers must capture not only where an offer matches the specifications or requirements but also, and particularly for those offers that will be deemed non-compliant, the reasons why the offer fails to meet the level of specification or the requirements.

#### **h. Contract Award<sup>41</sup>**

110. The Request for Contract Award Form must be filled out by the UNFPA business unit requesting contract award to obtain approval from the designated procurement authority if the contract value is equal or more than US 10,000 but below the thresholds that require Emergency Contracts Review Committee (ECRC) review.<sup>42</sup>
111. In the event that a business unit conducts procurement on behalf of another country office under an activated emergency, only the head of unit of the country office under the

---

<sup>40</sup> A confidentiality agreement is required.

<sup>41</sup> Please see [Section V](#), Figure 5 & 6.

<sup>42</sup> The cumulative value of contracts awarded under regular procurement procedures, to a given contractor, do not count towards the calculations of cumulative value for the purpose of determining the procurement authority under the emergency activation period.

activated emergency has the authority to approve the award of contract (except for the Chief, SCMU).<sup>43</sup>

112. Under Level 3 emergencies, the head of the UNFPA business unit may request the Chief Procurement Official (CPO), via the Chief, SCMU, a delegation of authority for contract award higher than the relevant applicable delegation of authority.
- 112.1. For the purpose of such a request, the head of the UNFPA business unit must provide the rationale for a higher delegation of authority and how the additional resulting risks will be properly managed.<sup>44</sup>

#### Contracts valued below USD 10,000

113. Issuance of a Quantum purchase order is not mandatory for procurements under USD 10,000. Budget owner of the contract approves the payment. However, the business unit may choose to create a Quantum purchase order when time allows.

#### Contract valued equal or above USD 10,000 and below USD 250,000

114. Contracts valued equal or above USD 10,000 and below USD 250,000 shall be awarded by the Head of Unit or personnel with the equivalent approval authority. A Quantum purchase order shall be issued and dispatched to the supplier.

#### Contract valued equal or above USD 250,000 and below USD 500,000

115. Contracts valued equal or above USD 250,000 and below USD 500,000 shall be awarded by the head of unit as well as the Chief, SCMU.
116. Only after the award has been provided by both authorities can the contract be approved in Quantum by the officer with authorized procurement approval authority, and then issued.
117. When there is a disagreement between the head of unit and the Chief, SCMU, the country office shall refer the case to the ECRC for final decision by the CPO.

#### Contract of USD 500,000 and above

---

<sup>43</sup> If for example the country office “Y” is conducting a solicitation process on behalf of country office “X” under an activated emergency for the country office of country “X”, and the bid value is for e.g. USD 150,000, the Representative of the country office of country “X” (where the emergency has been activated) has the authority to approve the award of contract, not the Representative of the country office of country “Y.”

<sup>44</sup> Reasons for such a request may include specific circumstances such as market dynamics and conditions requiring fast award decisions or access. Risk mitigation measures may include: procurement capacity of the requesting business unit (e.g. number of CIPS certified procurement staff, good procurement audit records, etc.), solidity of the internal controls in place, etc. The CPO in consultation with the Chief, SCMU, will review the request and make a final risk-based determination.

118. Contracts valued at USD 500,000 and above shall be awarded by the CPO following advice from the UNFPA ECRC.
- 118.1. For L3 emergencies where the “ECRC Level 3 track” has been approved please refer to the stipulations in section i. below.
119. The requirement that the CPO has to establish first that the emergency contract review committee of another United Nations entity may render written advice to the CPO per FRR115.11 (b) (ii) is waived.

#### LTAs for goods and services

120. LTAs for goods and services shall be awarded as follows:

LTAs value estimated:

- 120.1. The head of unit for values below USD 250,000;
- 120.2. The head of unit and Chief, SCMU for values equal or above USD 250,000 and below USD 500,000. When there is a disagreement between the head of unit and the Chief, SCMU, the case shall be referred to the ECRC for final decision by the CPO;
- 120.3. CPO further to review of ECRC for values equal to or exceeding USD 500,000.<sup>45</sup>

#### Ex Post Facto contracts

121. Ex post facto contracts for ratification of actions not conforming to the established review and award processes must be reviewed within 3 months after the end of the emergency activation period by:
- 121.1. The head of unit for values below USD 250,000;
- 121.2. The head of unit and Chief, SCMU for values equal or above USD 250,000 and below USD 500,000. When there is a disagreement between the head of unit and the Chief, SCMU, the case shall be referred to the ECRC for final decision by the CPO;
- 121.3. CPO further to review of ECRC for values equal to or exceeding USD 500,000.<sup>46</sup>

#### Reuse of results of a solicitation process of a United Nations entity

122. For a single or related series of planned procurement actions, the UNFPA head of unit may decide to rely on the selection process of another United Nations entity, when, in UNFPA’s assessment, the potential benefits of undertaking a new selection process would not justify the associated administrative costs (refer to Section 14.1.3 Reuse of United

---

<sup>45</sup> For more information on ECRC L3 track please see section i.

<sup>46</sup> For more information on ECRC L3 track please see section i.

Nations entity tender results of the Regular Procurement Procedures for more details). The following procedures must be followed:

- 122.1. a contract for an amount (or aggregated amount over a three-month period) less than USD 250,000 based on reuse of results of a solicitation process of a United Nations entity shall be awarded by the head of unit.
- 122.2. a contract for an amount (or aggregated amount over a three-month period) equal to or exceeding USD 250,000, but less than USD 500,000 based on reuse of results of a solicitation process of a United Nations entity shall be awarded by the head of unit as well as the Chief, SCMU. When there is a disagreement between the head of unit and the Chief, SCMU, the country office shall refer the case to the ECRC for the final decision by the CPO.
- 122.3. a contract for an amount (or aggregated amount over a three-month period) equal to or exceeding USD 500,000 based on reuse of results of a solicitation process of a United Nations entity shall be awarded by the CPO. The requirement that the CPO has to establish first that the emergency contract review committee of another United Nations entity may render written advice to the CPO, per FRR115.11 (b) (ii) is waived.

#### Other cases

123. If procurement falls into either category listed below, the contract must be awarded by the CPO following advice from the ECRC.
  - 123.1. Any contract or series of contracts with a cumulative commitment to pay values equal to or above USD 500,000 to a single contractor within a period of three months from the date of placing the first order under the period of emergency activation.<sup>47</sup>
  - 123.2. Any proposal to modify a contract previously approved by the CPO that would result in an increase of more than 20% or USD 100,000, whichever is less, within three months of its first approval.

#### **i. Emergency Contracts Review Committee (ECRC)**

124. Whenever the case falls within the scope of the ECRC review, the ECRC shall review the case and formulate its recommendation. Legal review of ECRC submissions prior to review by the ECRC is not required.

#### Scope of Authority of ECRC

---

<sup>47</sup>Note: the cumulated contract value through regular procurement procedures to the same contractor during the same period of time must be excluded for the purpose of calculating the accumulated contract value under ECRC procedures.

125. A commitment to pay a single contractor an amount equal to or exceeding USD 500,000.
126. A commitment to pay a single contractor an amount equal to or exceeding USD 250,000 but less than USD 500,000 when there is a disagreement between the head of unit and the Chief, SCMU regarding the contract award decision.
127. A series of contracts that involve a cumulative commitment to pay a single contractor an amount equal to or exceeding USD 250,000 but estimated to be below USD 500,000 within a period of three months from the date of the placing the first purchase order since the activation of the emergency, when there is a disagreement between the head of unit and the Chief, SCMU regarding the contract award decision.
128. A proposal to modify a contract awarded by the CPO that would result in an increase of more than 20% or USD 100,000, whichever is less.
129. A series of contracts that involves a cumulative commitment to pay a single contractor an amount equal to or exceeding USD 500,000 within a period of three months from the date of placing the first order under the emergency activation period.
130. Any proposal for the renewal of a contract previously reviewed by the ECRC and approved by the CPO.
131. Any other proposal, contract, agreement, or other matter relating to purchasing, renting, or leasing that the Executive Director, CPO or Chief, SCMU may want to refer to the ECRC.
132. Ex Post-facto cases with a total value equal to or greater than USD 500,000 in order to provide advice to the CPO on ratification of actions not conforming to the established review and award processes, and/or acceptance of charges against appropriate budgets.
133. Ex Post-facto cases with a total value equal or above USD 250,000 and below USD 500,000 when there is a disagreement between the head of unit and the Chief, SCMU.

#### Special Prerogatives under Level 3 Emergencies: ECRC Level 3 Track

134. In addition, under special circumstances under Level 3 activated emergencies, the use of the “**ECRC Level 3 Track**” can be invoked. This review track enables country offices to address urgent situations where the severity of circumstances necessitates immediate actions and **allows them to obtain approval for award of contract directly from the CPO**, further shortening timeline for contract award.<sup>48</sup>
  - 134.1. This track can be invoked when dealing with recommendations to award contracts for goods or services following solicitation processes conducted under Level 3 emergencies which fall under the Scope of Authority of the ECRC, and where the

---

<sup>48</sup> Please see [Section V](#), Figure 4.

- country office representative, as the head of the Business Unit, deems that the acute nature of the situation demands an immediate contract award approval.
- 134.2. When invoking this track, country offices must perform and submit a risk assessment, ensuring to clearly specify why none of the other processes could be followed.
  - 134.3. In these cases, the country office representative will request the CPO - via notification to chief, SCMU - the activation of the ECRC Level 3 Track.
  - 134.4. As risk must be informed, SCMU must conduct an assessment of the context, including country office capacity, quality assurance concerns, local market conditions, etc. as required, and provide to the CPO within 24 hours from the request being raised.
  - 134.5. The CPO makes a decision on the request within 24 hours from the receipt of the assessment from SCMU
  - 134.6. The approvals will have a validity of a 3-month period at the time.
135. Following the approval:
- 135.1. The country office(s) will be able to proceed with the necessary solicitation processes to respond to the emergency.
  - 135.2. The activation of the ECRC Level 3 Track does not imply in any way changes in compliance requirements when conducting solicitation processes as per the relevant procedures.
  - 135.3. Once each solicitation process is finalized and the outcome is ready for award, country office(s) must request the CPO the immediate approval of the recommendation to award that fall under the scope of authority of the ECRC without waiting for the ECRC review and deliberations.
  - 135.4. As this track increases the level of risk for the organization, specific risk management mechanisms are put in place. It is important to highlight that the activation of this track does not imply in any way changes in compliance requirements when conducting solicitation processes as per the relevant procedures
  - 135.5. Country office(s) must thoroughly conduct and document their processes, capturing all key milestones and any potential deviation (including evidence, reasons for them and risk mitigation measures) of the procurement process from planning to evaluation.
    - 135.5.1. As the ECRC will only be able to review cases retrospectively, it is critical that the country office thoroughly conducts and documents its processes,

capturing all key milestones of the procurement process from planning to evaluation.

- 135.6. Following the completion of the 3-month validity period of the track, the country office must submit a post-facto submission case for the review of all the contract awards issued during the period. SCMU will review the submission.
- 135.7. The ECRC will then review retrospectively the cases and subsequent awards for that period, proceeding to the individual ratification of each one of the awards.
136. After the ECRC completes its review at the end of the 3-month period, SCMU will draft a summary reflecting key elements such as risks, spend analysis, any potential deviations for the CPO. The CPO will then take a determination on whether or not to extend the 3-month period for a subsequent 3-month cycle.

#### ECRC Composition, Quorum and Decisions

137. The ECRC must be composed of the chairperson and at least one member of the headquarters CRC.
138. The secretary of the ECRC is the secretary of the headquarters CRC.
139. The ECRC meeting requires a quorum of a chairperson and one member. When the CRC chair is not available and no alternate CRC chair can replace him or her, a CRC member may act as chair of the ECRC.
140. A request for ECRC review must be completed by filling in the Emergency CRC Submission Form and submitting to the CRC secretary.
141. The CRC Secretary must coordinate the emergency ECRC meeting and is responsible for keeping complete records of the communications and approvals/rejections from the CPO.
142. The ECRC must formulate its recommendation for approval or rejection to CPO within 24 hours of receipt of a submission.<sup>49</sup>
- 142.1. If the ECRC cannot be convened, on the advice of the chairperson, the meeting must be conducted by email circulation.
143. Whenever the chairperson and the member dissent, the ECRC will base its recommendations on the decision of the chairperson; however, the ECRC recommendations to the CPO will indicate any dissension and the reason for such dissension.

#### Ex Post Facto Contracts in ECRC

---

<sup>49</sup> To formulate its recommendations, the ECRC is guided by the applicable provisions of this document, Financial Regulation 15.2, and the UNFPA Procurement Procedures.



144. Within 24 hours after the ECRC provides its advice to the CPO, the CPO, on behalf of the Executive Director, will provide the award decision.
145. The issuance of contracts that should have been reviewed by the ECRC and subsequently approved by the CPO, and were entered into without prior ECRC review and CPO approval, constitutes a violation of the procurement procedures and the underlying FRR.<sup>50</sup>
146. Such contracts must be submitted to the ECRC for an ex post facto (retroactive) review without delay for ratification by the CPO.<sup>51</sup>

**j. Purchase Orders**

147. Quantum purchase orders must be issued latest within one week after signature of contract.
148. In cases where normal commercial practice or the interests of UNFPA so require, advance payment that is in line with relevant administrative instruction for advance payment can be made.<sup>52</sup>
149. SCMU must publish on UNGM contract awards equal or above USD 50,000, except in special conditions that could result in security concerns for the awarded supplier, should the award of the contract be published in the public domain or when there are special confidentiality clauses that UNFPA has agreed beforehand with the supplier.

**k. Documentation and Filing**

150. Evidence of compliance with all steps of the procurement process under activated emergencies must be kept in the procurement file.<sup>53</sup> In addition to the documents specified in the regular procurement procedures, the following documents should be kept on file:
  - 150.1. Note to the file approved by the head of unit justifying the mode of competition (e.g., why local procurement is preferred);
  - 150.2. Number and choice of suppliers requested to quote. Explain and justify if fewer than three;
  - 150.3. Any exception to the use of formal methods of solicitation applied with reference to FRR 115.5;

---

<sup>50</sup> Special considerations apply under the activation of the “ECRC Level 3 Track.” Please refer to the provisions outlined for that Track.

<sup>51</sup> Ex post facto submissions are regularly reviewed by auditors.

<sup>52</sup> See Section 13.5.3 of the UNFPA Procurement Procedures.

<sup>53</sup> Refer to Section 13.9 of the Regular Procurement Procedures for details on what the procurement file should contain.

- 150.4. In case advance payments were required, proof that additional assessment was conducted to verify the financial strength of the vendor;<sup>54</sup>
- 150.5. After the goods and services have been delivered, vendor performance evaluation must be performed in line with regular procurement procedures in the on-line vendor performance evaluation tool.

### **I. Logistics Operational Planning**

151. An EPP Logistics Concept of Operations is required as a component of the EPPs. The logistics concept of operations must provide an overview of the physical flow of goods from sourcing to the last mile, within and outside UNFPA custody to the different potential points of delivery (town/city), include critical information on third party or partner actors responsible for physical movements, points of repacking and repalletization, and tracking consignee contact information.
152. The live Logistics Concept of Operations document must be made visible to the SCMU country focal point in line with EPP timeline requirements.

### Logistics Processes

#### **i. International Shipping and Customs Clearance**

153. International shipping outside the [protocols established by SCMU QA](#) is permitted on a case-by-case basis, taking into consideration potential risks.
154. Country office(s) are permitted to use a consignee other than UNFPA<sup>55</sup>, and the national government, when required as a component of operational restrictions from the country affected or a third country where transit requirements from national governments have specific legal frameworks. Additionally, in the event that UNFPA is not registered for importation or transit of goods.<sup>56</sup>
- 154.1. When a consignee is an implementing partner or another United Nations agency, this must be documented in a note to file signed by the head of unit with clear, rational, relevant risk mitigation measures. The requirement of approval by headquarters for goods valued over USD 100,000 is waived.<sup>57</sup> However, the note to file must be shared to SCMU.
- 154.2. When a consignee is not an implementing partner, an [MoU](#) should be signed whenever possible. If not possible a note to file must be signed by the head of unit, stipulating the rationale, why an MoU was not possible, and risk mitigation

<sup>54</sup> Refer to Section 13.5.3 Advance payments of the Regular Procurement Procedures for more details.

<sup>55</sup> Programme supplies consigned to another party but de-facto controlled by UNFPA must be recorded in the Shipment Tracker in the same manner as supplies consigned to UNFPA are.

<sup>56</sup> Note that requirements to pay duty and taxes may be levied on UNFPA.

<sup>57</sup> PPMPS line 147.

measures. The requirement of approval by headquarters for goods valued over USD 100,000 is waived.<sup>58</sup> However, the note to file must be shared to SCMU.

- 154.2.1. Country offices are authorized to use the consignee while discussions on the establishment of the MoU are ongoing.
- 154.3. UNFPA country offices may choose in exceptional circumstances to pay duty and taxes in these circumstances as required to avert substantive delays in delivery time.
155. Country offices are permitted to authorize the shipment of goods without waiting for the formal green light from the national government, where safe assumption can be made that goods will be permitted to enter with humanitarian importation exemptions.
156. The requirement for physical presence of UNFPA Logistics Focal Point during the customs clearance may be waived due to (1) access and security restrictions or (2) national regulations.

## **ii. In Country Logistics Processes**

### *Warehousing and Management of Goods*

157. Under activated emergencies, country offices are automatically granted the Authorization to Hold Inventory without the submission of request for authorization as per section 221-224 of the Policy and Procedures on Management of Programme Supplies, for the duration of the activated emergency plus an additional 6 months following the end of the activation period.
158. When contracting a new warehouse in an emergency, the requirement for the completion of the warehouse checklist as per section 230 of the Policy and Procedures on Management of Programme Supplies remains, with the following exceptions:
  - 158.1.1. Wherein UNFPA is establishing its own prefabricated warehouse solution.
  - 158.1.2. Wherein UNPA is using a common warehouse facilitated by the Logistics Cluster.
  - 158.1.3. Wherein UNFPA is using a warehouse of another United Nations entity.
159. UNFPA is required to make all reasonable effort to ensure that: Temperature Controlled goods are stored in appropriate temperature range, taking into consideration external ambient temperature; Keep Cool goods are stored in appropriate refrigerated storage conditions; and, all requirements stipulated in the "Warehouse Location and Design" section 236-256 of the Policy and Procedures on Management of Programme Supplies are met.

---

<sup>58</sup> PPMPS line 147.

- 159.1. In the event that these requirements are not met, country offices are required to document the rationale, risks and mitigation measures in a note to file signed by the head of unit, to demonstrate that “reasonable effort” was made.
160. Field offices may engage partners for the management and distribution of programme supplies in activated emergencies without undertaking documented assessments of their supply-chain management capacities, if essential to allow an effective humanitarian response.

#### *Receipt and Inspection*

161. The minimum requirements for Receipt and Inspection remain the same as indicated in paragraph 190 of the Policy and Procedures on Management of Programme Supplies.
162. The requirement for detailed inspection as per the policy and procedures on the management of programme supplies paragraph 191 is waived.
163. The requirements for rejection of goods with less than 75% or 12 months shelf life as indicated in section 196 of the Policy and Procedures on Management of Programme Supplies is reduced to:
- 163.1. For IARH Kits - 3 months as per the updated WHO Guidance on setting remaining shelf life for the supply and procurement of emergency health kits.<sup>59</sup>
- 163.2. For all other commodities - 6 months.
164. When physical receipt and inspection, or detailed inspection, is not possible on the first point of receipt, due to Access and Security issues specifically, and there is a chance that damage or loss of items may occur during the transit to the second location, a note to file should be signed and sent to SCMU detailing:
- 164.1. The known information (i.e. number of pallets and packages received, reported physical damages from port of entry or transporter).
- 164.2. Photos of the consignment with sufficient details (i.e. no damages, damaged items, all pallets, etc.).
- 164.3. The reason why receipt and inspection were not possible.

#### *Handover of Goods*

165. The delegation of authority to budget holders to approve handover of programme supplies to implementing partners in activated emergencies is increased from USD 50,000 to USD 100,000.

---

<sup>59</sup> Note that national regulatory requirements may require longer shelf life. However in large scale emergencies the requirements are often waived due to high demand for immediate use items.

- 165.1. Any handover of programme supplies to IPs above USD 100,000 must be signed by the head of unit.
166. Handover of goods to INGO, NGO or United Nations partners without a valid implementing partner agreement is permitted on the basis of the Programme Supplies Distribution Agreement as per section 309 of the Policy and Procedures on Management of Programme Supplies. During an activated emergency the following conditions apply:
- 166.1. Activities covered by PSDA relate solely to the distribution of supplies.
- 166.2. Value of the supplies does not exceed USD 250,000 per delivery and/or USD 1,000,000 per calendar year.
- 166.3. Partner does not receive any support costs, cash transfers or any other payments<sup>60</sup> from UNFPA regardless if related to management or distribution of programme supplies, or for any other activities.
- 166.4. The requirement for the “programme supplies report form” is waived. However, budget owners should engage with partners receiving supplies through PSDA to adequately capture the impact of supplies towards programme objectives in line with donor reporting requirements.
167. In activated emergencies it may be required for UNFPA to split inventory lines during dispatch (e.g. splitting kits) due to programmatic, operational or logistical reasons:
- 167.1. Country offices are required to clearly document in delivery slips or PSDAs which line items and quantities have been dispatched from kits to ensure accurate recording of handover, and accurate maintenance of inventory reports.
168. When doing direct distribution, paragraph 324 of the Policy and Procedures on Management of Programme Supplies, stipulating the requirement of distribution lists, is waived.
169. When doing handover of goods within 6 months of their expiration or best before date, paragraph 331 of the Policy and Procedures on Management of Programme Supplies is waived.

#### *Recovery of Losses from Implementing Partners*

170. Implementing partners will be required to reimburse to UNFPA the value of waste and losses (including due to damage, expiration, stock-count differences or inventory adjustments) affecting programme supplies provided by UNFPA, not originating from force majeure situations, in excess of the risk appetite thresholds defined below:

---

<sup>60</sup> This does not include reimbursements to United Nations agencies for services provided to UNFPA (e.g. warehousing support, transportation support, fuel, costs for shared premises, etc.).

- 170.1. 15 percent of the acquisition cost of programme supplies provided in the year in which the losses were reported or USD 250,000, whichever is lower. Loss reimbursement claims will be determined by the Finance Branch in consultation with the Humanitarian Response Division.

### Last Mile Assurance

171. Certain requirements for country offices and implementing partners stipulated in the Last Mile Assurance Guidance Notes may be waived for a period of time by SCM U. The country office is required to reach out to the SCM U LMA team via the regional supply chain specialist to come to an agreement on reasonable actions.
172. Country offices must document the agreed actions and waivers in a note to file, signed by the regional supply chain specialist and the logistics focal point of the country office.

### **m. Managing Risk**

173. The level of risk in emergency settings is typically higher than in development settings. For this reason, personnel engaged in supply activities have a responsibility to ensure that due process is followed, even when handling exceptions, and that proper and detailed documentation of the projects is duly compiled and put on record.

*See flowcharts for supply and logistics in section V*

## **2. Human Resources**

### **a. Policy**

174. The section lays out the conditions for post establishment, recruitment and selection following the activation of an emergency.
175. UNFPA is committed to a timely, effective, and principled response to humanitarian crises. This necessitates the rapid recruitment and deployment of qualified personnel to meet the urgent needs of affected populations.
176. The present policy is part of UNFPA's Emergency Policy and Procedures and addresses the:
- Changes to existing positions.
  - Establishment of new posts.
  - Staff selection.

### **i. Changes to Existing Posts**

177. The head of unit<sup>61</sup> has the delegated authority to reassign any and all personnel within the affected office to support the emergency response needs.
178. Following the development of the human resource component of the Emergency Response Plan, the head of unit shall identify all current posts that should be reprogrammed in response to an activated emergency, the funding source for each post, duration of the post and the contractual modality expected to be used.
179. Changes in regular resources/institutional budget affecting less than ten percent or no more than 5 positions with fixed term contracts within a unit, can be managed with the support of the human resources business partner (HRBP) without requiring a formal restructuring proposal.<sup>62</sup>
180. In those cases where regular resources/institutional budget changes involve less than ten percent and no more than five of the Fixed Term Appointments within the unit, such cases may normally be managed on an individual basis and an organizational unit structuring proposal may not be required. However, the Director, Division for Human Resources (DHR), may determine that it does entail a restructuring of the organizational unit, and that the corresponding process may need to be initiated.<sup>63</sup>
181. Pre-classified Generic Job Description (GJD) should be used whenever possible.
182. Should a specific job description be required, it must be classified before the position is advertised.

## **ii. Establishment of New Posts**

183. Following the development of the human resource component of the Emergency Response Plan, the head of unit should identify the new posts required to respond to an activated emergency, the funding source for each post, duration of the post and the contractual modality expected to be used.
184. There is no limit to the number of posts established using other resources/emergency funds. Approval for the posts which are funded by other resources/emergency funds and will be recruited as a fixed term appointment shall be provided by the regional director and the Deputy Director and Chief, Client Services Branch, Division for Human Resources (DHR).
185. Positions recruited under the framework of the EPPs in an activated emergency can be maintained beyond the activation period.

---

<sup>61</sup> Head of unit refers to the representative, division director, regional or sub regional director, country representative or director, or head of office in countries without a UNFPA representative.

<sup>62</sup> Further to point g in Policy and Procedures for Organizational Structuring, UNFPA, PPM, 1 September 2022 an increased delegation of authority is provided in activated emergencies for changes to existing posts.

<sup>63</sup> As per paragraph (g) of the Policy and Procedures for Organizational Structuring, UNFPA, PPM, 1 September 2022

186. Approval for the establishment of posts which are funded by other resources/emergency funds and will be recruited using temporary appointments or local service contracts shall be provided by the country office head of unit.
187. With the confirmation of the relevant head of unit of incoming funding, specifically following the signature of the grant, post creation processes may be initiated with the approval of the regional HRBP prior to the receipt of the funding by UNFPA to expedite recruitment process and optimize utilization of donor resources. No offer may be issued until funds are received.
188. Pre-classified Generic Job Description (GJD) should be used whenever possible.
189. Should a specific job description be required, it must be classified before the position is advertised.

### **iii. Staff Selection**

190. A selection process should commence once a job description is classified, the position has been established and approved and funding has been identified.
191. A selection process shall commence with a search from a roster of approved potential candidates. In the event that no suitable candidates can be identified, a competitive selection process shall commence via advertising.
192. The hiring manager may use one or a combination of selection tools, including conducting interviews (recommended), written tests, and desk reviews.
193. When advertising vacancy announcements must be open for a minimum of:
  - One (1) day for temporary appointments.
  - Five (5) days for fixed-term appointments.
194. Under activated emergencies, a desk review (i.e., a written justification comparing shortlisted candidates based on their applications) may be conducted to make a selection decision.
195. Should a temporary job opening be advertised and a staff member (on a fixed-term or continuing appointment) be selected for the position, the staff member may be reassigned to that position for the duration of the job opening, while retaining a lien on post or a general lien to their previous office for the duration of the temporary job opening.
196. Once a suitable candidate has been selected, the head of unit shall inform the operations manager and HRBP teams to commence pre-boarding and onboarding processes. Pre-boarding shall include, UNLPs, VISAs, establishment of a UNFPA email address, medical, travel documents, references. All pre-boarding activities shall commence upon identification of the top candidate.



197. To safeguard the reputation of the organization, reference and clear checks are required for all new hires. Failure to pass a reference and or clear check will result in a non-selection/separation process.

#### **iv. Approval of Selection Decisions**

198. The head of unit has the delegated authority to approve the selection for *fixed-term and temporary appointments* further to a competitive selection process for International Professional (P1-P5), National Professionals, General Service outside of headquarters.
199. The HRBP has delegated authority to issue the selection letter for *fixed-Term and temporary appointments* further upon completion of a fair and transparent selection process for International Professional (P1-P5), National Professionals, General Service outside of headquarters.
200. Selection and appointment for all D1 and higher positions and integrated budget funded management positions, including all representatives, deputy representatives and international operations managers must be approved by the Executive Director.

#### **v. Affiliate Personnel**

201. Following the development of the human resource component of the Emergency Response Plan, the head of unit should identify the new affiliate personnel positions required to respond to an activated emergency, the funding source for each post, duration of the post and the contractual modality expected to be used.
202. Approval of the creation of the position (local service contracts) shall be provided by the country office head of unit.
203. Approval of the creation of the position (individual consultants) shall be provided by the country office head of unit.
204. A selection process should commence once a job description is developed, is classified, the position has been established and approved and funding has been identified.
205. The hiring manager may use one or a combination of selection tools, including conducting interviews (recommended), written tests, and desk reviews.
206. When advertising vacancy announcements must be open for a minimum of:
- One (1) day for individual consultants.
  - One (1) day for local service contracts.
207. Direct Recruitment:
- 207.1. Individual consultants: The country office head of unit has the authority, under an activated emergency, to waive competitive selection processes irrespective of the

financial amount, as per paragraph 22g of the 2022 Policy and Procedures for contracting individual consultants.

- 207.2. Local service contracts: The regional office head of unit has the authority, under an activated emergency, to waive competitive selection process for up to ten (10) recruitments as per article 41 of the Policy for Local Service Contracts.

#### b. Procedure

208. The Human Resource component of the Emergency Policies and Procedures (EPPs) shall enable UNFPA's humanitarian response by streamlining human resources during activated emergencies. The EPPs achieve this aim by:

- **Increased delegation of authority:** Decision-making is decentralized, reducing bottlenecks, and accelerating response times.
- **Shortened timelines:** Vacancy announcements, selections and other human resources processes are expedited to swiftly fill critical positions.
- **Waiver of requirements:** In urgent situations, some competitive selection processes can be waived to quickly mobilize personnel.
- **Utilization of rosters:** Pre-vetted candidates from established rosters are readily available for rapid deployment.
- **Prioritization of administrative tasks:** Administrative processes, such as offer letters are prioritized to ensure seamless onboarding.
- **Clarification of entitlements:** Specific emergency-related HR requirements and entitlements are clearly defined, ensuring fairness and transparency.

#### i. Human Resources Planning in Activated Emergencies

209. As per EPP requirements, country office(s) affected are required to develop a rapid draft Human Resources Plan, based on the Emergency Response Plan objectives and activities covering the first three months of the response. The Human Resources Plan should include temporary staffing requirements (e.g. surge) and recruitment needs. The Human Resources Plan is a living document which will be updated during the course of the response as needs and priorities shift:

- 209.1. Update of Human Resources Plan in the 3<sup>rd</sup> month of the response and scope of change management required:

- 209.1.1. The country office head of unit must consider, in collaboration with DHR Humanitarian HRBP, to agree if substantive changes are required to the organogram of the office. If substantive changes are required then a change management exercise should be implemented with the support of DHR.

## ii. Types of Human Resource Solutions in Emergencies

210. The scope of the EPPs has a view on addressing short-term staffing needs, especially in emergency situations, and ensuring the development of an Human Resources Plan to ensure operational continuity in the mid-term. This is accomplished through:
- 210.1. **Global Emergency Response Team (72h- 6 weeks):** The immediate deployment of the HRD Global Emergency Response Team experts in L3 activated emergencies and ad hoc depending on request and availability in L2 activated emergencies. This allows for the rapid deployment of internal staff with significant emergency experience to support the initial planning and scale up of the response.
- 210.2. **Surge Response Roster (1-6 months):** Deployment of internal or external staff on mission status for less than six months, including locally recruited staff. This allows for rapid response and utilization of existing personnel resources.
- 210.3. **Temporary Reassignments of Staff on Fixed Term Appointments:** This includes staff within duty stations, as well as international and national fixed term staff from outside of duty stations. Reassigning staff across functions at the same duty station can address immediate needs, fill critical gaps, and promote flexibility and resource optimization. Relocating fixed term staff to different duty stations for longer durations can provide specialized expertise, support, and ensure the availability of qualified personnel where they are most needed.
- 210.3.1. **Mission Assignments:** current staff go duty travel via a temporary mission for no longer than three months, with no change to their contract.
- 210.3.2. **Internal Temporary Reassignments:** Current staff may be temporarily reassigned for a maximum duration of 728 days to the emergency duty station, where their contract reflects the emergency assignment. Staff will retain a lien on their post and are expected to return to their duty station.
- 210.4. **Permanent Changes to Existing Posts:** Modifying terms of references and/or scope of expertise within the affected office to enable optimization of resources and adapt to changing priorities.
- 210.5. **Establishment of New Positions:** Establishing new roles and swiftly filling existing vacancies to address medium or long-term staffing needs. This guarantees continuity and sustained support for ongoing operations. This can include:
- Recruitment of new Individual consultants.
  - Recruitment of Local Service Contracts.
  - Recruitment of Temporary Appointment Staff.

- Recruitment of Fixed Term Appointment Staff.

210.6. **Technical Assistance Missions from other Country Offices, Regional Offices and Headquarters:** Deploying for short term missions or backstopping, of specific internal UNFPA country, regional and HQ staff for specific support functions.

### iii. Global Emergency Response Team

211. The Global Emergency Response Team (GERT) is a team of fixed term UNFPA emergency specialized staff within the Humanitarian Response Division designed to deploy to L3 and ad hoc L2 emergencies. The GERT is made up of emergency specialists in Emergency Coordination, SRH, GBV, MHPSS/CMR, Operations, Supply and Logistics, Access, and Crisis Communications. The GERT is meant to deploy within 72h following an activated emergency to support the set up and initial implementation of UNFPA's emergency response. The GERT can be deployed as individual members or as a team.

#### How to Access

212. GERT deployment is agreed upon during the classification exercise; the team can be deployed in its entirety, or separate different profiles. Priority is given to L3 emergency missions. Given availability, country and regional offices can seek GERT deployment by sending an email to [HRD-deployments@unfpa.org](mailto:HRD-deployments@unfpa.org).

#### Oversight and Management

213. GERT reports to Humanitarian Response Division;
214. While deployed, GERT functionally reports to the country office head of unit;
215. Administrative support for the GERT is provided by the Humanitarian Response Division;
216. Handover and performance - a performance evaluation is undertaken for each GERT member following a deployment by the supervisor per the terms of reference for deployment.

### iv. Surge

217. The UNFPA Surge Response Roster is the primary way UNFPA provides short-term staffing support during emergencies. The surge roster is made of internal and external experts in different technical areas with experience in emergency response. Individuals on the UNFPA Surge Roster are pre-vetted and have completed basic training on UNFPA in emergency response. Any country office needing this kind of help can access the roster, even without an activated emergency under the EPPs. For more information, please see the [surge guidelines](#).

### How to Access

218. During the development of the initial human resource plan, as part of the Emergency Response Plan, country offices contact their regional office Humanitarian Advisor and the HRBP, including the HRD Surge Manager, to discuss their staffing needs. This helps determine if the surge roster is the best solution or if regular HR processes could be used. If the surge roster is deemed the best option:
  - 218.1. The country office submits a detailed request (terms of reference) in the required Surge format to the Surge Team. The Surge Team then works to provide a list of suitable candidates within two business days.
  - 218.2. Country office management staff select candidates from the list, and the chosen candidates are deployed as quickly as possible following best fit calls.

### Oversight and Management

219. Deployed surge staff report directly to the supervisor identified in their terms of reference.
220. Administrative support is provided by either UNFPA standby partners (for external staff) or the releasing country office (for internal UNFPA staff).
221. For internal deployments, the receiving country office handles travel and DSA (daily subsistence allowance).
222. The Surge Team collaborates closely with country offices, regional offices, and standby partners to facilitate and monitor deployments.
223. At the end of each mission, a clear handover of tasks and duties to country office staff is required. The in-field supervisor also conducts a performance evaluation for each surge staff member.

### **v. Staff Reassignment**

#### Temporary Reassignment of staff on Permanent/Fixed Term Appointments

224. Within the same duty station:
  - 224.1. When an office has vacant posts the county office head of unit may temporarily reassign the staff member to that position a period coinciding with the activation of the emergency under the EPPs, while retaining a lien on post.
  - 224.2. Current staff on a permanent or fixed term appointment may be temporarily reassigned for a maximum of 364 days to where their contract reflects the emergency assignment.
  - 224.3. Staff will be issued with a new contract reflecting the conditions and remuneration of the temporary reassignment.

225. International or National staff from outside duty station:
- 225.1. When an office has vacant posts the country office head of unit may request a temporary reassignment of a staff member from a different country operation to that position for a period coinciding with the activation of the emergency under the EPPs. During this period the organization will automatically grant a lien on post.
  - 225.2. Under the EPPs, the Executive Director delegates to the Director, DHR the authority to approve temporary reassignments for international staff for posts at P5 level and below.
  - 225.3. Current staff on a permanent or fixed term appointment may be temporarily reassigned for a maximum of 364 days to where their contract reflects the emergency assignment.
  - 225.4. Staff will be issued with a new contract reflecting the conditions and remuneration of the temporary reassignment.
  - 225.5. Locally recruited staff temporarily reassigned are entitled to receive UNLP to facilitate the assignment. Locally recruited staff in this instance are considered ‘on mission’ and not ‘reassigned.’

#### Permanent Changes to Existing Posts

226. The head of unit has the delegated authority to reassign any and all personnel within the affected office to support the emergency response needs.
227. The head of unit shall identify all current posts that should be reprogrammed in response to an activated emergency, the funding source for each post, duration of the post and the contractual modality expected to be used.
228. The head of unit should work with the operations manager to ensure reprogrammed other resources funded posts are used in line with donor agreements and/or the donor is formally notified for the emergency situation and the request to temporarily re-programme this role to meet humanitarian needs.
229. Pre-classified Generic Job Description (GJD) should be used whenever possible.
230. Should a specific job description be required, it must be classified before the position is advertised.

#### **vi. Establishment of New Positions**

##### Establishment of New Posts

##### *Post Creation and Classification*

231. The head of unit<sup>64</sup> should identify the posts required to respond to an activated emergency, the funding source for each post, duration of the post and the contractual modality expected to be used.
232. With the confirmation of the relevant head of unit of incoming funding, post creation processes may be initiated with the approval of the regional HRBP prior to the receipt of the funding by UNFPA to expedite recruitment process and optimize utilization of donor resources. The hiring manager must ensure that the grant has been signed rather than confirmation of the transfer of funds to UNFPA.
233. Pre-classified GJDs should be used whenever possible.
- 233.1. Should a specific job description be required, it must be classified before the position is advertised.

### *Staff Selection*

234. A selection process should commence once a job description is classified, the position has been established and approved and funding has been identified.
235. Selection of Candidate from Vetted Roster:
- 235.1. Hiring managers are encouraged to search for potential candidates via pre-vetted rosters.
- 235.2. Personnel may be drawn from a roster of candidates who were approved by the Contracts Review Board (CRB) and who may be hired after the completion of reference checks, education verification and completion of the clear-check process.
- 235.3. The roster consists of personnel covering a wide range of substantive and operational areas. Candidate availability will be determined at the time of recruitment.
236. Desk Review:
- 236.1. Under activated emergencies, a desk review (i.e., a written justification comparing shortlisted candidates based on their applications) may be conducted to make a selection decision.
237. Advertisement:
- 237.1. When advertising vacancy announcements must be open for a minimum of:
- One (1) day for temporary appointments.

---

<sup>64</sup> Head of unit refers to the representative, division director, regional or sub regional director, country representative or director, or head of office in countries without a UNFPA representative.

- Five (5) days for fixed-term appointments.

238. Selection of Candidates:

- 238.1. The hiring manager may use one or a combination of selection tools, including conducting interviews (recommended), written tests, and desk reviews.
- 238.2. Once a suitable candidate has been selected, the head of unit shall inform the operations manager and HRBP teams to commence pre-boarding and onboarding processes. Pre-boarding shall include, UNLPs, VISAs, medical, travel documents, references. All pre-boarding activities shall commence upon identification of the top candidate.
- 238.3. To safeguard the reputation of the organization, reference and clear checks are required for all new hires. Failure to pass a reference and or clear check will result in a non-selection / separation process.

*Approval of Selection Decisions*

239. The head of unit has the delegated authority to approve the recommendation for *Fixed-Term and Temporary Appointments* further to a competitive selection process for International Professional (P1-P5), National Professionals, General Service outside of headquarters.
240. The HRBPs have delegated authority to approve the selection process and issue the selection letter for *fixed-term and temporary appointments* further upon completion of a fair and transparent selection process for International Professional (P1-P5), National Professionals, General Service outside of headquarters.
241. Selection and appointment for all D1 and higher positions and IB funded management positions, including all representatives, deputy representatives and International Operations Managers must be approved by the Executive Director.
242. For temporary appointments: should an individual be selected for subsequent temporary appointment for a different assignment in the same duty station, the regular requirements for break in service must be applied as per UNFPA DHR policies.
- 242.1. The Chief HRBP may authorize a reduction of the break in service to a minimum break in service period of two weeks during an activated emergency or humanitarian situations.
- 242.2. The head of unit must send a written justification to the Chief HRBP, citing the specific activated emergency.
243. A tour of duty is the regular period of time a UNFPA staff member subject to rotation shall serve at a duty station before he/she is reassigned to another duty station. This classification provides that duty stations are designated from “A” to “E” in declining order (i.e. “E” being the most difficult.) A staff member interested in applying to serve in



a duty station before completion of half of their tour of duty, may request a waiver in writing from the HRBP Humanitarian.<sup>65</sup>

#### Establishment of New Affiliate Personnel Positions

244. Following the development of the human resource component of the Emergency Response Plan, the head of unit should identify the new non-staff positions required to respond to an activated emergency, the funding source for each post, duration of the post and the contractual modality expected to be used.
245. Approval of the creation of the position (individual consultants, local service contracts) shall be provided by the country office head of unit:
- 245.1. Individual consultant contracts may be used to rapidly recruit project-based personnel in international or national roles.
- 245.2. Individual consultant contracts should only be used in secure locations.
246. A selection process should commence once a job description is classified, the position has been established and approved and funding has been identified:
- 246.1. An individual consultant can be engaged on a series of contracts for up to the equivalent of 11 months within any 12 month period. After which, a minimum break in service of one month is required. The HRBP Humanitarian, may authorize an exception in writing in an activated emergency or humanitarian situations.
- 246.2. No break is required for an individual moving from an individual consultant contract to a staff appointment.
247. The hiring manager may use one or a combination of selection tools, including conducting interviews (recommended), written tests, and desk reviews.
248. When advertising vacancy announcements must be open for a minimum of:
- One (1) day for individual consultants
    - Advertising is not required for individual consultants when the consultancy roster is used.
  - One (1) day for local service contracts.
249. Direct Recruitment:

---

<sup>65</sup> [Policy on Personnel of UNFPA: Fixed Term and Continuing Appointments: Staffing, point 29, page 11.](#)

- 249.1. Individual consultants: the country office head of unit has the authority, under an activated emergency, to waive competitive selection processes irrespective of the financial amount.<sup>66</sup>
- 249.2. Local service contracts: The regional office head of unit has the authority, under an activated emergency, to waive competitive selection process for up to ten (10) recruitments.<sup>67</sup>
- 249.3. When the selection process is unable to include a competitive selection process, a written explanation substantiating the reason for waiving the competitive selection process must be completed and signed by the requesting officer and the approving officer in the hiring office and saved in the recruitment file.

#### **vii. Technical Assistance Missions from Country Offices, Regional Offices and Headquarters**

##### Technical Assistance Missions

250. Technical assistance missions are a mechanism to provide short term, specialized capacity to a country office primarily used to (1) fill a gap while key recruitments are ongoing or (2) provide technical support for specific short-term issues.
251. Technical assistance missions can be managed directly between two separate business units, or with the support of the HRBP.

#### **viii. Benefits, Entitlements and Special Arrangements**

252. On top of the existing benefits and entitlements as indicated under other UNFPA policies, the following additional considerations shall be applied in classified emergencies:

##### Flexible Working Arrangements (FWA)

253. Heads of unit are authorized to implement compressed work schedules, part-time work, or flexible work arrangements for local staff in activated emergencies.
- 253.1. A staff member in the general service or national professional category who is required to work in excess of the working week established for this purpose shall be given compensatory time off. A staff member in this category may compress their work week by extending their daily working hours for nine (9) working days and avail of time off on the tenth (10th) working day.
- 253.2. Heads of unit may approve staff members in the general service or national professional category to accumulate 8 continuous compressed working weeks to avail of the time off in a continuous 5 working days not charged against annual

<sup>66</sup> As per paragraph 22 g of the 2022 Policy and Procedures for Contracting Individual Consultants.

<sup>67</sup> As per article 41 of the Policy for Local Service Contracts.

leave (i.e. the time that would normally have been worked over a period of 9 weeks is compressed into 8 weeks, until they accrue five working days off).

- 253.3. In certain cases, particularly in infectious disease outbreaks, DHR is authorized to issue additional exceptional guidance on flexible working arrangements.

#### Rest and Recuperation (R&R)

254. Staff members required to work for extended periods at duty stations under hazardous, stressful and difficult conditions shall be granted regular periods of rest and recuperation under the terms of the present instruction, in order to protect their health and well-being and to ensure optimal work performance upon the resumption of their duties, while preserving the operational readiness of the organization.
255. Rest and recuperation is composed of periodic travel away from the duty station and approved time off from work for rest and recuperation purposes in order to be given a break from the dangerous, stressful, isolated working and living conditions under which they serve.
256. The Standing Committee on Field Duty Stations (Field Group) of the Human Resources Network of the Chief Executives Board (CEB) determines the duty stations that qualify for R & R, the R & R frequencies and designates the destinations, in accordance with the framework established by the ICSC and on the basis of information on conditions reported by the United Nations Country Team (UNCT) and the United Nations Department of Safety and Security (UNDSS).
257. Country office heads of unit are required to ensure staff in eligible locations take R&R as per the hardship classification to alleviate stress and ensure optimal performance.
258. Rest and recuperation is not an additional annual leave entitlement or financial compensation for the degree of hardship and insecurity of a duty station.

#### Staff payments for accommodations in locations where compound residence is required by UNSMT mandate.

259. When UNFPA owns the structure/facility in which staff reside, staff shall be charged the cost of maintenance and utilities as defined by the Operations Manager.
260. When UNFPA rents the structure/facility in which staff reside, staff shall be charged the cost of rent and utilities as defined by the Operations Manager.
261. When UNFPA staff reside in a compound residence, as per UNSMT requirement, staff are entitled to all basic minimum living services (e.g. power, internet connectivity, etc.) within their residence.
262. The cost should be agreed to by the UNCT whenever possible to ensure an equitable approach and consistent application.

Salary Advance<sup>68</sup>

263. Individual salary advances may be requested by the staff member to their HRBP via Quantum. A repayment plan will be established at time of approval.
264. A staff member may request a secondary salary advance, while a previous advance or any part thereof is outstanding, through the HRBP and must be approved by the Director, DHR, if based on security determinations and approved duty-station wide in accordance with UNDSS Security Manual or within an emergency situation.
265. In conjunction with the regional director, the head of unit may request a bulk emergency advance via the HRBP and for approval by the Director, DHR.
266. LSC personnel may request remuneration advances in emergency situations, if the United Nations Senior Management Team at the duty station determines that circumstances could merit emergency remuneration advances to LSC personnel. Individual requests are reviewed and decided on by the respective human resources business partner. Bulk emergency advances may only be decided on by the Director, DHR. A request for a new salary advance while a previous advance of any part thereof is outstanding, may only be decided on by the Director, DHR.

Ex-gratia payments

267. In exceptional situations, a head of unit in conjunction with the regional office head of unit to request an ex-gratia payment to staff in especially severe circumstances by the UNFPA executive director.
268. UNFPA will decide on requests for ex-gratia payments on a case-by-case basis.

**ix. Duty of Care and Staff Wellbeing**

269. Country office heads of unit are required to account for the wellbeing of staff throughout the activated emergency, including considerations for costed activities in the Emergency Response Plan.
  - 269.1. Country office heads of unit are required to support a mission of the regional UNFPA staff counselor to country and field office duty stations at minimum one time during the period of crisis activation.

Evacuations<sup>69</sup>

270. Evacuation is defined as the official movement of any personnel or eligible dependant from their place of assignment to a location outside of their country of assignment (safe-haven country, home country or third country) for the purpose of avoiding unacceptable risk.

---

<sup>68</sup> [Guidance Note on Salary Advances](#)

<sup>69</sup> [Paragraph E, Evacuation and Relocation, Chapter IV, DSS Security Policy Manual](#)

271. Locally-recruited personnel and/or their eligible family members may be evacuated from a duty station only in the most exceptional cases in which their security is endangered as a direct consequence of their employment by organizations of the United Nations common system. A decision in this regard can only be made by the Secretary-General, as recommended by the Under-Secretary-General for Safety and Security, based on a recommendation by the designated official.
272. Locally recruited staff members serving in UNFPA country, or regional offices may be evacuated in the following circumstances:
- 272.1. For life-threatening medical conditions at UNFPA's expense when approved by the Director, DHR.
- 272.2. Upon a decision of UNFPA's Executive Director that may decide to temporarily re-assign locally recruited staff members to another duty station.<sup>70</sup>

### Relocations

273. Relocation is defined as the official movement of any personnel or eligible dependant from their normal place of assignment or place of work to another location within their country of assignment for avoiding unacceptable risk. Relocation is a risk avoidance measure that can be applied to all personnel and eligible family members.<sup>71</sup>
274. If the security situation requires the temporarily closing offices, staff shall be placed on Alternate Work Arrangements (AWA).
275. The head of unit should work with the OSC to determine the requirement for AWA and submit the request to the HRBP for administration.
276. AWA may include, but are not limited to, working from home or an alternate work place within the duty station and special leave with pay. If staff members and their eligible family members are instructed to move into a hotel within the duty station for security reasons, Daily Subsistence Allowance (DSA) at the rate applicable at the duty station (or an ad hoc DSA rate recommended by the Security Management Team and approved by the headquarters of the lead agency) will be payable in respect to the staff member and half of that amount for each eligible family member for up to 30 days.
277. In case of relocation, the applicable DSA rate (or an ad hoc DSA rate recommended by the Security Management Team and approved by the headquarters of the lead agency) is payable in respect to the staff member and half of that amount for each eligible family member for up to 30 days.
278. In case of relocation of locally-recruited staff, irrespective of the DSA payment mentioned above, the designated official may recommend to the Security Management

---

<sup>70</sup> In emergencies the UNFPA executive director may authorize the issuance of UNLPs to locally recruited staff for the purpose of movement.

<sup>71</sup> [Paragraph E, Evacuation and Relocation, Chapter IV, DSS Security Policy Manual](#)

Team (SMT) that a decision be taken by representatives of organizations participating in the United Nations Security Management System (UNSMS) to provide an advance of three months' salary to be paid to locally recruited staff members and, if necessary, transportation costs for themselves and their eligible family members. In the event that the UNSMS can not reach a consensus, the Director of Human Resources has the authority to grant salary advance and associated transportation costs for themselves and their eligible family members.

### Security Evacuation Allowance

279. Security evacuation allowance is payable for eligible internationally recruited staff members and their eligible family members.
280. In respect to the staff member:
- 280.1. USD 200 per day during the first 30 days and USD 150 per day from the 31st day until the staff member returns to the duty station, or until the staff member is reassigned to another location, or until six months have elapsed following evacuation, whichever is sooner.
281. In respect to each eligible family member residing at the duty station:
- 281.1. USD 100 for the spouse and each dependent child during the first 30 days and USD 75 per day from the 31st day until the staff member returns to the duty station, or is reassigned to another location, or until six months have elapsed following evacuation, whichever is sooner.
282. If the staff member is authorized to return to the duty station and some or all eligible family members are not authorized to return or unable to return due to specific 'Family Restrictions' that may be in force for security purposes, or if the staff member is sent on mission (and receives relevant DSA), the first eligible family member will be entitled to the higher rate of evacuation allowance (USD 200 or USD 150 as applicable).
283. Additionally, for the purpose of facilitating a small shipment of personal effects (and incidentals including terminal expenses); a lump sum of USD 500 will be provided at the time of evacuation to eligible staff members who were installed at the duty station. This is a one-time payment for the staff member and all of his/her eligible family members even if they are evacuated at different times.
284. Loss and damage to personal effects that remain at the duty station will be compensated in accordance with established administrative guidelines. Staff members should be reminded of their responsibility to submit to the officer in charge who has been designated to manage organization specific matters, a list of their valued and itemized personal effects, which will be used by the respective compensation committees of the organization to determine compensation in the event of loss or damage to personal effects.

285. Security evacuation allowance is payable for eligible locally recruited staff members and their eligible family members as defined in the UNFPA Administrative Guidelines in response to the specific emergency.

### **3. In Kind Contributions**

286. Due to the very nature of sudden onset emergencies disasters, offers of in-kind goods (and in some cases services) tend to spike in the immediate days and weeks following an emergency. Extremely careful consideration should be given to such offers as the process to negotiate and establish logistics to receive and distribute in-kind goods can be extremely time consuming, resulting in delays in implementation of lifesaving interventions.

#### **a. Requirements for Acceptance of In Kind Goods in Emergencies**

287. UNFPA strongly recommends that only cash contributions be accepted in immediate post-disaster situations, which can support the procurement of UNFPA Dignity Kits or other commodities through established emergency procurement procedures. Valuable staff time being taken away from the situation in the country.
288. Any donations of potential supplies or services in an acute emergency response should be directly linked to the implementation of UNFPAs humanitarian response plan priorities and activities, and its related supply plan.
289. The proposed in-kind contribution should be evaluated both with regard to programmatic factors and the suitability and capacity of the donor.
290. UNFPA will consider in-kind contributions so long as it does not provide the donor with an unfair commercial advantage over its competitors.
291. All offers of in-kind donations of supplies should be collected and assessed by the Private Sector and Civil Society Branch (PSCSB).
292. PSCSB, upon any offer of in-kind assistance, will liaise with the Humanitarian Response Division (HRD) to determine the need for items in collaboration with the country office technical colleagues:
- 292.1. If it is determined that the items contribute to furthering the objectives of the humanitarian response plan, PSCSB liaises with the Supply Chain Management Unit to assess the needs in terms of Quality Assurance in line with the relevant policies and guidelines and evaluate the financial value of the donated goods.
- 292.1.1. SCMU quality assurance will balance the risk-benefit by ensuring the quality of the goods supplied through the application of a risk based approach to technical review. A fast-track procedure will be used.

#### **b. UNFPA Engagement with the Supplier Following Acceptance of In Kind Contribution**

293. In the case that a country, subregional, regional or headquarters unit seeks to accept an offer of in-kind goods in an acute emergency response phase, in addition to following the process stated in the In-Kind Goods and Services Contribution Policy, the following summarizes specific requirements required to manage in-kind goods in an emergency context:
- 293.1. The budget holder should prepare and provide logistical details to the donor (e.g. port to where goods should be shipped, plan to take ownership of customs process, manage transport from port to warehouse, and development of distribution plan to beneficiaries via implementing partners or other United Nations entities).
  - 293.2. In all instances, donors should be encouraged to supply complete items, packed and labeled.
  - 293.3. The budget holder should have measures in place to ensure that the in-kind goods reach the intended beneficiaries and do not end up on the open market.
  - 293.4. The donor must mark on the pack UNFPA logo and “not for sale, humanitarian supply” in both English and the local language (if applicable) on each carton, and if possible on the individual item as well.
  - 293.5. The donor should provide UNFPA with the name of the vessel, date of arrival, departure port and any other relevant information for customs.
294. For supplies not accepted for in-kind contribution, UNFPA will aim to facilitate access to SRH working group members. In that scenario, UNFPA plays merely a facilitation role for linking the company with one of the SRH working group partners directly.

#### **4. Facilities and Fleet**

##### **a. Fleet Operations**

295. Sourcing of vehicles for UNFPA use (non-implementing partners/non-armored vehicles) will be done through United Nations FLEET modality with the exception for commercial leasing indicated below. Sourcing of vehicles for implementing partners or armored vehicles is to follow the procurement route.

##### Commercial leasing

296. Commercial leasing of vehicles is permitted as an interim solution in countries classified under emergency levels L1, L2, and L3, provided that:
- 296.1. Priority Utilization of United Nations Fleet: Initial efforts must be directed towards utilizing the available United Nations fleet vehicles to the fullest extent. Commercial leasing should only be considered when existing UNFPA fleet resources are insufficient to meet operational demands.



- 296.2. Interim Solution: Commercial leasing is authorized during the activation period as a temporary measure until United Nations FLEET vehicles can be secured. This approach ensures that the response activities are not hindered by logistical constraints while awaiting the mobilization of additional UNFPA fleet resources.

#### Procurement of programme vehicles.

297. Acquiring programme vehicles through United Nations FLEET for UNFPA use (non-IPs, non-armored vehicles) for country offices classified under emergency levels L1, L2, or L3 will no longer require the conventional approval from regional offices.
298. In these instances, country offices are directed to submit directly their request detailing the necessity of the vehicles and indicating the level of emergency currently in effect in their country to the Facilities and Administrative Services Branch (FASB).

#### **b. Temporary Office Premises**

299. During crises when existing country office premises are declared unsafe for occupancy, country offices may establish temporary offices/hubs to enable continued delivery of humanitarian activities.
300. Establishment of temporary offices must follow the sequence below:
- 300.1. Request regional director's approval to establish temporary office(s) – (country office head of unit must send an internal memo to the regional office director, copying to FASB).
- 300.2. In collaboration with local security focal point, identify suitable options – (with preference for co-location with other United Nations entities).
- 300.3. Submit details of the preferred option together with regional director's approval for FASB and OSC approvals.
301. Once approved, one-time costs for establishing the temporary office will be funded as follows:
- 301.1. Refurbishment work – 100% from RFA.
- 301.2. Security installations – Proportion from Security Budget - based on percentage of IB-funded staff.
- 301.3. Furniture and equipment – Proportion from central Furniture Budget – based on percentage of Integrated Budget-funded staff.

#### **c. Staff Accommodation**

302. Under normal circumstances, UNFPA does not provide accommodation for staff. However, under some exceptional circumstances, it may be necessary to do so to enable the safety of essential staff delivering critical programme activities. Examples of such

exceptional circumstances include crises locations without DSS-approved residential accommodation options such as:

- 302.1. Safe private residential accommodation.
- 302.2. United Nations agency-run guesthouses.
303. Under such circumstances, country offices may consider establishing temporary residential accommodation for essential international professional staff who need to remain in the location to continue humanitarian service delivery:
  - 303.1. Establishment of temporary staff accommodation must be compliant with guidance provided by the local DSS.
  - 303.2. Funding for the establishment and operation of temporary staff accommodation must be on a cost-recovery basis.
  - 303.3. Country offices must follow the sequence below:
    - 303.3.1. In collaboration with the security focal point, identify suitable options which meet DSS security and reasonable residential standards.
    - 303.3.2. Submit the preferred option to FASB for headquarters approval. The proposal must include details the following:
      - Description of accommodation.
      - Security-risk assessment.
      - Lease terms.
      - Costs estimates and proposed source of funding.
      - Arrangements for cost recovery.
  - 303.4. Once approved, one-time costs for establishment of temporary staff accommodation may be funded from the RFA.

## **5. Emergency Telecommunications**

### **Local Procurement of ICT Hardware**

304. Country offices classified as L1/L2/L3 may seek Information Technology Solutions Office (ITSO) approval for local procurement of information and communications technology (ICT) hardware provided that the equipment is compliant with UNFPA's requirements.
305. In these instances, country offices are directed to obtain approval directly from the ITSO by detailing the necessity of the equipment for their emergency response efforts.

## 6. Audit and Investigations

306. During activated emergencies, the head of unit is authorized to request the deferral or postponement of a scheduled audit exercise in consultation with the Office of Audit and Investigation Services (OAIS). The request for deferral or postponement should first be endorsed by the authority approving the activation of the emergency (L1/RD; L2/HRD; L3/DED-M) and then submitted for approval to the Director of OAIS, providing a rationale that justifies the need to focus resources exclusively on the emergency response. The deferral will be considered based on the severity of the emergency, operational impact, and overall priorities of the country office in managing the crisis.
- 306.1. The deferment does not alter the obligation to report any and all wrongdoings to OAIS.
- 306.2. The deferment should not impact the progress of a duly authorized OAIS investigation. UNFPA employees are required to cooperate with OAIS investigators when requested.
- 306.3. The request for the deferral or postponement of a scheduled audit exercise should be limited to the scope of the emergency.
- 306.4. OAIS will continue its monitoring and advisory role throughout the activation period, ensuring that fraud risk management and control measures remain a priority.

## 7. Further Exceptions/Special Measures

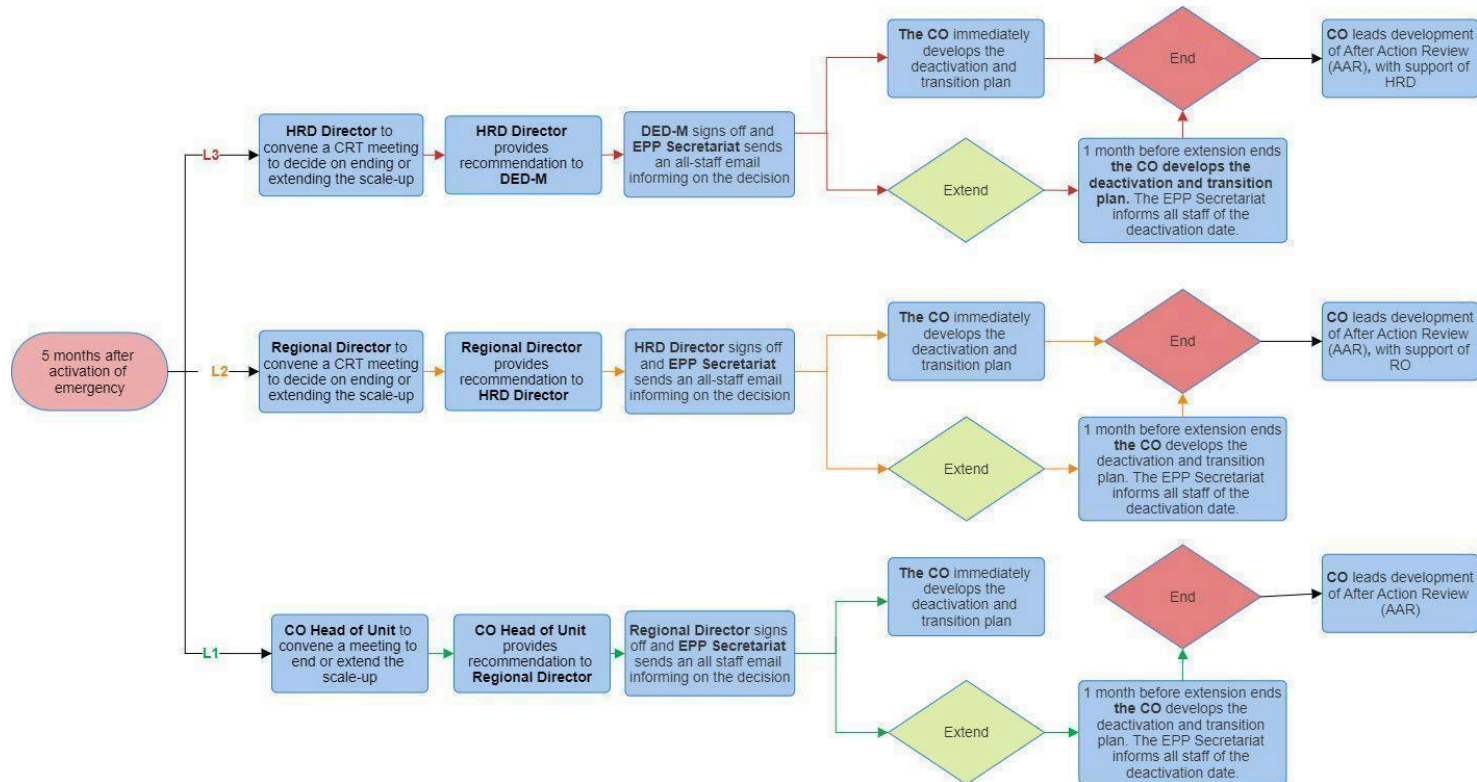
307. Country offices can request additional flexibilities to better suit the nature and context of a specific emergency. These flexibilities can be granted in the form of an exception to the policies and procedures utilizing the “No Regrets” framework as outlined in the EPP section [II.E](#) and [III.I](#).

V. Process Overview Flowcharts

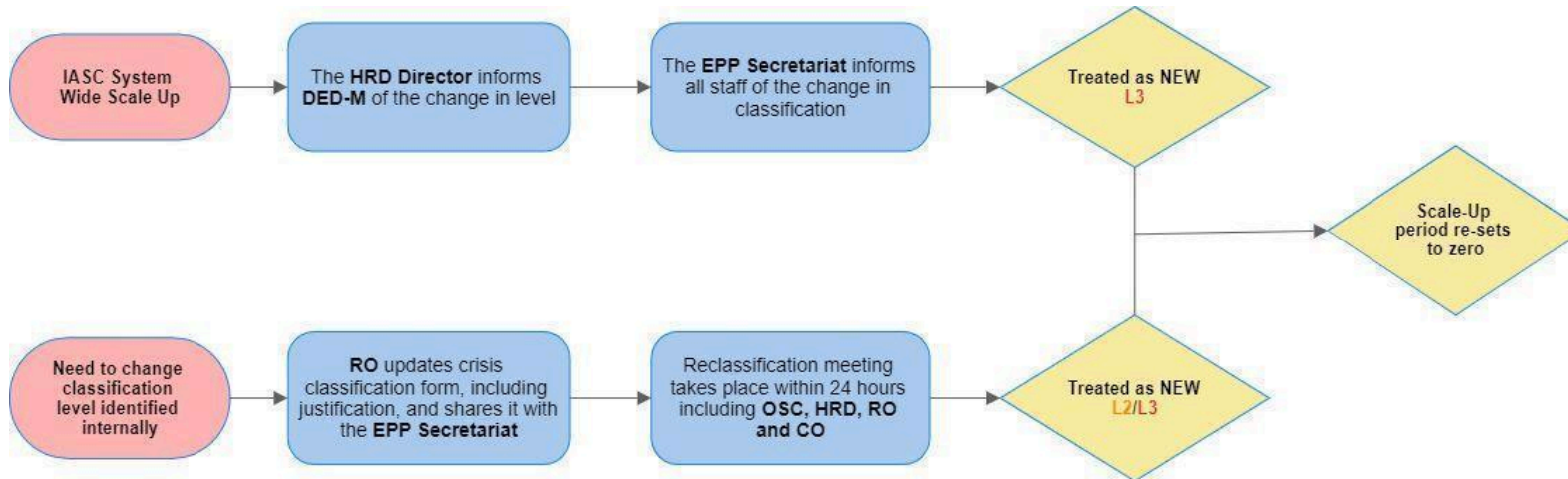
Emergency Classification and Activation - Figure 1



*Emergency Deactivation or Extension - Figure 2*

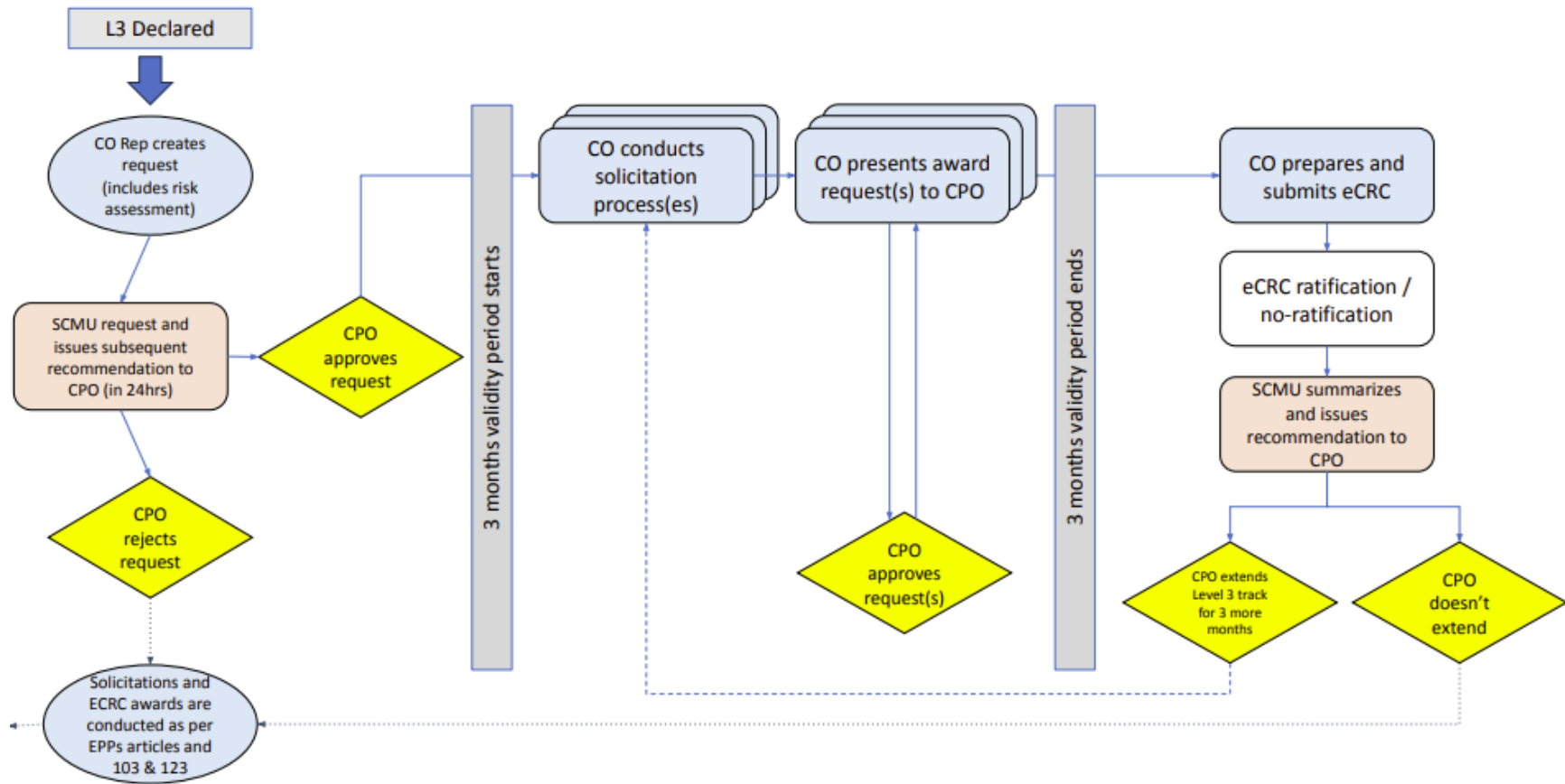


*Change in Classification of Emergency - Figure 3*



ECRC Level 3 Track - Figure 4

ECRC Level 3 Track - review flowchart



*Threshold, methods of solicitation and contract award authorities flowchart (L2 & L1) - Figure 5*

**Threshold, methods of solicitation and contract award authorities flowchart (L2 & L1)**

Sourcing under L1 & L2 Emergencies			
Threshold USD	Solicitation Method	Contract Award	Comments
<10,000	Shopping	CO Budget Owner	If possible, 3 quotations whenever possible.
=> 10,000 < 250,000	eRFQ	Head of Office	At least 3 quotations to be sought, the reason for the non-competitive situation must be documented in writing, Open for at least 48 hours, Secure submission
=> 250,000 < 500,000	eITB / eRFP	Head of Office & Chief SCMU If no consensus between them, referred to CPO through ECRC	Bid Documents to be published on UNGM Open for at least 3 calendar days, Secure submission, Evaluation conducted in accordance with regular procurement procedures
=> 500,000		CPO through ECRC	



*Threshold, methods of solicitation and contract award authorities flowchart (L3) - Figure 6*

**Threshold, methods of solicitation and contract award authorities flowchart (L3)**

Sourcing under L3 Emergencies			
Threshold USD	Solicitation Method	Contract Award	Comments
<10,000	Shopping	CO Budget Owner	If possible, 3 quotations whenever possible.
=> 10,000 < 250,000	eRFQ	Head of Office	At least 3 quotations to be sought, the reason for the non-competitive situation must be documented in writing, Open for at least 8 hours, Secure submission, Evaluation conducted in accordance with regular procurement procedures
=> 250,000 < 500,000		Head of Office & Chief SCMU If no consensus between them, referred to CPO through ECRC	
=> 500,000		CPO through ECRC <b>Refer to ECRC Level 3 Track</b>	

## **VI. Risk Control Matrix**

Risk control matrix is available [here](#).

## VII. Annexes

### Annex 1: Timelines for Actions and Deliverables

The timelines within this annex consolidate all of the mandatory actions across country, regional and headquarters level related to (1) coordination and oversight of the response in line with the EPPs, and (2) specific deliverables for each programmatic and operational area for the emergency response. The timelines outline critical time-based requirements for actions and deliverables to ensure UNFPA is able to implement lifesaving responses efficiently and effectively during the entire period of activation.

The timelines are divided based on relevant programmatic and operational areas of work for different components of the response for L1, L2 and L3 emergencies; each one includes:

1. Emergency Response Activation & Planning.
  2. Security.
  3. Humanitarian Access.
  4. GBV Programming.
  5. SRH Programming.
  6. Facilities and Fleet.
  7. Supply Management.
  8. Cash and Voucher Assistance.
  9. Information Technology and Emergency Telecommunications.
  10. Human Resources.
  11. Implementing Partners.
  12. Resource Mobilization and Management.
  13. Communications and Advocacy.
  14. Accountability to Affected People (AAP) and Prevention of Sexual Exploitation and Abuse (PSEA).
- L1: [Timeline for Actions and Deliverables Level 1 Emergency](#)
  - L2: [Timeline for Actions and Deliverables Level 2 Emergency](#)

- L3: [Timeline for Actions and Deliverables Level 3 Emergency](#)

\*For any classified emergency where the GBV AOR is active or will likely be activated, please refer to this additional timeline for required actions and deliverables at headquarter, regional and country level: [Timeline for Actions and Deliverables for GBV Cluster Lead Agency](#)

## Annex 2: Definitions

The following terms are used throughout this policy with the meanings specified below:

- **Accountability to Affected People** - an active commitment to use power responsibly by taking account of, giving account to, and being held to account by the people humanitarian organizations seek to assist.
- **Anticipatory Action** - acting ahead of predicted hazards to prevent or reduce acute humanitarian impacts before they fully unfold.
- **Cash and Voucher Assistance (CVA)** - the provision of cash transfers or vouchers given to individuals, household or community recipients. This excludes remittances and microfinance in humanitarian interventions (although microfinance and money transfer institutions may be used for the actual delivery of cash).
- **Emergency Fund/Humanitarian Thematic Fund** - HRD managed corporate funding mechanisms designed to support country and regional offices humanitarian response. The Emergency Fund is fully funded from core resources and the Humanitarian Thematic Fund is funded from non-core resources. Applications for funds from EF/HTF are reviewed and quality assured by the regional offices and HRD.
- **Emergency Relief Coordinator (ERC)** - The ERC is the most senior United Nations official dedicated to humanitarian affairs who reports directly to the United Nations Secretary-General. The ERC is the chair of the Inter Agency Standing Committee and operates as the head of UNOCHA.
- **Emergency Preparedness** - Knowledge and capacities developed by governments, professional response organizations, communities and individuals to anticipate, respond to, and recover from, the impacts of likely, imminent, or current hazard events or conditions:
  - **Minimum Preparedness Actions** - Minimum Preparedness Actions (MPAs) are a set of activities that every country team must implement in order to establish a minimum level of emergency preparedness within the country. The MPAs are not risk or scenario-specific and usually do not require significant additional resources to accomplish.
  - **Advanced Preparedness Actions** - Advanced Preparedness Actions (APAs) build on MPAs (as per defined above), and are normally applied when the risk level is considered 'medium' or 'high.' APAs should be implemented following Scenario and Contingency Planning. Unlike the MPAs, the APAs are risk-specific.
- **Global Emergency Response Team (GERT)** - The GERT is a team which sits in the Humanitarian Response Division (HRD) of UNFPA. GERT members are the first wave of technical support capacity, deployed in the early days of crisis in support of national teams, laying the foundation for the second wave of surge personnel. GERT is designed to

complement existing surge mechanisms and improve the timely deployment of experienced internal emergency response staff with access to UNFPA systems, who are familiar with UNFPA processes, regulations and priorities, in advance of Surge Deployments.

- **Humanitarian Country Team (HCT)** - is the country-level interagency coordination mechanism in emergencies. The HCT is led and chaired by the Humanitarian Coordinator (HC). The HCT's overall goal is to ensure that inter-agency humanitarian action alleviates human suffering and protects the lives, the livelihoods and dignity of people in need.
- **Humanitarian Emergency** - An emergency is a serious disruption of the functioning of a society, causing widespread human, material, or environmental losses which exceed the ability of the affected society to cope using its own resources. Is a situation that affects people and livelihoods and that requires immediate action to save lives, alleviate human suffering and loss of livelihoods. Various phrases such as “disaster management,” “emergency management” and “humanitarian emergency management” are used to describe how to deal with the human, material, economic and environmental impacts of “disasters,” “emergencies” or “humanitarian crises.” This includes the process of how to prepare for and respond to these situations. Similarly, United Nations agencies and NGOs often refer to “humanitarian programmes,” “humanitarian responses,” “emergency operations,” and “humanitarian operations” to describe similar concepts related to responses to the consequences of crises.
  - **A rapid onset/acute emergency** is one triggered by a hazardous event that emerges quickly or unexpectedly. An acute emergency signifies a situation meeting one or more of the following conditions: sudden unplanned displacement of a large proportion of the population, direct exposure of the civilian population to new or exacerbated and sustained episodes of armed conflict, impending or already occurred sudden deterioration of nutritional status, natural or industrial disasters, disease outbreak and public-health hazards related emergencies and/or sudden breakdown of critical administrative and management functions which result in large-scale disruption of public health and related services.
  - **A protracted emergency** is a situation where a significant part of the population is acutely vulnerable and dependent on humanitarian assistance over a prolonged period of time
- **Humanitarian Principles** - UNFPA aligns with the internationally recognized principles ensuring its commitment to ‘principled humanitarianism.’ The Humanitarian Principles are an operational tool used by humanitarian actors to safely and ethically deliver humanitarian assistance. They include a) humanity, b) impartiality, c) neutrality, and d) independence, as endorsed by the two key General Assembly resolutions: [UNGA Resolution 46/182](#) and [UNGA Resolution 58/114](#).
- **Humanitarian Program Cycle (HPC)** - The HPC is a component of the Transformative Agenda that strives to improve accountability to affected populations by ensuring that the

delivery of assistance is a result of effective and timely decision-making and planning. The HPC consists of a set of inter-linked tools to assist the HC and HCT to improve the delivery of humanitarian assistance and protection through better preparing, prioritizing and monitoring the collective response through informed decision-making.

- **Humanitarian Response Plan (HRP)** - is a component of the HPC, which outlines the interagency coordinated, strategic, response and is developed jointly by humanitarian agencies in order to meet the acute needs of people affected by the crisis.
- **Humanitarian Standards** - The Sphere Humanitarian Charter and Minimum Standards in Humanitarian Response including both the Minimum Standards for Prevention & Response to Gender Based Violence in Emergencies and the Minimum Initial Service Package for reproductive health in crisis, as well other standards and guiding principles.
- **Inter-Agency Standing Committee (IASC)** - The IASC is the highest-level humanitarian coordination platform of the United Nations System. It was established by the United Nations General Assembly in 1991 to serve as the primary mechanism for inter-agency coordination relating to humanitarian assistance, with the goal of improving the effectiveness of humanitarian action by coordinating activities, assigning responsibilities, and sharing resources and knowledge.
- **Inter-Agency Standing Committee (IASC) Humanitarian System-Wide Scale-Up** - a set of internal measures designed to critically enhance the humanitarian response in view of drastically increasing humanitarian needs and to ensure that IASC member organizations and partners can rapidly mobilize the necessary operational capacities and resources to respond to critical humanitarian needs on the ground. These exceptional measures are activated based on a set of criteria and will only be applied for a time-bound period of up to six months (which can be exceptionally extended by another 3 months).
- **“No Regrets” approach** - UNFPA’s “No Regrets” approach prioritizes the timely delivery of lifesaving sexual and reproductive health and GBV programming in emergencies, especially for women and girls, by ensuring swift and decisive action even before all dimensions of the emergency are fully known, and before they intensify further. Under this approach, UNFPA commits to deploying additional capacity and resources, taking flexible decisions aimed at increased operational efficiency, and mobilizing necessary resources proactively to implement emergency responses, even if these measures ultimately prove to be beyond what was needed or pose a risk of financial losses.
- **Programme Criticality** - The Programme Criticality Framework is a common United Nations system policy for decision-making that puts in place guiding principles and a systematic structured approach in using Programme Criticality in the United Nations Security Risk Management (SRM) process to ensure that activities involving United Nations personnel can be balanced against security risks. The United Nations team in-country rates which of its outputs are PC2, PC3, PC4, and PC1 (PC4 representing low risk, and PC1 representing very high risk). The result of a Programme Criticality assessment sits within the

United Nations Security Management System as one core input to decision making on acceptable security risk when making decisions on United Nations programme delivery and mandate implementation.

- **Prepositioning** - Prepositioning is one logistical technique used by organizations to improve their responsiveness by holding critical materials in “stock” at strategic locations based on a situational risk analysis and definition of likely interventions. Prepositioning of stocks supports business continuity, reduces delivery lead times, cuts the cost of transportation, facilitates rapid deployment, and overall contributes to a timely response. Prepositioning is one potential outcome of contingency planning and advanced preparedness planning in the emergency preparedness phase, and can enable the field office to minimize costs and respond promptly when disaster strikes. Prepositioning requires significant upfront financial investment, the design of processes to reduce risk, and significant operational and oversight considerations to avoid potential waste and loss.
  - *National Prepositioning* – Emergency stock prepositioning at the national or sub-national level within the borders of the country in which the stock will be used. Stock is forecasted based on contingency planning and dispatched when the emergency occurs.
  - *Cross Border Prepositioning* - Emergency stock held at the national level, but physically kept across the neighboring border for operational agility or stock security reasons.
  - *Regional Prepositioning* – Emergency stock prepositioning in a key place(s) throughout a region which may be used in the event of an emergency response in a number of different countries. Stock is forecasted based on consolidated information from contingency planning of country operations in the region and dispatched when the emergency occurs.
  - *Global Prepositioning* - Emergency stock held at a global level to be used in the event of an emergency across the globe. Stock is forecasted based on consolidated information from contingency planning of all at risk country operations and dispatched when the emergency occurs.
- **Sexual Exploitation and Abuse (SEA)** - The term “sexual exploitation” means any actual or attempted abuse of a position of vulnerability, differential power, or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially, or politically from the sexual exploitation of another. Similarly, the term ‘sexual abuse’ means the actual or threatened physical intrusion of sexual nature, whether by force or under unequal or coercive conditions.
- **Stockpiling** - Holding stock to ensure operational efficiency, and reduce lead times in procurement processes, based predominantly on historical procurement needs or predictable supply plans. This is a normal process in supply chain optimization for public or private sector actors.



- **“Scale-up”**- This term is used in instances where UNFPA internally seeks to mobilize necessary operational capacities and resources to respond to a rapidly deteriorating humanitarian situation or sudden onset crisis. It should be distinguished from the IASC humanitarian system-wide scale-up (see above).

### **Annex 3: The EPP Secretariat – Terms of Reference**

The EPP Secretariat is a support service for crisis response Level 3, Level 2 and Level 1 provided by the Humanitarian Response Division. Its permanent members are designated Global Emergency Response Unit (GERU) staff. When an emergency is activated, the EPP Secretariat will assist with the day-to-day administrative and logistics support and coordination services to CRTs. In this role, the EPP Secretariat will perform the below tasks.

#### **Key Tasks for All Emergencies:**

- Issues formal all staff communications activating, extending and deactivating emergencies on behalf of the organization.
- Act as a permanent repository of documents on activated emergencies (i.e draft response plan, situation reports, CRT minutes and other relevant documents).
- Calls for the meeting on activation, extension and deactivation, on behalf of the respective Head of Unit.
- Supports the coordination of After-Action Reviews and follow up for knowledge management based on lessons learnt.

#### **For L3 and On-Request In L2/L1 Emergencies, Additional Tasks:**

- Calls for the first CRT meeting following crisis activation, on behalf of the respective Head of Unit.
- Schedules CRT meetings, organizes the CRT meeting agenda and coordinates the distribution of preparatory documents.
- The EPP Secretariat supports the CRT in their day-to-day activities in preparing and following up from CRT meetings.
- The EPP Secretariat ensures that the relevant documentation is distributed to CRT members at least two hours prior to the first CRT meeting and at least 24 hours prior to the subsequent CRT meetings.
- Acts as rapporteur for the CRT and produces the minutes of the meeting.

- The EPP Secretariat ensures that the minutes are circulated no later than 24 hours after the end of the meeting.