Humanitarian-Development-Piece (HDP) Colloboration

Cooperation Framework Companion Piece

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Introduction

In countries affected by or at risk of crisis, including disasters, conflict, or public health emergencies, additional considerations should be taken when preparing or revising the Cooperation Framework. In many of these contexts, there are large-scale humanitarian activities underway and UN peacekeeping operations or UN political missions.

It is therefore essential that the Common Country Analysis (CCA) and Cooperation Framework are developed with stakeholders across the development, humanitarian and peace dimensions, underpinned by human rights, gender equality, people-centred approaches and conflict sensitivity to provide a comprehensive and integrated analysis of the situation and address the root causes of crises, current and emerging risks and vulnerabilities at all levels (cross-border, national, subnational and community).

Fundamental changes to peace, human rights or humanitarian situations should trigger a revision of the CCA and adjustments of the Cooperation Framework, including by taking into consideration ways in which the work on sustainable development can be leveraged to respond to the crisis and prevent escalation and relapse. The Cooperation Framework should highlight the comparative advantage of development approaches in addressing crisis drivers and recurrent risks as well as the role of development actors (including dual-mandated actors and organizations) across humanitarian, development and peacebuilding activities. See the Annex 1 for a visual representation of the main elements of the process.

This paper is structured in four main parts: 1) A common understanding of the situation through joint analysis: the CCA phase; 2) Coherent strategic planning encompassing collective outcomes: the Cooperation Framework design phase; 3) Joint programming to addres vulnerability and conflict sensitivity; and 4) Funding and financing: how to ensure better funding and more coherent financing.

I. A common understanding of the situation through joint analysis: the CCA phase

In contexts of ongoing humanitarian and/or UN peacekeeping operations or UN political missions, a common understanding of the situation, encompassing development aspects, political, socio-econimic, security and environmental risks, vulnerabilities and needs, is paramount. Capacities of current and potential humanitarian, development, human rights and peace partners also need be identified. The CCA also aims to provide an understanding of cross-cutting issues, such as gender, youth and vulnerabilities, as well as their interlinkages.

As a forward-looking analysis, the CCA should examine underlying and structural factors affecting people's lives and livelihoods, and identify current and emerging political, security, social, economic, disaster and environmental risks that could lead to or exacerbate crises. By identifing the root causes of crises, the CCA will provide entry points to anticipate, prevent and mitigate crisis and risk drivers and map the roles of actors working in the development, humanitarian, human rights and peace spheres and their work across the HDP spectrum. This includes looking at inequalities, discrimination, marginalization and exclusion, as well as the capacities and barriers to social, political and economic developments of different groups. In this regard the legitimacy among the population of key institutions, particularly those that provide security and justice would need to be assessed.

The CCA needs to bring all relevant actors together and draw on the full breadth of available assessments and analyses at cross-border, national, sub-regional and local levels. In complex emergencies, while analytical processes should be joined up, Humanitarian Country Teams will maintain distinct Humanitarian Needs Overviews (HNOs) and related humanitarian plans, as the basis to inform the international humanitarian response.

UN missions and UN peacekeeping operations may contribute through their respective analytical and planning tools to inform peace and security objectives, to integrated analyses conducted as part of joint strategic assessments and in the context of the Integrated Strategic Framework (ISF).

Lastly, the joint analysis could also facilitate the identification of specific collective outcomes towards which humanitarian, development and peace actors can contribute, in accordance with their respective mandates.

How to forge synergies across the HDP dimension during the analysis phase[1]

1. **Conduct a multidimensional risk analysis across systems and sectors.**
   - Use global commitments, resolutions[2], regional initiatives, relevant monitoring and reporting mechanisms, as entry points for discussions on actual or potential risks with national stakeholders, including the government at national, local and community levels.
   - Identify immediate, proximate, underlying and structural causes of current needs, risk drivers, potential triggers of crises and their interconnected relationships (including from across-border perspective), which could lead to multiplication and cascading of risks. This should also take into account a stakeholders' analysis to understand capacities and power dynamics and vulnerabilities within populations, across groups and communities and sometimes across national borders.

[1] OECD DAC donors have also committed to improve joint analysis. See the Recommendation on the Humanitarian-Development-Peace Nexus agreed in February 2019, https://legalinstruments.oecd.org/en/instruments/OECD-LEGAL-5019

[2] E.g. 2030 Agenda, the Sendai Framework, the Paris Agreement, Post 2020 Biodiversity Targets, the Global Compact on Refugees and the Global Compact on Safe and Orderly Migration, the Security Council resolutions on Women, Peace and Security and Youth Peace and Security and the resolutions on sustaining peace, as well as international human rights treaties, international humanitarian law and refugee law.

- Identify key economic, political, security, governance, justice, social, health, environmental and ecological systems at risk in the country and/or region, the pressure points within these systems and how the manifestation of hazards will affect them and their ability to cope.
- Consider how risk is created within and across different systems, and how the manifestation of risk in one system can have cascading impacts across others.
- Identify local capacities (at community, institutional, national and sub-national levels), positions, interests and relationships for crisis prevention and response, resilience, peacebuilding, sustaining peace, disaster risk reduction, development and human rights.
- Identify critical areas and vulnerable and marginalized groups furthest behind and those most at risk of being left behind[3].
- Examine gender, women's and youth empowerment and child rights issues across sectors and themes (based on gender- and age disaggregated data, when available) and identify the intersectionality between patterns of discrimination and inequality, as well as entry points for support.
- Analyse how and why different communities and population groups are differently affected by a crisis, even within the same country, particularly in relation to or as consequence of development and/or resilience imbalances among regions within the country, as concerns access to rights and services, and how these communities and groups are already responding to such crises.
- Outline the challenges related to the macroeconomic, financial and fiscal landscape, public spending as well as foreign assistance[4], debt arrangements and national contributions or commitments to protection and assistance of forced displaced persons that may have an impact on public spending for social services[5].

2. In crisis settings, **conduct a conflict analysis** to help establish an accurate understanding of the root causes, stakeholders, dynamics, triggers and trends as well as impacts on the people, the operational environment and the UN's work and presence.[6] This should also indicate the range of responses to address the underlying causes of conflict.
   - In settings with wide-scale human rights violations, the conflict and risk analysis should include a thorough human rights analysis and consider transitional justice as a means to deal with past grievances, restore trust of the population through confidence building measures and advance the SDGs [7].
   - Include a gender analysis to inform how conflict and other shocks and stresses affects women, girls, boys and men differently. It should also identify entry points for women's and youth's inclusion and participation.
   - Analyse how and why different communities and population groups within a same country are differently affected by a crisis (e.g. access to basic services).

3. Identify **the key challenges towards achieving the SDGs** (e.g. institutional weaknesses, development imbalances, political dynamics, weak capacities, disaster risks, reform policies or processes, transnational risk factors) and gaps, as well as opportunities for future support, collaboration and partnership.
   - raw on relevant available information, studies and analyses. The country-specific findings and recommendations of the UN human rights mechanisms (Universal Periodic Review, treaty bodies and special procedures) are critical to the analytical process.

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[3] Cfr. Leaving No One Behind: A UNSDG Operational Guide for UN Country Teams, https://undg.org/document/leaving-no-one-behind-a-unsdg-operational-guide-for-un-country-teams-interim-draft/

[4] Please refer to the companion piece on "Funding the Cooperation Framework and Financing the SDGs" for more details.

[5] The term social services or basic services in this document refers to a wide range of services, including education, health care, provision of water, etc., that people need to access to in order to fully enjoy their rights.

[6] https://undg.org/document/conflict-and-development-analysis-tool/; and https://undg.org/wp-content/uploads/2016/10/Conflict-Analysis-Practice-Note-13-May-2016-Version.pdf

[7] The Human Rights Up Front and the Regional Monthly Reviews (RMRs) of countries could provide useful information to the analysis and inform country priorities from a prevention and protection perspective.

- Consider how new technologies, migration and forced displacement, urbanization, or climate change are likely to affect risks, vulnerabilities and capacities in the medium to long-term.

4. **Be inclusive and consult with a broad range of relevant partners**, including local civil society, volunteer groups and movements, women's and youth groups, populations affected by crisis (including displaced people)[8] , governments, bilateral actors, International Financial Institutions, and other relevant stakeholders to create a shared understanding among humanitarian, development, peace and human rights actors of critical needs, capacities, vulnerabilities, conflict drivers and dynamics, and risks, as well as about opportunities and incentives for dialogue and building trust.

Good Examples

The **Kenya CCA (2018)** is a very comprehensive analysis, which looks at economic, social, political and environmental issues and drivers of vulnerability. The CCA identifies vulnerable groups, and leaving no one behind is an encompassing principle throughout the analysis. Human rights, gender and resilience considerations underpin the analysis and provide useful entry points for planning and programming.

The **Somalia Drought Impact and Needs Assessment (DINA)** is a good example of a Post-Disaster Needs Assessment (PDNA) led by the Government of Somalia and supported by the World Bank, the United Nations and the European Union. Together with the Recovery and Resilience Framework (RRF), DINA contributes to reducing the country's vulnerability to climate shocks and strengthening resilience. The analysis well reflects the interconnections among the humanitarian, resilience and conflict dimensions.

1. Coherent strategic planning encompassing collective outcomes: the Cooperation Framework design phase

Humanitarian, development and peace actors should work simultaneously to achieve collective outcomes, which need to be reflected in their respective planning frameworks. Collective outcomes are tangible and measurable results that humanitarian, development, peace and other relevant actors commit to prioritize jointly over a period of three to five years. They provide a common vision that bridges short-term assistance, medium-term outcomes and long-term development programming and peacebuilding objectives to incrementally contribute to achieve the SDGs. In realizing collective outcomes, partners working in the humanitarian, development and peace workstreams have different but complementary and synergetic responsibilities, reflecting their respective mandates[9].

If collective outcomes have been articulated in country, the Cooperation Framework should reflect them and highlight how different actors across the humanitarian, development and peace dimensions within and beyond the UN system contribute programmatically towards their achievement, through their complementary but yet distinct actions and planning tools.

The Cooperation Framework should clearly explain how UN development efforts support the collective outcomes and highlight the comparative advantages of development approaches in addressing crisis drivers and the role of development actors in these contexts. It should also outline how the UN development support is complementary to and mutually reinforcing with the efforts of humanitarian assistance and peacebuilding.

[8] See, e.g. the UNSDG Common Minimum Standards for Multi-Stakeholder Engagement.

[9] Examples of collective outcomes can be found on the website of the Joint Steering Committee (JSC) to Advance Humanitarian-Development collaboration at www.un.org/jsc. Under the IASC Result Group 4 on the Humanitarian-Development collaboration, a list of key elements defining a Collective Outcome was produced and a light guidance on how to develop them was developed by the Collective Outcomes sub-group.

How to effectively design a Cooperation Framework that reduces risk by addressing vulnerability and exposure, and strengthening capacities:

- ✓ Based on a joint analysis, prioritize thematic areas that require simultaneous development and humanitarian action and – where relevant – peace action (e.g. protracted displacement, violence reduction, community security, basic social services, institutional reforms, including the security sector, the social contract between the state and the population, disaster risk reduction, resilience, social cohesion, access to justice and reconciliation and national/local dialogue, mediation and good offices), and determine the time frame for action (e.g. 3-5 years).
- ✓ Following the analysis, articulate, where appropriate, collective outcomes with all relevant stakeholders (e.g. UN entities, national and local government, NGOs (international and national), representatives from priority stakeholder groups, movements and associations, bilateral donors, IFIs, private sector). Identify how the Cooperation Framework will contribute to collective outcomes to eventually achieve the SDGs. If appropriate to the context, upon consultation with relevant partners, collective outcomes could be included in the Cooperation Framework.
- ✓ Before starting the Cooperation Framework design process, take stock of existing strategic frameworks or plans and programmes in country to build synergies, avoid duplications and cover gaps, – including national development plans, relevant bilateral country strategies and country strategies of multilateral development banks. To this end, it is important to map out the overall international assistance through a 4W (i.e. a mapping of Who does What Where and When) of the country and the comparative advantage of the UN system.
- ✓ Focus on the development or strengthening of multi-hazard early warning systems that:
  - integrate disaster, climate, food security, public health, forced displacement and conflict early warnings, among others as appropriate to the situation based on gender sensitive and disaggretated data; and
  - lead to early action for prevention and protection of human rights with an emphasis on actions that build resilience across all groups, geographies and sectors that could be affected.
- ✓ Focus development interventions on those furthest behind, those most at risk of being left behind, institutions with greater potential for fostering voice, inclusion and non-discrimination, alleviating poverty and on crisis-affected areas where needs are greatest:
  - ensure these interventions are tailored to reach all people equally;
  - examine the most severe humanitarian and protection needs and identify the proximate and root causes, that all actors can address or consider in their support action;
  - ensure support interventions are geared towards reducing risks, incuding disaster and climate risks, reducing humanitarian needs and strengthening protection of those impacted by the crisis; and
  - identify interventions aimed to promote prevention and mitigate emerging risks and unintended consequences.
- ✓ Identify actions aimed at reducing risk by:
  - reducing vulnerabilities and exposure (e.g. by addressing social, economic, political, legal and environmental structural and underlying causes of conflict, displacement, inequalities, exclusion and deprivation); establishing or strengthening participatory design, planning, implementation and M&E processes, bringing different groups together to enhance trust and mutual understanding, in line with the human rights-based approach;
  - establishing or strengthening dialogue, grievance and dispute resolution mechanisms, access to justice and people centered security services;
  - strengthening local capacities and systems for conflict prevention and peacebuilding, local governance and capacities to deliver social services and respond to crises, disaster risk reduction, emergency preparedness and for building resilience and enhancing sustainability;
  - safeguarding local actors at the frontline of prevention, mitigation and response efforts at the local level, particularly those from vulnerable and marginalized groups, to ensure that they are not doubly exposed to risk;

- promoting access to decision-making processes and resources; establishing/strengthening protection and prevention systems/mechanisms of those impacted by the crisis/conflict reducing exposure to hazards and shocks,including to serious conflict-related crimes and human rights violations; and
- initiating people-centered institutional reform processes to address justice and security concerns, accountability for serious crimes and supporting national and local human rights protection systems.

✓ Once collective outcomes have been articulated, the Cooperation Framework should outline the related development interventions contributing to them.

✓ Identify strategic, prioritized, sequenced and flexible interventions for short-, medium-, and long-term actions that can be adjusted to emerging risks and hazards and build resilience to prevent human suffering, uphold human rights and sustain peace, which could be connected to different planning frameworks:
- HRP and peace operation review: short term (1-2 years);
- Cooperation Framework: medium term (3-5 years); and/or
- National development plan, national disaster risk reduction strategies, peacebuilding plan or vision: long-term (5-15 years).

✓ In consultation with relevant stakeholders (including UN entities, government partners, front-line responders, volunteers, civil society, donors, IFIs, and the most marginalized people) and based on respective comparative advantages, including of local actors, define priority interventions, population groups and geographical areas to be prioritized. Priority actions should ensure mutual benefits across humanitarian, development and peace dimensions and be able to target several SDGs at once.

✓ Strengthen accountability mechanisms towards affected populations and ensure that affected people, including marginalized and excluded groups can voice their needs, grievances, risks and vulnerabilities during the design, planning, implementation, monitoring and evaluation of all interventions.

2. Specific considerations in humanitarian settings

In most contexts with international humanitarian operations, Cooperation Frameworks and Humanitarian Response Plans (HRP) and/or Refugee Response Plans (RRP) may exist simultaneously. For example, in large-scale disasters or in violent conflicts, in order to guarantee humanitarian space,[10] or refugee protection, humanitarian objectives are captured in an HRP coordinated by OCHA and/or an RRP led by UNHCR.[11] These documents remain separate from the Cooperation Framework, albeit well aligned and, if appropriate, highlight how they contribute towards collective outcomes.

In such context, direct links between the Cooperation Framework, HRP/RRP and collective outcomes should ensure complementarity and sequencing of development, humanitarian and, where relevant, peacebuilding activities. This can enable, when appropriate, the reduction of multiple risks for the same people and geographical areas affected by crises.

In contexts where the humanitarian community have a multi-year humanitarian plan (usually covering a two-to-four year period), it is even more critical for partners, in particular those working across the HDP equation, to engage with humanitarian actors to identify the areas where development action can be critical to reduce acute and chronic vulnerabilities and needs, address the root causes and support strengthening public service provision through national or local structures.

To ensure the required linkages and synergies, development planners working on the Cooperation Framework should participate in the HRP or RRP planning processes, and humanitarian actors in the CCA/Cooperation Framework process.

[10] Humanitarian action is undertaken in accordance with GA resolution 46/182. The main purpose of humanitarian action is to save lives and alleviate suffering in accordance with humanitarian principles. See also HC TORs, HCT TORs, HNO and HRP guidance.
[11] See, Humanitarian Response Planning guidance and Joint UNHCR-OCHA note on Mixed Situation (April 2014).

Humanitarian crises often require specific mechanisms in country to ensure effective coordination of international humanitarian assistance involving multiple humanitarian partners within and beyond the UN system. This can include having a Humanitarian Country Team (with volunteer groups, NGOs and Red Cross movement participation), as well as a separate humanitarian donor coordination arrangement. The government might also appoint different ministries or focal points for the humanitarian response and development initiatives. Development partners need to regularly engage with these partners and coordinate their interventions, as well as planning processes.

Good examples

The **Somalia UN Strategic Framework 2017-2020** represents the UN system-wide planning framework and it clearly articulates the UN's collective commitment to support Somalia's humanitarian, development, political and security priorities as outlined in the Somalia National Development Plan. Its strategic priorities include support to strengthen resilience of people and institutions, support socio-economic opportunities and access to basic services, support state-building, conflict resolution and reconciliation and improve peace, security, justice and the rule of law. While providing the overarching framework for the UN's engagement in Somalia, other more specific plans/strategies have been developed to take forward the commitments (e.g. Recovery and Resilience Framework for Somalia and HRP).

The **South Sudan UN Cooperation Framework (2019-2021)** is a collective approach in a conflict/transitional period to building resilience, capacities and institutions to achieve key outcomes across four priority areas: building peace and strengthening governance; improving food security and recovering local economies; strengthening social services; and empowering women and youth. The UNCF aims to empower national partners and communities, in particular women, youth and other vulnerable groups, to be more resilient and better placed to withstand the many challenging and complex impacts of ongoing protracted crises. The UNCF is anchored in the guiding principle of "leaving no one behind," is conflict sensitive and takes into account gender norms and people's vulnerabilities.

The **Central African Republic Recovery and Peacebuilding Plan (2017-2021)** is a good example of multi-stakeholder engagement and complementarity. It is based on a Recovery and Peacebuilding Assessment (RPBA) conducted by the government with the support of the European Union, the UN the World Bank, the African Development Bank (AfDB) and the French Development Agency (AFD). Priorities for addressing recovery and peacebuilding were assessed against three priority pillars: (i) support peace, security and reconciliation; (ii) renew the social contract between the state and the population; and (iii) promote economic recovery and boost productive sectors.

The UN should consider including measures in the Cooperation Framework that are preventive and aim at tackling root causes driving humanitarian needs, reducing risk, building resilience and advancing medium and long-term durable solutions for IDPs. Such measures supportive of HRPs/RRPs and humanitarian objectives can be mainstreamed across the relevant strategic priorities or established as a stand alone strategic priority. These measures can also be integrated in the annual Joint Work Plans agreed between the UNCT and the government to implement the Cooperation Framework. UNCTs should explore these risk reduction, risk mitigation and resilience measures particularly in contexts where:

- ✓ There are slow-onset or recurrent disasters that can be mitigated through the effective use of risk reduction, mitigation, and early action;
- ✓ There is protracted displacement, and durable solutions and longer-term approaches are needed (and there are no concerns in terms of upholding the humanitarian principles); and
- ✓ There are other fragilities, vulnerabilities and risks in communities and amongst populations, which may trigger or feed humanitarian needs.

In limited cases, the UN may consider including humanitarian action in the Cooperation Framework where there is a marginal humanitarian caseload and humanitarian principles are respected. UNCTs should consider this option in contexts where the Emergency Relief Coordinator has advised that the HRP is being phased out (or not phased in) due to the marginal and small-scale nature of the humanitarian needs and determines that in so doing humanitarian principles are still fully respected.[12] This applies to conflict and disaster settings and is without prejudice to HRPs being reinstituted should humanitarian circumstances change.

[12] Recognizing that in many protracted crises the country is fragmented, it may happen that some parts of the country are included and addressed by a Cooperation Framework , while others are only covered by an HRP.

Good examples

The **Mauritania UN Partnership Framework for Sustainable Development 2018-2022** is a good example of a comprehensive UN strategy reflecting the whole-of-system support towards improved governance, strengthened resilience and enhanced national and regional security, including some limited humanitarian action. It makes specific reference to regional challenges and transnational issues (e.g. climate change, food security, instability, management of natural resources and migration) and it highlights the importance of collaborating with regional entities (e.g. AU and ECOWAS) to address those issues.

The **Eritrea Strategic Partnership Cooperation Framework (SPCF) 2013-2016** is a good example of integrating limited humanitarian needs in a development framework in a context where ensuring equitable access to basic services and social protection and focusing on the most vulnerable people is key to reduce humanitarian needs and vulnerabilities and ensure sustainable human development. The SPCF well integrates disaster risk reduction and management to strengthen resilience of institutions and communities through risk mitigation and disaster preparedness and response.

3. Specific considerations in contexts with UN Peacekeeping Operations and/or Special Political Missions

In settings where there is an integrated UN presence, either a multidimensional peacekeeping operation or a special political mission deployed alongside the UNCT, the mission and the UNCT are required to develop an Integrated Strategic Framework (ISF) aligned with government priorities. This framework includes findings from joint assessments and reflects shared objectives and means through which the mission and UNCT will support national processes to achieve peacebuilding and peace consolidation.

The Integrated Assessment and Planning (IAP) Policy and its related handbook offer guidance on integrating the diversity of UN mandates present in conflict-affected contexts and, while being revised in 2019-2020, remain relevant.

Regardless of whether the mission and the UNCT are structurally integrated and which planning framework is used, the mission needs to participate in the analytical process as a comprehensive multidimensional risk analysis that includes a conflict, disaster and climate change and human rights analysis is a critical component of the CCA in mission settings.

The Cooperation Framework can be designed to serve as the ISF if it includes peace consolidation priorities for the UN, including national capacity development, institutional reform and extension or consolidation of state authority, and articulates operational areas requiring an integrated approach between the mission and UNCT.[13] The scope of development strategies and programmes should be aligned with national development plans and priorities and appropriate to national and local security conditions to ensure their sustainability.

UN transition processes resulting from the drawdown or withdrawal of a peace operation marks a critical moment for host countries. Early joint planning, including for sustainable development, is required for the continuation of peacebuilding efforts by the government, civil society and the UNCT. In such contexts, the UNCT should utilize the Cooperation Framework as the key planning framework to reflect peace consolidation objectives.[14]

[13] For more details on the minimum requirements of an ISF, see page 71 of the UN Policy on Integrated Assessment and Planning, http://repository.un.org/bitstream/handle/11176/387407/2014%20IAP%20HandBook%20LOW%20RES%20spreads.pdf?sequence=1&isAllowed=y)

[14] As detailed in the Secretary-General's directive for the development of consistent and coherent UN Transition processes (February 2019).

Good examples

The UN Strategic Framework for Lebanon 2017-2020 brings together the entire UN family in Lebanon in support of Lebanon's security, political, humanitarian, human rights and development priorities. It is one of the best examples of "whole-of-UN-system" country planning frameworks, which is notable since in Lebanon the UN has a peacekeeping operation, a special political mission, a large-scale humanitarian operation and significant development efforts.

The One Programme: UN Development Assistance Framework for Liberia 2013-2017 was developed with the full participation of the UN Mission in Liberia (UNMIL) and incorporates key focus areas related to UNMIL's mandate and core benchmarks, such as security and peace consolidation, and represents a shared vision of the government and the UN system for the country and its development priorities. The launch of the One Programme took place when the UNMIL was beginning the transition process from peacekeeping to sustainable development.

Monitoring collective results needs to be done jointly, link to collective outcomes and clearly show the contribution to the SDGs and their related indicators.[15]

II. Joint programming to address vulnerabilities and conflict sensitivity

To ensure coherent, complementary and mutually reinforcing programming across the humanitarian, development and peace and security pillars, UN and non-UN entities should strategically position their activities, interventions and programmes towards common priorities/outcomes (where they exist) in a coherent and complementary way and define who does what, where and when (4Ws), within their mandates and in line with comparative advantages.

While achieving their specific objectives, programmes should minimize the negative effects on conflict dynamics in accordance with the "do-no-harm" principle and contribute to sustaining peace and implementing the 2030 Agenda in line with national priorities. This ensures that the UN and its partners do not unintentionally exacerbate latent conflicts or reinforce dynamics that could lead to violent conflict, and at the same time work on preventive measures to address the root causes and prevent relapse into conflict.

A conflict sensitivity lens also assists in finding ways for positive impact and designing programmes that support local peace efforts and contribute to reconciliation and social cohesion.

Risk-informed programming is particularly key, as it recognizes that the achievement of the SDGs will be contingent on nations' and communities' abilities to identify and reduce existing risks, avoid the creation of new risks and build resilience to multiple threats and hazards. Wherever possible cross-border programmes should be implemented to help tackle transnational drivers of crisis.

All programming needs to be based on a gender and age analysis so that existing gender and age inequalities, harmful gender norms and stereotypes and intergenerational dynamics and tensions are not reinforced, but instead support gender parity and the inclusion and empowerment of women and young people as agents of change.

[15] Please refer to the companion piece on Design, Monitoring and Evaluation for further information in this regard.

Good examples

Somalia's Durable Solutions Initiative. In recognition of the complex challenges of protracted and urban displacement in Somalia, the Durable Solutions Initiative (DSI) was launched in 2016. The DSI is based on the premise that durable solutions to displacement can only be attained through strong government leadership and collective efforts from humanitarian, development and state-/peace-building partners and with the inclusion of displaced communities. To this end, durable solutions have been identified as a development priority in the National Development Plan and related federal and sub-federal policies, in the Resilience and Recovery Framework and in the UNSF. Short-term humanitarian interventions are also linked to longer-term efforts on durable solutions.

Somalia's Joint Resilience Action. In Somalia, FAO, WFP and UNICEF jointly identified priority actions to address vulnerable and at-risk populations. Through the Joint Resilience Action framework, the concept that healthy, well-nourished families are the most resilient ones is promoted. The JRA focuses on food security and nutrition with a multi-sectoral approach to engage households, communities and institutions.

Ethiopia's climate-resilient basic service infrastructure. In Gambella, Ethiopia, the 2016 El Niño-induced drought required the Government and its partners to rethink how to scale up water supply systems to provide reliable and sufficient water to growing populations, without being affected by climate and extreme weather. The combined efforts of UN agencies, key donors and civil society partners included the development and delivery of critical, new climate-resilient deep aquifer water supplies. Integration of effective cost-recovery models with upstream policy development ensures the project's long-term durability. The Government has since prioritized and adopted a climate resilient water, sanitation and hygiene strategy and committed US$ 2 billion of its own resources to building a 21st century drought-resilient WASH infrastructure across Ethiopia.

In **Chad,** complementary programmes co-funded by the EU Emergency Trust Fund for Africa and DEVCO are considered a good examples of how different funding streams could support complementary interventions to reduce humanitarian needs and vulnerabilities among the poorest and most fragile areas in the country. For instance, a project targets the most vulnerable host communities, as well as returnees and refugees, by supporting access to basic services and social protection, creating livelihoods, income-generating and economic opportunities and strengthening people's resilience, as well as local capacity and governance systems. By supporting inclusive local development, this programme is also expected to reduce underlying causes of tensions and humanitarian needs.

III. Funding and financing: How to ensure better funding and more coherent financing[16]?

Funding and financing are at the core of the 2030 Agenda. While continuining efforts to mobilize increasing resources, it is important that countries adopt a more comprehensive approach looking at the overall financing architecture, public and private, domestic and international to support the achievement of the 2030 Agenda and national priorities.

To ensure enhanced and more coherent financing the UNCT should:

- ✓ Undertake a mapping of development, humanitarian and peace programming in country and identify funding and financing streams present in the country (who is funding what, where, and for how long). The Joint SDG Fund, the CERF and the PBF are three complementary global funding instruments covering the three elements of the HDP collaboration . Mapping of financing – should include public and private, national and international finance, i.e. beyond traditional "donors". This should also include existing financing mechanisms or the ones that should be established to promote the objectives of the Cooperation Framework.

[16] OECD guidelines on financing in fragile contexts, https://www.oecd-ilibrary.org/development/financing-for-stability-in-the-post-2015-era_c4193fef-en and https://www.oecd-ilibrary.org/development/financing-for-stability_5f3c7f33-en.

- ✓ Explore sources of funding and financing available from regional facilities or global mechanisms (e.g. Peacebuilding Fund, IDA allocations, programmatic funding from UN missions, donors' trust funds/bilateral funding mechanisms[17]).
- ✓ UN Agencies, Funds and Programmes and UN missions should look at their comparative advantage and identify the comparative advantages of other actors (government, banks, NGOs, private sector, etc.) to deliver across humanitarian, development and peacebuilding activities. In some areas, the UN might jointly programme or support coalitions for change and seek specific funding. In other areas, other partners might be better placed and this should be recognized and factored in in conversations with donors.
- ✓ Strengthen partnerships and engagement with non-UN actors, including government institutions, donors[18], the private sector and civil society, volunteer groups, including women's and youth organizations. Explore less-traditional funding and financing sources, i.e. IFIs, and private sector, such as private banks and enterprises, and ways of mobilizing diaspora as partners.
- ✓ Advocate for financing in support of local actors and civil society, volunteer groups, including women's and youth groups, as key change agents in their communities;.
- ✓ Set up funding targets and dedicate resources for efforts supporting gender equality and women's empowerment.[19]
- ✓ In line with the new Funding Compact agreed by the UN system and Member States, the UNCT should advocate for increasing contributions to pooled funds to improve the UN system's integrated support where is it most needed, including to address underlying vulnerabilities and risks.
- ✓ If collective outcomes have been identified, humanitarian, development and peace partners should consider developing a financing strategy to deliver on those priorities by leveraging coherent funding across pillars and actors (beyond the UN system). The strategy should be comprehensive and capture the different sources of funding provided or potentially available to the country[20] and ensure the necessary investments in immediate humanitarian needs as well as longer-term risk reduction, peacebuilding and sustainable development.
- ✓ Advocate for funding and financing mechanisms for prevention, risk reduction and resilience.
- ✓ Forecast-based financing should also be explored. Based on a risk-analysis, this would help prevent the impact of potential disaster and reduce human suffering and losses.
- ✓ During mission transitions, the UNCT should work with the mission and the broader international community to prepare transition plans that address ongoing long-term resource requirements and include strategies on how to fill resource gaps (the PBF could be explored to fill emergency gaps; bilateral donors should also be engaged).
- ✓ Advocate for predictable, risk-informed, flexible and multi-year financing, including to avoid gaps between traditional humanitarian and traditional development funding streams.
- ✓ Advocate for unearmarked resources. For instance, geographical earmarking represents a key challenge to long-term development support to internally displaced people (if they return home, the funding must be able to move with them).

[17] OECD analyses show that about 77 per cent of ODA is channelled through bilateral channels. Thus, engaging with development donors and influencing their programme decisions and funding allocations is critical to have a significant impact on the way development assistance is planned and delivered.

[18] Engaging with both development and humanitarian donors is key to ensure that development and humanitarian funding supports complementary programmes in crisis-affected areas and targets the most vulnerable groups most at risk of being left behind.

[19] For UN peacebuilding funding, there is an established target of minimum 15% for programmes supporting gender equality and empowerment of women as a principal objective.

[20] Among other countries, CAR, Haiti, Lebanon, Mauritius, and Uganda and Sudan have developed these strategies.

Annex I: Visual representation of main elements of the HDP collaboration

Common Country Analysis	Cooperation Framework	Programming & Implementation	Funding & Financing
Key HDP elements: - Joint multidimensional risk-analysis and interactions among risks - Conflict analysis (to be inclusive & participatory) - Identify vulnerabilities and risks - Identify the vulnerable and marginalized groups furthest behind and those at risk of being left behind - Capacity mapping - Analyse how and why different communities and population groups are differently affected by a crisis, even within the same country - Broad consultation and stakeholders engagement (incl. affected populations)	- Develop Collective Outcomes (COs) that span across the HDP nexus - Identify actions to reduce risks and vulnerabilities - Build synergies, avoid duplications and cover gaps - Develop/strengthen multi-hazard early warning systems - Focus development interventions on those furthest behind - Strengthen accountability mechanisms towards affected population	- Ensure programmes are coherent, complementary and mutually reinforcing across the HDP dimensions - Develop and implement risk-informed programmes that reduce risks and vulnerabilities and build nations' and communities' resilience to threats and hazards - Ensure programmes minimize the negative effects on conflict dynamics, i.e. Do no harm - Design and implement programmes that contribute to sustaining peace and are conflict sensitive - Monitor collective results and their contribution to achieving the SDGs.	- Identify and map funding and financing streams across the hum-dev-peace - Explore sources of funding and financing available from regional facilities or global mechanisms (CERF, Joint SDG Fund, PBF) - Identify comparative advantages of actors (AFPs, mission, government, banks, NGOs, private sector, etc.) to deliver across the nexus - Strengthen partnerships and engagement with non-UN actors
In humanitarian settings: - Joint analysis - Humanitarian needs analysis feeds into the CCA - Development planners to participate in the HRP planning cycle and vice-versa	- Ensure development interventions are complementary to humanitarian assistance - Reduce chronic vulnerabilities and needs, address root causes and support strengthening public service provision through national or local structures		– Advocate for predictable, risk-informed, flexible and multiyear financing, including to ensure the complementarity of humanitarian and developing funding streams and to avoid gaps between traditional humanitarian and traditional development funding steams
In contexts with SPMs/PKOs: - Joint analysis (SPMs and PKOs participate in CCA) - Draw on political analyses and prevention mechanisms, including Regional Monthly Reviews (RMRs) and Regional Quarterly Reviews (RQRs)	- Consider alignment or merge with ISF or Transition Plans - Reflect shared objectives and means through which the mission and UNCT will promote peace consolidation - Preserve humanitarian space		• Prepare transition plans that address ongoing long-term resource requirements and include strategies on how to fill resource gaps (the PBF could be explored to fill emergency gaps; bilateral partners should also be engaged)

Annex II: List of tools and other useful materials (policies, strategies, guidance)

UNSDG-endorsed Conflict and Development Analysis tool, https://undg.org/wp-content/uploads/2016/10/UNDP_CDA-Report_v1.3-final-opt-low.pdf

United Nations Conflict Analysis Practice Note

PBF Guidance Note on Conflict Analysis

What does Sustaining Peace mean?

The Peace Promise

Recovery and Peacebuilding Assessment guidance [link to new RPBA website should be available shortly]

Post-Disaster Needs Assessment guidelines, http://www.undp.org/content/undp/en/home/climate-and-disaster-resilience/disaster-recovery/post-disaster-needs-assessments.html

UNSDG-IASC Key Messages on the Humanitarian-Development collaboration and links to Peace

PBF Guidance note on youth and peacebuilding

Leaving No One Behind: A UNSDG Operational Guide for UN Country Teams, https://undg.org/document/leaving-no-one-behind-a-unsdg-operational-guide-for-un-country-teams-interim-draft/

Guidance on Natural Resource Management in Transition Settings, https://undg.org/document/guidance-on-natural-resource-management-in-transition-settings/

The UN Common Guidance to Build Resilient Societies (upcoming)

CEB Analytical Framework on Risk and Resilience
The Framework seeks a harmonized understanding among sustainable development, humanitarian, peace and security and human rights actors on the concepts of risk, prevention and resilience, to promote coherent and holistic analysis and joint planning.

Resilience Index Measurement and Analysis (RIMA)
RIMA is a quantitative approach that enables a rigorous analysis of how households cope with shocks and stressors along four dimensions (access to basic social services, access to assets, adaptive capacity and social safety nets). Comparisons can be made between different types of households (for example, male-headed versus female-headed or urban versus rural) in a given country or area. Resilience analysis using RIMA provides the necessary evidence to more effectively design, deliver, monitor and evaluate assistance to vulnerable populations, based on what they need most. It is currently applied in more than 25 countries in the Near East, Central America and sub-Saharan Africa. It has been adopted by governments as well as regional organizations.

OECD Resilience Systems Analysis Framework

Secretary-General's guidance on Land and Conflict,

UN Policy on Integrated Assessment and Planning & related Handbook,

Policy on UN Transitions in the Context of Mission Drawdown or Withdrawal

Disaster Displacement: How to Reduce Risk, Address Impacts and Strengthen Resilience

National Disaster Risk Assessment: Governance System, Methodologies, and Use of Results

Global Assessment Report on Disaster Risk Reuction 2019

UNSDG Common Minimum Standards for Multi-Stakeholder Engagement

Global Disaster Displacement Risk Model (IDMC)

Joint Steering Committee to Advance Humanitarian and Development Collaboration

The Joint Steering Committee to Advance Humanitarian and Development Collaboration (JSC) promotes greater coherence of humanitarian, development and peace action in crisis contexts. It supports long-term sustainable development by reducing vulnerabilities and building resilience. Established in 2017, it provides support to the RCs and UNCTS of the identified priority countries (Burkina Faso, Cameroon, Chad, Niger, Nigeria, Ethiopia, Somalia, DRC and South Sudan). It is chaired by the Deputy Secretary-General and co-chaired by UNDP and OCHA.

OECD DAC Recommendations on the Humanitarian-Development-Peace Nexus
Adopted in February 2019, the recommendation represents a comprehensive framework to incentiveze and implement more collaborative and complementary humanitarian, development and peace actions, particularly in fragile and conflict-affected situations. Through the recommendation, DAC members expressed their commitment to have a common approach to coordination, programming and financing. This includes supporting joint analyses and use of predictable, flexible, multi-year financing across the nexus.

IASC Results Group on Humanitarian-Development Collaboration
Results Group 4 on Humanitarian-Development Collaboration focuses on strengthening links and synergies between humanitarian and development actions/programmes, and its linkages to peace, with a view to maximizing long-term impact while safeguarding humanitarian space and principles. It is currently developing guidance on how to reduce risks and vulnerabilities to affected populations by working towards collective outcomes.

Agenda for Humanity
At the World Humanitarian Summit in 2016, the UN Secretary-General, seven UN Principals and the World Bank signed the Commitment to Action to prevent and end conflicts, respect rules of war, leave no one behind, work differently to end needs, and invest in humanity.

UN Security Council resolution 1325 and subsequent eight resolutions on Women, Peace and Security

UN Security Council Resolution 2250 on Youth Peace and Security

General Assembly and Security Council resolutions in 2016 on Sustaining Peace