

**Task Team on strengthening the humanitarian and development nexus
with a focus on protracted crises
Terms of Reference**

1. Background and expected results

Background to humanitarian and development nexus with a focus on protracted crises

Currently more than 125 million people require humanitarian assistance and displacement has reached record levels – many of them affected by violent conflict. Between 2002 and 2013, 86 percent of resources requested through United Nations humanitarian appeals were destined to humanitarian action in conflict situations. Such complex humanitarian emergencies have been intractable and protracted with an average length of displacement due to war and persecution of 17 years. Cyclical shocks have exacerbated humanitarian needs in these contexts and reversed development gains - Natural disasters *alone* caused a total of \$1.5 trillion in damage worldwide between 2003 and 2013 (with less than a third of costs covered by insurance).¹ Moreover, the funding requirements of inter-agency humanitarian appeals have increased six-fold from \$3.4 billion in 2004 to \$19.5 billion in 2015.

Much of the policy and practice applied in humanitarian settings (as reflected in currently agreed TA protocols) has been developed on the notion of quick onset emergency work, requiring humanitarian action for limited periods of time, are inadequate and have proven challenged in today's more urbanised and protracted humanitarian crises.

The report of the Secretary-General for the World Humanitarian Summit: "One Humanity: Shared Responsibility" builds on some of the key themes and objectives highlighted in the 2030 Agenda for Sustainable Development. It proposes five core responsibilities for all actors, including humanitarian and development organizations, to advance the vision enshrined in the Sustainable Development Goals (SDGs) in humanitarian contexts. One of the principal calls is to shift the focus from delivering aid to ending need more effectively and sustainably by working together collectively and coherently, so that humanitarian action reinforces development gains while development assistance is directed, first and foremost, at addressing vulnerabilities and reaching those furthest left behind. The Secretary General's report calls for a new way of working that will require shifts in both policy and practice: to act early and preventively without waiting for crises to occur; to reinforce rather than replace national and local systems; to strengthen coherence and collaboration among humanitarian, stabilisation, peacebuilding, human rights and development actors on the basis of comparative advantage; and to underpin these efforts with flexible and innovative financing arrangements and partnerships.

The recent World Humanitarian Summit in Istanbul, Turkey, on 23-24 May 2016, brought to attention the scale of the changes required if these challenges are to be addressed. Calls were made for a new and coherent approach based on addressing root causes, increasing political diplomacy for prevention and conflict resolution. Calls were also made for novel context-specific approaches that reinforce local systems and build community resilience to shocks in a manner that transcends institutional boundaries. It was widely acknowledged that achieving these goals would require bringing humanitarian, stabilisation, peacebuilding, human rights and development efforts together in a more coherent and effective way, and in a way that stressed working towards collective outcomes and over multi-year timeframes.

¹ *The impact of disasters on agriculture and food security* – FAO 2015 ; *2014 Annual Global Climate and Catastrophe Report* - Aon 2015

The Summit achieved significant commitments to transcend the humanitarian-development divide through context-specific approaches, whilst reinforcing the importance of respecting humanitarian principles and space. Recognizing the need to change, the UN Secretary-General, eight United Nations agencies and the World Bank and IOM signed a breakthrough 'Commitment to Action' on collaborating in a 'New Way of Working'. This Commitment to Action represents an important effort of key operational parts of the UN system to speak with a common voice and to jointly advance a new way of operating that will strengthen the United Nations' capacity to meet needs, reduce vulnerabilities and manage risk better by working together towards collective outcomes, over multi-year timeframes and based on comparative advantage. Likewise, The Grand Bargain, agreed by humanitarian actors (UN and NGO) and donors through a process emerging from the High Level Panel on Humanitarian Financing, also addressed the humanitarian-development nexus as part of a broader effort to make the humanitarian system 'fit for purpose'.

The **Task Team (TT) on strengthening the humanitarian and development nexus with a focus on protracted crises** was created as a result of the recognition by IASC Principals that a significant shift will need to take place in the way that the humanitarian and development actors work with one another and with other stakeholders. Specifically, a) how these communities of practice (their policies, systems, and tools) interact, and where the context allows, even integrate in the most complex protracted crisis settings and fragile contexts; and b) how to ensure that their collective engagement contributes to ending needs in both the short and long term.

In particular, the following fundamental issues should be addressed to strengthen the nexus:

- The need to decrease the impact of protracted crises, including aid dependency among those affected,
- The need for well-aligned development and principled humanitarian responses in protracted crisis settings, and in fragile and crisis-prone contexts, as a core part of the SDGs commitment to 'leave no-one behind',
- The need to adopt 'resilience-building' and self-reliance as key principles to guide a more effective and efficient response, while building capacity for risk management, to be prepared for escalation of a conflict as well as 'acute-upon-chronic' emergencies,
- The need for humanitarian and development actors to work in partnership with host governments and local actors, as well as host communities, while respecting the primacy of humanitarian principles to ensure the neutrality and impartiality of humanitarian action in emergency settings,
- The need to promote greater development action in fragile and conflict-affected states, which requires greater risk tolerance, earlier engagement, and more flexible and context-adaptable instruments and programming by development actors.

Expected Results

Addressing humanitarian-development nexus issues requires action by both humanitarian and development actors. However, given that the TT is an IASC body, it will focus on the IASC's response in protracted crisis settings, but it will also work closely with the UNDG and relevant development actors with the aim of ensuring required changes from the UNDG.

Therefore, it is expected that this TT will advance the agenda called for by the Commitment to Action, by building on local, national and international efforts² working towards collective outcomes under multi-year timeframes recognizing the reality of protracted crises and aiming to contribute to longer terms development gains (in the logic of the SDGs). In addition, the TT will contribute to more effective IASC response for sudden-onset emergencies in protracted crisis settings and fragile contexts promoting collaborative work based on the comparative advantage of a diverse set of actors (as relevant to the context).

With this ultimate goal in mind, the work of the TT will be two-fold: First, the HDN TT will aim to ensure the high-level commitments made during the global processes such as WHS and the GB process are translated in concrete and practical terms. Secondly, guided and informed by this normative work and the outcomes of consultations with development and peacekeeping actors, the HDN TT will offer concrete steps, where identified, on how to further translate elements of the humanitarian-development nexus to be useful and actionable by field colleagues, including working with relevant actors/bodies to ensure content is integrated into relevant operational guidance, as appropriate.

While this dual approach will be sequenced and progressive, the TT shall, at all times, aim to be driven by field imperatives demanding timely and practical solutions. To this end the work of the TT will contribute concretely to enhance understanding of how to strengthen the humanitarian-development nexus, supported by recommendations for how to ensure more coherent strategic and planning modalities. It will also aim to ensure at all times, and to the extent possible, strong linkages with national systems and governmental structures, as well as formal and informal social protection systems.

Furthermore, to ensure synergies and complementarity and avoid duplication, the TT will apply an inclusive approach and maintain close collaboration with other processes and coordination bodies working on related issues such as disaster risk reduction, peacebuilding, preparedness and financing. To this end, the TT will interact with, and seek a more coordinated and complementary work plan with, *inter alia*, the **UNWG on Transitions – WGT** (particularly around coherent planning and programming), **UNDG WG on Programming, Sustainable Development**, the **High Level Advisory Group on Post Conflict Needs Assessment** (around conflict analysis and planning for recovery and transition, linked with peacebuilding objectives), the **Global Cluster Coordination Group**, the **Global Cluster for Early Recovery**, the **IASC Reference Groups on Meeting Humanitarian Challenges in Urban Areas (MHCUA), on Risk, Early Warning and Preparedness (REAP)** and on **Protracted Displacement**, and the IASC Task Team on **Humanitarian Financing**. Interaction and coordination will also be sought with other relevant specialist groups to contribute to, or ensure the appropriate division and follow up of work, including but not limited to, the promotion and monitoring of the implementation of the IASC/UNDG Principles of Resilience, and the further development of the IASC policy on the use of conditional or unconditional cash transfers in emergencies pending the outcome of the discussions of the IASC Principals' Cash Working Group.

2. Work streams

Following discussions of the 90th IASC Working Group Meeting, as a starting point, the TT **will map out development, peacebuilding and economic investment processes, and their relevance and implication** for the IASC's attempt to strengthen the humanitarian development nexus, including the progress made thus far and the gaps and shortcomings in current policies, guidance and tools. It will also identify relevant key parameters of the 'New Way of Working', as they pertain to the different type of processes and mechanisms that may be encountered in the field, e.g. refugee or mixed

² i.e. the UN system and the broader humanitarian and development community, including multilateral development banks

situations, in line with the Commitment to Action and the Grand Bargain. Building on this, the TT will have the four work streams and related objectives outlined below. Acknowledging the numerous perspectives and voices that will need to be incorporated, and as previously noted, the work of the TT will aim to be properly sequenced, building on the results and products made from various workstreams to inform and guide the work on subsequent ones:

- 1. Establish a common understanding of what is required to strengthen the humanitarian development nexus in protracted crises:**
 - a. This will involve agreeing on definitions for key terms and components of the humanitarian development nexus (such as “collective outcomes”, “joint analysis” and “joined up planning” (where and when possible)), developing typologies of response scenarios in protracted settings. Acknowledging the numerous entry points and perspectives on the humanitarian development and peace nexus in protracted crises implies, the aim will be to develop a definitive IASC position on critical elements, criteria, and examples related to this work.

- 2. Review and assess current policy, guidance and operational tools based on common understanding (1) to a) identify gaps and b) best practices:**
 - a. This will involve a systematic review of existing response protocols (including the Transformative Agenda protocols for acute emergencies, the UNDAF, and the ISF); other recent IASC documents, and outcome documents from the WHS and GB, HDAG, etc. Through this review the TT will identify additional and/or alternative steps that may be needed specific to protracted crises settings to meet and reduce needs, including greater clarity of the responsibilities of humanitarian and development actors and how they can work together in a more coherent manner.
 - b. This will involve developing a compendium of good practices and lessons learned from different organizations related to the humanitarian-development nexus (for example on assessments, analysis, planning cycles, monitoring and evaluation, capacity building of frontline responders and resource mobilisation). This piece of work will be updated as required to ensure an iterative process with policy and guidance, and will ensure that it draws from, and is useful for, field perspectives. The aim of this process will be better inform reflection on current gaps in response modalities.

- 3. Jointly work with UNDG on refining and expanding on joint principles towards Collective Outcomes:**
 - a. In line with the IASC Principals’ endorsement of the Commitment to Action, and other processes such as the GB and WHS, this will involve frequent and sustained interaction with the UNWGT and other development-orient coordination bodies to explore ways to achieve joint analysis, planning, and overall greater coherence in programme cycles (including context analysis, risk assessments, monitoring, multi-year programming, effective division of work towards collective result). As such, the deliverables of this work stream could serve also other groups, for example as it relates to the implementation of Common Framework for Preparedness (with the potential of using CADRI as an oversight mechanism), putting an emphasis on preparedness as to better address needs and vulnerabilities for humanitarian and development actors, and how the horizon scanning, early warning and proposed early action could strengthened

the HDN policy environment. At all times recommendations, principles, and guidance will be made with humanitarian principles in mind first and foremost.

- b. This would also ensure a comprehensive resilience-building approach that protects the complete set of people's basic assets from the full range of natural hazard, economic and socio-political shocks.

4. Help Ensure that IASC has normative and operational frameworks relevant to protracted emergencies

- a. Informed by the systematic review and gap analysis of existing emergency and development response protocols to acute emergencies, but also other recent IASC documents, WHS and GB, HDAG, etc. (process 2a); prompted by the findings and content of the compendium of best practices (process 2b); and guided by the outcomes of joint work planning with the UNWGT and other bodies (processes 1 and 3), The TT will use all of these strands to develop a series of recommendations on what is required to ensure that the IASC has normative and operational frameworks relevant to the HDN in protracted emergencies.
- b. Against these recommendations, where necessary, this work stream will involve proposing adaptations to existing frameworks. This may include either producing complementary and/or additional guidance and/or recommend alternative steps. This may also include linking efforts with that of the UNWGT and the IASC TT on Humanitarian Financing³.
- c. Where clear gaps are identified and that are deemed to require substantial additional guidance specific to protracted crises settings to meet and reduce needs, the TT will aim to develop such guidance or recommend appropriate body, platform or group to do so. This may include developing new frameworks where relevant, and working with UNDG to ensure such adapted protocols are adopted as an IASC-UNDG "joint venture".
- d. This would also clarify how national emergency, social protection and other development systems can be more shock responsive and play their role in a humanitarian response, ensuring that all vulnerable groups can access these systems.

3. Task Team objectives will include:

- a) to define and support a shared narrative that will guide collaboration both within the humanitarian communities of practice and between development and peace actors,
- b) to help ensure that policies, guidance's, tools and protocols endorsed by IASC and used in protracted emergencies are applicable to such contexts,
- c) to develop, as necessary, guidance for operationalizing the HDN approach in protracted emergencies (for example gender and age sensitive area-based programming, urban areas, remote programming, resilience and emergency risk management),

³ Linkages with social protection will be an important issue to work on regarding this work stream whilst developing operational guidance for area-based programming incl. in cooperation with the RG on MHCUA for urban areas, that addresses gender and age sensitive a) programme prioritization and b) practice on operating in the most difficult conflict-affected areas, including guidance on remote programming, in coordination with the Global Cluster Coordinators Group.

- d) to outline a Policy framework based on agreed principles for collective multi-year engagement in protracted crises settings between IASC and UNDG in line with the Commitment to Action: Conceptually, with a shared understanding of sustainability, vulnerability and resilience, and Operationally, where contexts enable the putting in place of: (i) pooled and combined data, analysis and information; (ii) better joined up planning and programming processes; (iii) effective leadership for collective outcomes, and (iv) financing modalities to support collective outcomes⁴, and
- e) to develop a compendium of good and promising practices (for example on joined up planning cycles including analysis, assessments and monitoring, the capacity building of frontline responders and other topics).

4. Working Methods

Chairs/Co-chairs

The two Task Team Co-Chairs, WHO and UNDP will provide a balance between near term emergency response and linkages to longer-term development action. Represented at senior level in both Geneva and New York, it is envisaged that chairing arrangements will be reviewed in December 2016. Tasks undertaken by the Co-Chairs include drafting the annual work plan based on the information provided by TT participants for discussion and agreement by the Task Team.

Secretariat

The tasks undertaken by the Secretariat include support to the Co-Chairs in:

- maintaining an e-mail distribution list of participants;
- convening meetings of the Task Team at the request of the Co-Chairs;
- drafting and distribution of the agenda and minutes and keeping a participants' list for each meeting;
- preparing materials for distribution to the Task Team and facilitating communication;
- working closely with the IASC Secretariat to ensure that the IASC website and calendar are updated with information relevant to the Task Team;
- ensuring regular information sharing with other relevant groups (including the UNDG working groups on Transition, Programming and Sustainable Development, including through joint retreats);
- Secretariat functions will be provided by UNDP.

Participation

- The Task Team is open to representation by IASC members and ad hoc additional observers deemed relevant within the context of protracted crises settings. Representation should be of sufficient seniority and professional background such that they can commit their organisation to undertake action associated with the Work Plan and endorse outputs of the Task Team.
- Participants represent their organisations and, where applicable, ensure that their WG or EDG representatives or Principals are regularly briefed on the Task Team's work and progress.
- With the concurrence of the Co-Chairs the Task Team may broaden participation beyond IASC members and invite experts, donors, the World Bank, governments or other institutions to provide technical input or to discuss relevant issues, when needed.

⁴ Commitment to Action: Transcending humanitarian-development divides – Changing People's Lives: From Delivering Aid to Ending Needs, Istanbul, May 2016.

Recognizing the need to better reflect the multilateral composition of the IASC, the Task Team will make special effort to include NGOs, private sector, academia, and other non-UN member agencies of the IASC in its work.

Coherence with UNDG

The TT will collaborate closely with the UNDG in its work. This will include organizing several joint retreats, synchronizing the meetings (as much as possible) and working on the deliverables in conjunction with relevant development actors. However, each group will retain its respective and distinct reporting lines as outlined in the 'Reporting' Section that follows.

Meeting schedule and frequency

For 2016 the TT will meet monthly. Frequency of meetings will be reviewed in December 2016. Teleconference access will be available for these meetings. Individuals involved in specific work streams may need to meet more often.

Funding and Resources

Participation in the TT is on an organisation self-funded basis. If funding of studies and field testing is required for the TT Work Plan, this will be identified in the workplan and undertaken as in-kind activity by member organisations or additional resources will be mobilised by the TT.

5. Reporting

The TT is accountable to the Working Group. The IASC WG Champions (Interaction and UNICEF) will work closely with the TT to meet its objectives and ensure links with the IASC Working Group. The TT Co-Chairs (UNDP and WHO) and Priority 1 Sponsors are responsible for ensuring their TT's accountability to the WG.

The TT will liaise, as required, with the other IASC Subsidiary Bodies (Task Teams, Reference Groups etc.) to ensure that its output is consistent and compliant with the thematic priorities and established policies of the IASC.

The TT will report on a regular basis to the IASC WG and seek their endorsement for suggested amendments to existing normative and operational documents. Progress updates, when requested by the Working Group, can be provided in writing, for information

The Co-Chairs will share all documents with an operational focus with the Emergency Directors Group.

The TT Co-Chairs are responsible for monitoring implementation of the TT's objectives and work plan, with the support of the IASC Secretariat.