

# Humanitarian-Development- Peace Collaboration

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 United Nations Sustainable Development Cooperation Framework (short 'Cooperation Framework'). In many of these contexts, large-scale humanitarian activities are underway, and United Nations peacekeeping operations or political missions may be present.

It is essential that the Common Country Analysis (CCA) and Cooperation Framework are developed with development, humanitarian and peace stakeholders, and are underpinned by human rights, gender equality, people-centred approaches and conflict sensitivity. This will help provide a comprehensive, integrated analysis of the situation, towards addressing 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 Annex I for a visual representation of the main elements of the process.

This guidance 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 address vulnerability and conflict sensitivity; and 4) ensuring 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 United Nations peacekeeping operations or political missions, a common understanding of the situation, encompassing development aspects, and political, socioeconomic, security and environmental risks, vulnerabilities and needs, is paramount. The capacities of current and potential humanitarian, development, human rights and peace partners also need be identified. The CCA considers these issues, and aims as well to provide an understanding of cross-cutting concerns, such as gender, youth and vulnerabilities, and 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 risks that could lead to or exacerbate crises. By identifying 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 humanitarian-development-peace spectrum. This process includes looking at inequalities, discrimination, marginalization and exclusion, as well as the capacities for and barriers to social, political and economic development among different groups. Public perception of the legitimacy of key institutions, particularly those providing security and justice, also should be assessed.

The CCA needs to bring all relevant actors together and draw on the full breadth of available assessments and analyses at the cross-border, national, subregional and local levels. In complex emergencies, while analytical processes should be joined up, humanitarian country teams will maintain distinct humanitarian needs overviews and related humanitarian plans, as the basis to inform the international humanitarian response.

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

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 humanitarian-development-peace dimensions during the analysis phase<sup>1</sup>

#### 1. Conduct a multidimensional risk analysis across systems and sectors.

- Use global commitments, resolutions,<sup>2</sup> regional initiatives, and 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 cross-border perspectives) that could lead to risks multiplying and cascading. This assessment should include a stakeholders analysis to understand capacities, power dynamics and vulnerabilities within populations, across groups and communities, and sometimes across national borders.

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<sup>1</sup> Organisation for Economic Co-operation and Development/Development Assistance Committee (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>.

<sup>2</sup> For example, the 2030 Agenda on Sustainable Development; the Sendai Framework for Disaster Risk Reduction; the Paris Agreement on climate change; the Post-2020 Biodiversity Targets; the Global Compact on Refugees; the Global Compact on Safe and Orderly Migration; the Security Council resolutions on women, peace and security, and youth peace and security; the resolutions on sustaining peace; and 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 hazards will affect them as well as people's abilities to cope.
  - Consider how risk is created within and across different systems, and how risk in one system can cascade across others.
  - Identify local capacities (at community, institutional, national and subnational 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.<sup>3</sup>
  - Examine gender, the empowerment of women and youth, and child rights issues across sectors and themes (based on gender- and age-disaggregated data, when available), and identify 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 a consequence of development and/or resilience imbalances among regions within the country. Consider differences in the realization of rights and access to 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,<sup>4</sup> debt arrangements, and national contributions or commitments to the protection and assistance of forcibly displaced persons that may have an impact on public spending for social services.<sup>5</sup>
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 United Nations work and presence.<sup>6</sup> This should also indicate the range of responses to address the underlying causes of conflict.
- In settings with wide-scale human rights violations, conflict and risk analysis should include a thorough human rights analysis and consider transitional justice to deal with past grievances, restore the trust of the population through confidence-building measures and advance the Sustainable Development Goals (SDGs).<sup>7</sup>
  - Include a gender analysis to clarify how conflict and other shocks and stresses affect women, girls, boys and men differently. It should also identify entry points for the inclusion and meaningful participation of women and youth.
  - 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 in achieving the SDGs** (such as institutional weaknesses, development imbalances, political dynamics, weak capacities, disaster risks, reform policies or processes or transnational risk factors), and gaps in as well as opportunities for support, collaboration and partnership.

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<sup>3</sup> See: *Leaving No One Behind: A UNSDG Operational Guide for UN Country Teams*, <https://undg.org/document/leaving-no-one-behind-a-undsg-operational-guide-for-un-country-teams-interim-draft/>

<sup>4</sup> Please refer to the Companion Piece on Funding the Cooperation Framework and Financing the SDGs for more details.

<sup>5</sup> 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 in order to fully enjoy their rights.

<sup>6</sup> For more information, see *Conducting a Conflict and Development Analysis*, <https://undg.org/document/conflict-and-development-analysis-tool/>.

<sup>7</sup> Human Rights Up Front and the Regional Monthly Reviews of countries can provide useful information for the analysis, and inform country priorities from a prevention and protection perspective.

- Draw on relevant available information, studies and analyses. Country-specific findings and recommendations of the United Nations human rights mechanisms (such as the Universal Periodic Review, treaty bodies and special procedures) are critical resources.
  - Consider how new technologies, migration and forced displacement, urbanization and 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),<sup>8</sup> governments, bilateral actors, international financial institutions and other relevant stakeholders. This process should create shared understanding among humanitarian, development, peace and human rights actors of critical needs, capacities, vulnerabilities, conflict drivers and dynamics, and risks, as well as opportunities and incentives for dialogue and building trust.

**Box 1: Good examples of analysis**

The [Kenya CCA \(2018\)](#) is a very comprehensive analysis that 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](#) is a good example of a post-disaster needs assessment. It was 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, the assessment contributes to reducing the country’s vulnerability to climate shocks and strengthening resilience. The analysis well reflects interconnections among humanitarian, resilience and conflict dimensions.

## II. 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, 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 achieving 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.<sup>9</sup>

If collective outcomes have been articulated in a given country, the Cooperation Framework should reflect them and highlight how different actors across the humanitarian, development and peace dimensions, both within and beyond the United Nations system, contribute towards their achievement through complementary but distinct planning and programming. The Cooperation Framework should clearly explain how specific United Nations development efforts support the collective outcomes, and show the comparative advantages of development approaches in addressing crisis drivers, and the role of development actors in these contexts. It should also outline how United Nations development support complements and mutually reinforces humanitarian assistance and peacebuilding.

<sup>8</sup> See, for example, the UNSDG Common Minimum Standards for Multi-Stakeholder Engagement.

<sup>9</sup> Examples of collective outcomes can be found on the website of the Joint Steering Committee to Advance Humanitarian and Development Collaboration at [www.un.org/jsc](http://www.un.org/jsc). Under the Inter-Agency Standing Committee (IASC) Result Group 4 on the humanitarian-development collaboration, a list of key elements defining a collective outcome was produced, and light guidance on how to develop them provided by the collective outcomes subgroup.

## 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; reconciliation and national/local dialogue; mediation and good offices). Determine the time frame for action (e.g., three to five years).
- ✓ Following the analysis, articulate, where appropriate, collective outcomes with all relevant stakeholders (e.g., United Nations entities, national and local governments, international and national non-governmental organizations, representatives from priority stakeholder groups, movements and associations, bilateral donors, international financial institutions and/or the private sector). Identify how the Cooperation Framework will contribute to collective outcomes to eventually achieve the SDGs. If appropriate to the context, and upon consultation with relevant partners, include collective outcomes in the Cooperation Framework.
- ✓ Before starting the Cooperation Framework design process, take stock of existing strategic frameworks or plans and programmes in the country to build synergies, avoid duplication and cover gaps. Examples include national development plans, relevant bilateral country strategies and country strategies of multilateral development banks. To this end, map overall international assistance to understand who does what, where, and when, and the comparative advantage of the United Nations system.
- ✓ Focus on the development or strengthening of multihazard early warning systems that:
  - Integrate disaster, climate, food security, public health, forced displacement and conflict early warnings, among others, as appropriate to the situation, and based on gender-sensitive and disaggregated data; and
  - Lead to early action for prevention and the protection of human rights with an emphasis on actions that build resilience across all groups, geographical areas and sectors that could be affected.
- ✓ Focus development interventions on those furthest behind and those most at risk of being left behind; on institutions with greater potential for fostering voice, inclusion and non-discrimination, and alleviating poverty; and on crisis-affected areas where needs are greatest:
  - 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 actions;
  - Ensure support interventions are geared towards reducing risks, including disaster and climate risks; reducing humanitarian needs; and strengthening the protection of those impacted by the crisis; and
  - Identify interventions 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) through establishing or strengthening participatory design, planning, implementation, and monitoring and evaluation processes, and by 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-centred security services;
  - Strengthening local capacities and systems for conflict prevention and peacebuilding, local governance and social services delivery, crisis response, disaster risk reduction, emergency preparedness, and greater resilience and sustainability;
  - Safeguarding local actors on the front lines of prevention, mitigation and response efforts, 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 to reduce exposure to hazards and shocks, including to serious conflict-related crimes and human rights violations; and
- Initiating people-centred institutional reform processes to address justice and security concerns, and 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 based on emerging risks and hazards, and that build resilience to prevent human suffering, uphold human rights and sustain peace. These could be connected to different planning frameworks:
  - Humanitarian Response Plan (HRP) and peace operations review: short term (1 to 2 years);
  - Cooperation Framework: medium term (3 to 5 years); and/or
  - National development plan, national disaster risk reduction strategies, peacebuilding plan or vision: long-term (5 to 15 years).
- ✓ In consultation with relevant stakeholders (including United Nations entities, government partners, front-line responders, volunteers, civil society, donors, international financial institutions and the most marginalized people) and based on respective comparative advantages, including of local actors, define priority interventions, as well as targeted population groups and geographical areas. 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.

### Specific considerations in humanitarian settings

In most contexts with international humanitarian operations, Cooperation Frameworks and HRPs and/or Refugee Response Plans (RRPs) may exist simultaneously. For example, in large-scale disasters or violent conflicts, to guarantee humanitarian space<sup>10</sup> or refugee protection, humanitarian objectives are captured in an HRP coordinated by the Office of the Coordinator of Humanitarian Affairs (OCHA) and/or an RRP led by United Nations High Commissioner for Refugees (UNHCR).<sup>11</sup> These documents remain separate from the Cooperation Framework, but should be well aligned. If appropriate, they should highlight how they contribute to collective outcomes.

In such a context, direct links between the Cooperation Framework, HRP/RRP and collective outcomes should ensure that development, humanitarian, and, where relevant, peacebuilding activities are complementary and well sequenced. This can reduce multiple risks for people and geographical areas affected by crises.

In contexts where the humanitarian community has 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 humanitarian-development-peace equation, to engage with humanitarian actors to identify where development action can reduce acute and chronic vulnerabilities and needs, address root causes, and support strengthened 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.

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<sup>10</sup> Humanitarian action is undertaken in accordance with General Assembly resolution [46/182](#). The main purpose of humanitarian action is to save lives and alleviate suffering in accordance with humanitarian principles. See also the “Terms of Reference of Humanitarian Coordinators and Humanitarian Country Teams”, as well as the guidance for humanitarian needs overviews and HRPs.

<sup>11</sup> See the [humanitarian response planning guidance](#) and the [Joint UNHCR-OCHA Note on Mixed Situation](#) (April 2014).



Humanitarian crises often require specific mechanisms to effectively coordinate international humanitarian assistance involving multiple partners within and beyond the United Nations system. Coordination can include having a humanitarian country team (with volunteer groups, NGOs and the Red Cross movement participating) 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 and planning.

#### Box 2: Good examples of planning

The [Somalia UN Strategic Framework 2017-2020](#) represents the United Nations system-wide planning framework. It clearly articulates the system'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 strengthening the resilience of people and institutions; supporting socioeconomic opportunities and access to basic services; supporting State-building, conflict resolution and reconciliation; and improving peace, security, justice and the rule of law. While the Strategic Framework provides overarching guidance for the United Nations' engagement in Somalia, other more specific plans/strategies have been developed to take forward particular commitments (e.g., the 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 Cooperation Framework 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. It 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 multistakeholder engagement and complementarity. It is based on a Recovery and Peacebuilding Assessment conducted by the Government with the support of the European Union, the United Nations, the World Bank, the African Development Bank and the French Development Agency. Priorities for addressing recovery and peacebuilding were assessed against three priority pillars: (1) support peace, security and reconciliation; (2) renew the social contract between the State and the population; and (3) promote economic recovery and boost productive sectors.

The United Nations 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 internally displaced people. Such measures support HRPs/RRPs and humanitarian objectives, and 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 United Nations country team and the government to implement the Cooperation Framework. Country teams should explore risk reduction, risk mitigation and resilience measures particularly 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 humanitarian principles); and
- ✓ There are other fragilities, vulnerabilities and risks in communities and among populations that may trigger or feed humanitarian needs.

In limited cases, the United Nations may consider including humanitarian action in the Cooperation Framework. Country teams 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 humanitarian needs, and

determines that in doing so, humanitarian principles are still fully respected.<sup>12</sup> This applies to conflict and disaster settings, and is without prejudice to HRPs being reinstated should humanitarian circumstances change.

### Box 3: Good examples of including clear linkages to humanitarian elements in a development framework

The [Mauritania UN Partnership Framework for Sustainable Development 2018-2022](#) is a good example of a comprehensive United Nations strategy reflecting whole-of-system support for 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 to address those issues (e.g., the African Union and the Economic Community of West African States).

The [Eritrea Strategic Partnership Cooperation Framework \(SPCF\) 2013-2016](#) illustrates the integration of limited humanitarian needs in a development framework. It operates in a context where ensuring equitable access to basic services and social protection, and focusing on the most vulnerable people are key to reducing humanitarian needs and vulnerabilities, and ensuring sustainable human development. The framework includes disaster risk reduction and management to strengthen the resilience of institutions and communities through risk mitigation and disaster preparedness and response.

### Specific considerations in contexts with United Nations peacekeeping operations and/or special political missions

In settings where there is an integrated United Nations presence, either a multidimensional peacekeeping operation or a special political mission deployed alongside the United Nations country team, the mission and the country team 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 country team will support national processes to achieve peacebuilding and peace consolidation.

The Integrated Assessment and Planning Policy and its related handbook offer guidance on integrating the diversity of United Nations mandates present in conflict-affected contexts. While it is currently being revised, the existing policy remain relevant.

Regardless of whether the mission and country team are structurally integrated, and which planning framework is used, the mission needs to participate in a comprehensive multidimensional risk analysis that includes conflict, disaster and climate change, and human rights analysis conducted by the country team. This 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 United Nations, covering national capacity development, institutional reform, and extension or consolidation of State authority. It should articulate operational areas requiring an integrated approach between the mission and country team.<sup>13</sup> 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.

United Nations transition processes resulting from the drawdown or withdrawal of a peace operation mark a critical moment for host countries. Early joint planning, including for sustainable development, is required for the continuation

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<sup>12</sup> Since in many protracted crises the country is fragmented, some areas may be addressed by a Cooperation Framework, while others are only covered by an HRP.

<sup>13</sup> For more details on the minimum requirements of an ISF, see the United Nations 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>

of peacebuilding by the government, civil society and the United Nations country team. In such contexts, the country team should use the Cooperation Framework as the key planning framework for peace consolidation objectives.<sup>14</sup>

#### Box 4: Good examples of agreeing on a shared vision

[The UN Strategic Framework for Lebanon 2017-2020](#) brings together the entire United Nations family in Lebanon in support of the country's security, political, humanitarian, human rights and development priorities. It is a good example of a "whole-of-UN-system" country planning framework. This is notable since in Lebanon, the United Nations 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 United Nations Mission in Liberia (UNMIL) and incorporates key focus areas related to the mission's mandate and core benchmarks, such as security and peace consolidation. It represents a shared vision of the Government and the United Nations system for the country and its development priorities. The launch of the One Programme took place when UNMIL was beginning the transition 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.<sup>15</sup>

### III. 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, United Nations and non-United Nations entities should strategically position their activities, interventions and programmes to achieve common priorities and outcomes, where they exist. This should take place in a coherent and complementary way, and define who does what, where, and when within their mandates and in line with their comparative advantages.

While achieving their specific objectives, programmes should minimize negative effects on conflict dynamics in accordance with the "do-no-harm" principle. They should contribute to sustaining peace and implementing the 2030 Agenda in line with national priorities. This ensures that the United Nations 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 root causes and prevent relapse. A conflict sensitivity lens also assists in finding ways to 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 the abilities of nations and communities to identify and reduce existing risks, avoid the creation of new risks, and build resilience to multiple threats and hazards. Where possible, cross-border programmes should be implemented to help tackle transnational drivers of crisis.

All programming needs to be based on gender and age analysis so that programmes support gender parity and the inclusion and empowerment of women and young people as agents of change, and avoid reinforcing inequalities, harmful gender norms and stereotypes, and negative intergenerational dynamics and tensions.

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<sup>14</sup> As detailed in the Secretary-General's directive for the development of consistent and coherent United Nations transition processes (February 2019).

<sup>15</sup> Please refer to the Cooperation Framework Companion Package for further information in this regard.

#### Box 5: Good examples of complementary humanitarian and development programming

**Somalia's Durable Solutions Initiative:** In recognition of the complex challenges of protracted and urban displacement in Somalia, the Durable Solutions Initiative was launched in 2016. It 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-/peacebuilding partners, and with the inclusion of displaced communities. Durable solutions have been identified as a development priority in the National Development Plan and related federal and subfederal policies, in the Somalia Recovery and Resilience Framework (RRF) and in the United Nations Strategic Framework. Short-term humanitarian interventions are also linked to longer-term efforts to achieve durable solutions.

**Somalia's Joint Resilience Action:** The Food and Agriculture Organization (FAO), World Food Programme (WFP) and United Nations Children's Fund (UNICEF) jointly identified priority actions to address vulnerable and at-risk populations in Somalia. The Joint Resilience Action framework promotes healthy, well-nourished families as key to resilience. It focuses on food security and nutrition with a multisectoral approach, and seeks to engage households, communities and institutions.

**Ethiopia's climate-resilient basic services infrastructure:** In Gambella, Ethiopia, the 2016 El Niño-induced drought required the Government and its partners to rethink how to scale up water systems to provide reliable and sufficient supplies to growing populations, without being affected by climate and extreme weather. The combined efforts of United Nations 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 \$2 billion of its own resources to building a twenty-first century drought-resilient water and sanitation infrastructure across Ethiopia.

In **Chad**, complementary programmes, co-funded by the [EU Emergency Trust Fund for Africa](#) and DEVCO, are considered good examples of how different funding streams can support complementary interventions to reduce humanitarian needs and vulnerabilities in the poorest and most fragile areas in the country. A programme may target the most vulnerable host communities, for instance, 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, programmes are also expected to reduce underlying causes of tensions and humanitarian needs.

## IV. Funding and financing: How to ensure better funding and more coherent financing

Funding and financing will define the realization of the 2030 Agenda. While continuing efforts to mobilize increasing resources, countries need to adopt a comprehensive approach that considers the overall financing architecture, and the options for public and private, domestic and international resources to achieve the 2030 Agenda and national priorities.<sup>16</sup>

To support enhanced and more coherent financing, the United Nations country team should:

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<sup>16</sup> See the OECD guidelines on financing in fragile contexts at: [www.oecd-ilibrary.org/development/financing-for-stability-in-the-post-2015-era\\_c4193fef-en](http://www.oecd-ilibrary.org/development/financing-for-stability-in-the-post-2015-era_c4193fef-en), and at: [www.oecd-ilibrary.org/development/financing-for-stability\\_5f3c7f33-en](http://www.oecd-ilibrary.org/development/financing-for-stability_5f3c7f33-en).

- ✓ Map development, humanitarian and peace programming in a country, and identify existing funding and financing streams (who is funding what, where, and for how long). The Joint SDG Fund, the Central Emergency Response Fund and the Peacebuilding Fund are three complementary global funding instruments covering the three elements of the humanitarian-development-peace collaboration. The mapping of financing should include public and private, national and international finance, going beyond traditional “donors”. It should encompass existing financing mechanisms and ones that should be established to promote the objectives of the Cooperation Framework.
- ✓ Explore sources of funding and financing available from regional facilities or global mechanisms (e.g., the Peacebuilding Fund, International Development Association allocations, programmatic funding from United Nations missions, donor trust funds/bilateral funding mechanisms<sup>17</sup>).
- ✓ United Nations agencies, funds and programmes and missions should look at their comparative advantages and identify those of other actors (governments, banks, NGOs, private sector, etc.) to deliver across humanitarian, development and peacebuilding activities. In some areas, the United Nations 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 into conversations with donors.
- ✓ Strengthen partnerships and engagement with actors outside the United Nations, including government institutions, donors,<sup>18</sup> the private sector, civil society, volunteer groups, and women’s and youth organizations. Explore less traditional funding and financing sources such as the international financial institutions, private banks and enterprises, and ways of mobilizing a diaspora.
- ✓ Advocate for financing for local actors and civil society, volunteer groups, and women’s and youth groups, as key change agents in their communities.
- ✓ Set funding targets and dedicate resources for supporting gender equality and women’s empowerment.<sup>19</sup>
- ✓ In line with the new Funding Compact agreed by the United Nations system and Member States, the country team should advocate for increasing contributions to pooled funds to improve the United Nations 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 United Nations system). The strategy should be comprehensive and capture the different sources of funding provided or potentially available to the country.<sup>20</sup> It should ensure 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.
- ✓ Explore forecast-based financing. Based on risk analysis, this would help reduce potential disaster impacts, and human suffering and losses.
- ✓ During mission transitions, the country team 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 (consider the Peacebuilding Fund 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.

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<sup>17</sup> OECD analyses show that about 77 per cent of official development assistance is channelled bilaterally. 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.

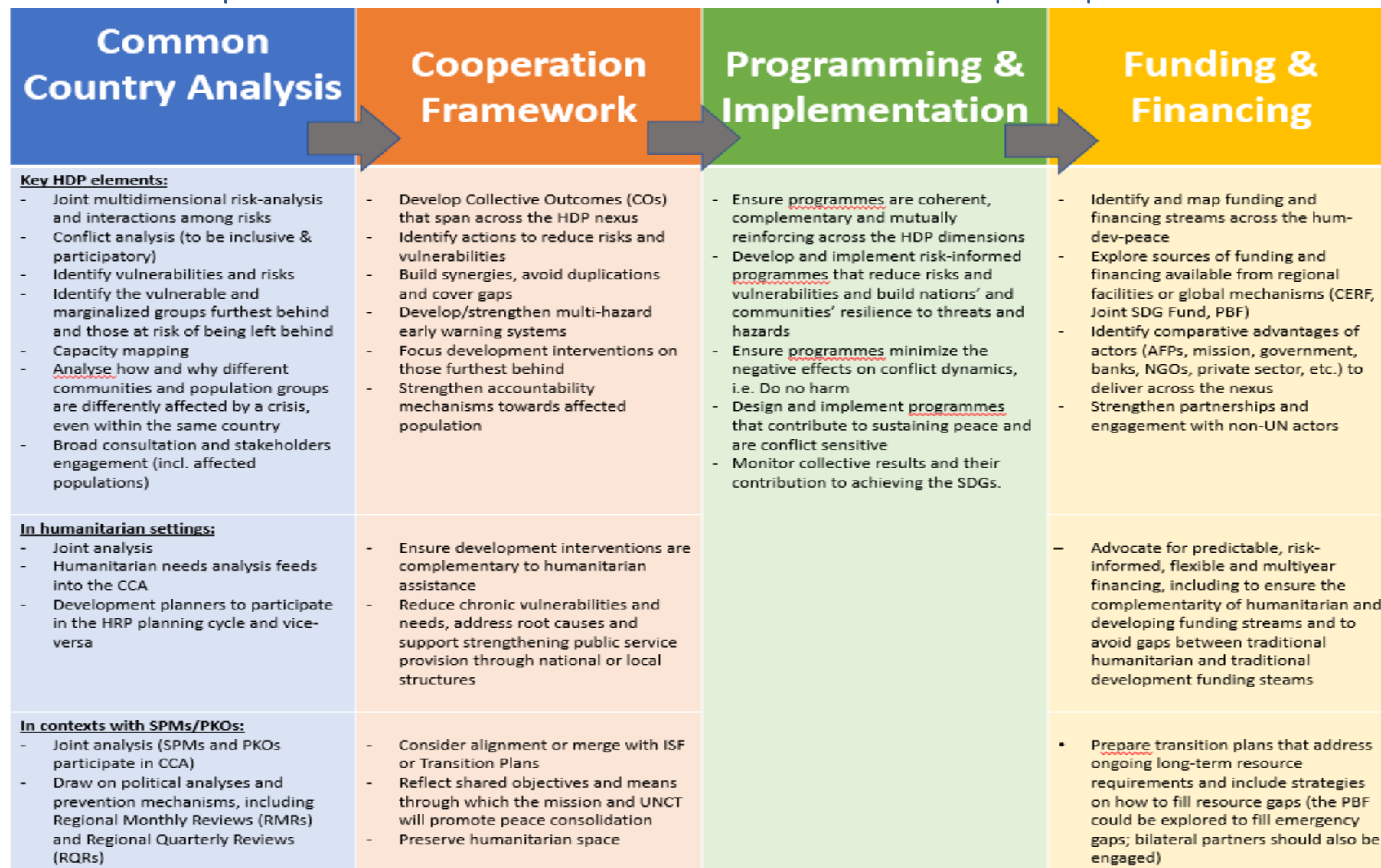
<sup>18</sup> Engaging with both development and humanitarian donors is key to ensuring that development and humanitarian funding supports complementary programmes in crisis-affected areas, and targets groups most at risk of being left behind.

<sup>19</sup> For United Nations peacebuilding funding, there is an established minimum target of 15 per cent for programmes supporting gender equality and empowerment of women as a principal objective.

<sup>20</sup> Among other countries, the Central African Republic, Haiti, Lebanon, Mauritius, Uganda and Sudan have developed these strategies.

- ✓ 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.

## Annex I: Visual representation of the main elements of the humanitarian-development-peace collaboration



## Annex II: List of tools and other useful materials

[UNSDG-endorsed Conflict and Development Analysis Tool,  
https://undg.org/wp-content/uploads/2016/10/UNDP\\_CDA-Report\\_v1.3-final-opt-low.pdf](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, [www.undp.org/content/undp/en/home/climate-and-disaster-resilience/disaster-recovery/post-disaster-needs-assessments.html](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](#)

[Peacebuilding Fund 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-undsg-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](#)

[Resilience Index Measurement and Analysis \(RIMA\)](#)

[OECD Resilience Systems Analysis Framework](#)

[Secretary-General's guidance on land and conflict](#)

[UN policy on integrated assessment and planning and 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 Reduction 2019](#)



UNSDG Common Minimum Standards for Multi-Stakeholder Engagement

[Global Disaster Displacement Risk Model](#)

[Joint Steering Committee to Advance Humanitarian and Development Collaboration](#)

[OECD/DAC Recommendation on the Humanitarian-Development-Peace Nexus](#)

[IASC Results Group on Humanitarian-Development Collaboration](#)

[Agenda for 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](#)



**UNITED NATIONS  
SUSTAINABLE  
DEVELOPMENT  
GROUP**  
.....

**The United Nations Development Group (UNDG) unites the 31 UN funds, programmes, specialized agencies, departments, and offices that play a role in development. Since 2008, the UNDG has been one of the three pillars of the UN System Chief Executives Board for Coordination, the highest-level coordination forum of the United Nations system.**

**At the regional level, six Regional UNDG Teams play a critical role in driving UNDG priorities by supporting UN Country Teams with strategic priority setting, analysis and advice.**

**At the country level, 131 UN Country Teams serving 165 countries and territories work together to increase the synergies and joint impact of the UN system.**

**The Development Operations Coordination Office (DOCO) is the secretariat of the UNDG, bringing together the UN development system to promote change and innovation to deliver together on sustainable development.**