



Ministero degli Affari Esteri
e della Cooperazione Internazionale



ITALIAN AGENCY
FOR DEVELOPMENT
COOPERATION

GUIDELINES ON THE HUMANITARIAN, DEVELOPMENT AND PEACE NEXUS



SUBMITTED BY MAECI- DIRECTORATE GENERAL FOR DEVELOPMENT COOPERATION TO THE JOINT
COMMITTEE (EX ARTICLE 21 OF LAW 125/2014) ON 19 JULY 2023

These Guidelines have been promoted by the Directorate General for Development Cooperation of the Ministry of Foreign Affairs and International Cooperation (MAECI-DGCS) and the Italian Agency for Development Cooperation (AICS). The text was drafted through the establishment of a Working Group with the participation of representatives of Civil Society Organisations (CSOs) and Universities.

The Working Group comprised:

MAECI- DGCS: Cristina Carena, Andrea Celentano, Giovanni Baticci, Valeria Mazzacane.

AICS: Marta Collu, Marco Falcone, Alessandra Lentini, Annamaria Meligrana, Andrea Senatori, Mariarosa Stevan, Viviana Wagner.

CSOs and Universities: Francesco Michele (representing Link2007), Gianluca Ranzato (representing CINI), Riccardo Sansone (representing AOI), Maria Sassi (representing the Universities).

We extend our sincere appreciation for their constant support - at MAECI - to Laura Aghilarré, Giuliana Del Papa, Lorenzo Ciarlo, Maria Teresa Covatta, Diego Cimino and Tommaso Giarrizzo, as well as - at AICS - to the staff of Field Offices in Beirut and Addis Ababa.

CONTENTS

BACKGROUND	pag 4
1. PURPOSE	pag 6
2. LEGAL FRAMEWORK	pag 7
3. STRATEGIC POLICIES	pag 9
4. THE NEXUS OPERATIONAL PROCESS BY ITALIAN DEVELOPMENT COOPERATION	pag 10
4.1. Coordination	pag 10
4.2. Programming	pag 11
4.3. Financing	pag 12
APPENDIX: DEFINITIONS	pag 13
REFERENCES	pag 14
ANNEX 1. ORIGINS OF THE HUMANITARIAN AID, DEVELOPMENT, PEACEBUILDING NEXUS: THE INTERNATIONAL AND EUROPEAN FRAMEWORK	pag 17
ANNEX 2. OECD/DAC RECOMMENDATION ON THE HUMANITARIAN-DEVELOPMENT-PEACEBUILDING NEXUS - FEBRUARY 2019	

BACKGROUND

The need to strengthen the links between humanitarian crisis response and broader structural intervention programmes, aimed both at driving socio-economic development and contributing to peacebuilding and stabilisation in fragile contexts, has long been recognised in the international debate.

This overarching vision, already reflected in the 2030 Agenda for Sustainable Development, received new impetus in the “New Way of Working” (NWOW), proposed by the Agenda for Humanity at the World Humanitarian Summit (WHS) in Istanbul in 2016, which was later incorporated into EU policy and the OECD-DAC Recommendation on the Humanitarian-Development-Peace Nexus in 2019.

The Humanitarian-Development-Peace (HDP) Nexus has since been established as a process designed to address the needs of communities in crisis areas through a new way of working, which involves strengthening collaboration, coherence and complementarity between the different humanitarian, development and peace actors, based on their comparative advantages and based on respective mandates.

The Italian cooperation system, moving within the framework enshrined in Law 125/2014, and consistently with the developments at the international and European level, recognises that, in contexts of fragility and protracted crises, the way forward is to respond in parallel to the immediate needs of the population, while addressing the underlying structural causes, through coordinated and complementary humanitarian (including relief), development, peace and social cohesion actions.

These Guidelines aim to outline a strategic Nexus approach, building on the objectives and priorities set out in the Three-Year Planning and Policy Document (DTPI) and launching a pilot process in relevant contexts of fragility identified in the DTPI. Such pilot operationalization is carried out in the three action areas defined in the OECD-DAC Recommendation of 2019: Coordination, Programming and Financing.

Coordination will take place at central and local levels. At central level, the Nexus process is implemented in fragile pilot countries, identified through a consultative process, taking into account, as far as possible, the presence and comparative advantage of the Italian development cooperation system, ongoing international and European HDP Nexus processes and the regional (transnational) dimension of the crisis. At local level, a crucial role is played by joint context analysis across the three pillars conducted through a consultative process by the relevant diplomatic mission, with the support of the competent Italian Agency for Development Cooperation (AICS) field office. Based on the results of the joint analysis, which help identify the root causes of the crisis and the priority needs of the most vulnerable populations, collective outcomes are identified.

Building on the joint analysis and collective outcomes, the Directorate General for Development Cooperation (DGCS) defines – with the support of the diplomatic missions concerned and the AICS field office – a joined-up programming process involving the three humanitarian-development-peace pillars. This approach takes into

consideration the comparative advantage of the Italian development cooperation system. Subsequently, a central-level consultation is foreseen involving the Italian development cooperation actors. The planned actions target the same beneficiary communities, belonging to the most vulnerable segments of the population and located within the same geographical area.

Funding is, as far as possible, evidence-based, aimed at achieving collective outcomes, and includes multiannual, flexible, and predictable tools capable of supporting short, medium and long-term programmes. Existing financial instruments may be considered, used in a coordinated and synergistic manner and based on the comparative advantage of the different actors; this includes pooled thematic and global funds and innovative forms of financing, such as social impact bonds, capable of leveraging concrete cooperation and investment opportunities for the private sector.



PURPOSE

PURPOSE

The growing increase in global humanitarian needs, fuelled by the number, complexity and duration of humanitarian crises, is presenting the international community with major challenges that span state borders and exceed the intervention capacity of humanitarian aid. There is increasing global recognition that humanitarian aid alone is unable to counterbalance the lack of peace and development. Hence, the need to address the root causes of vulnerability, fragility and conflict by building resilience and promoting sustainable peace while responding to humanitarian crises.

These guidelines outline the strategic approach and operational methods through which the Italian development cooperation system implements the “HDP Nexus” in contexts of fragility and protracted conflicts, within the framework of Law 125/2014 and in accordance with the areas of action and principles defined by the OECD/DAC Recommendation on the Humanitarian-Development-Peace Nexus of February 2019, which is attached hereto.

A detailed analysis of the international and European framework of the HDP Nexus can be found in Annex 1 of the Guidelines.

LEGAL FRAMEWORK

2

The national legal framework for the Italian development cooperation system is Law 125/2014, which defines the principles, actors, beneficiaries, criteria and objectives of international cooperation and the tasks and functions of the relevant institutions.

In particular, Article 1(1) of the law states that “international cooperation for sustainable development, human rights and peace, hereinafter referred to as “development cooperation”, is an integral and qualifying part of Italian foreign policy. It is inspired by the principles of the Charter of the United Nations and the Charter of Fundamental Rights of the European Union. Pursuant to the principles laid down in Article 11 of the Constitution, its effect contribute to foster peace and justice, and aims at promoting mutually supportive and egalitarian relationships between peoples based on principles of interdependence and partnership”.

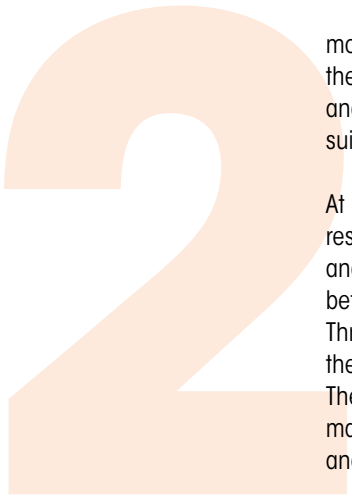
The law has established the Italian Agency for Development Cooperation (AICS), a public legal entity subjected to the power of orientation and supervision of the Italian Ministry of Foreign Affairs and International Cooperation (MAECI) (Article 17), for the purpose of implementing development cooperation policies. The Agency, which began operating on 1 January 2016, performs technical and operational activities associated with the examination, development, financing, management and control of the cooperation initiatives. The Agency is attributed autonomy over its organisation, regulation, administration, assets, accounting and budgeting.

Article 20 of Law 125/2014 focuses on the tasks of the Directorate General for Development Cooperation (DGCS), which cooperates with the Minister and Deputy Minister on all the functions and tasks assigned to them by this law.

Article 23 of the law 125/2014 defines the entities that make up the “Italian development cooperation system”, which consists of State administrations, universities and public entities; the regions, the autonomous provinces of Trento and Bolzano and local administrations; civil society and other non-profit organisations (pursuant to Article 26 of the said law); profit organisations.

With regard to the decision-making process, by law (Article 10), emergency relief interventions are decided by the Minister of Foreign Affairs and International Cooperation (and the appointed Deputy Minister). Development projects are decided by the Joint Committee, if the project value exceeds two million euros (Article 21, paragraph 3), and by AICS Director for projects of up to two million euros (Article 17, paragraph 6).

It should be emphasised that, from the outset, the AICS, coordinating closely with the DGCS and the relevant Directorates General of the Ministry of Foreign Affairs and International Cooperation, is committed to operating according to a humanitarian-development Nexus approach. Namely, AICS set up a dedicated Unit on emergency and fragile situations, in charge of humanitarian action and fragility and resilience-building, in order to ensure a



more flexible and synergetic approach in the use of funds. Moreover, operationally, the AICS has also introduced the possibility of implementing multi-annual (two-years) humanitarian programmes in contexts of fragility, and of using development funds for projects complementing humanitarian action, through flexible procedures suited to each specific emergency context.

At the same time, the DGCS has consolidated practices that build on close cooperation between the Unit responsible for International Humanitarian Emergency Interventions, the other Offices of the Directorate General and relevant structures of the other Directorates General to strengthen the complementarity and synergies between humanitarian, development and peace initiatives, to achieve the objectives and priorities set out in the Three-Year Planning and Policy Document (DTPI). Consultations are also held, as appropriate, with the actors of the Italian development cooperation system, following a multi-stakeholder approach.

Therefore, the Italian development cooperation system can respond to new emergencies in a structured manner by creating synergies and complementarities between the different instruments for preventing fragility and responding to crises.

Internationally, Italy committed at the World Humanitarian Summit in Istanbul (2016) to a new way of working, to strengthen the Nexus between humanitarian aid and development. In such occasion, Italy joined the Grand Bargain (GB), presented a multisector intervention plan and signed up to the commitments of Round Table 6 on “Changing people’s lives: from delivering aid to ending need” and of the Core Commitment 1. Such commitments have since been translated into specific outcomes in the “Plan of the Italian Agency for Development Cooperation and the Directorate General for Development Cooperation of the MAECI for the effectiveness of interventions 2020-2022” (AICS-DGCS Effectiveness Plan), as drafted by an AICS-DGCS ad hoc working group coordinated by the DGCS and approved by the Joint Committee on 19 November 2019. In particular, the plan aims to strengthen the effectiveness of Italian cooperation in humanitarian crises and contexts of fragility by implementing a strategy that promotes the humanitarian, development and peace “Nexus”, starting with the adoption of strategic guidelines¹ (i.e. this document). The AICS-DGCS Effectiveness Plan also introduces the use of specific markers to verify the consistency of the humanitarian and development interventions with the strategy defined herein. Last but not least, it envisages the adoption of a conflict and fragility analysis tool for Country Programmes and related interventions based on international toolkits available, as well as a system for ensuring the alignment of (development and humanitarian) programmes in fragile contexts with the “do no harm” principle, in keeping with international good practices.

¹ *The AICS-DGCS Effectiveness Plan, Macro result 5 activity 1.1 is available at the following link:*
<https://www.aics.gov.it/wp-content/uploads/2023/10/2019-11-19-FINAL-PIANO-AICS-DGCS-EFFICACIA-INTERVENTI.pdf>

STRATEGIC POLICIES

3

STRATEGIC POLICIES

Consistently with international and European developments, the Italian development cooperation system has recognised the need, in contexts of fragility, instability and protracted crises, to provide an emergency response to the needs of the civilian population, while also addressing the structural causes of crises through coordinated and complementary humanitarian (including relief), development, peace and social cohesion interventions, bilaterally and multilaterally.

The reference horizon of this vision, as condensed in the DTPI, is the 2030 Agenda and its pillars, known as the 5Ps – People, Planet, Prosperity, Peace, Partnership. It follows a multi-actor and multi-disciplinary approach, within the framework of Law 125/2014, inspired by the principles of partnership and solidarity, accountability, subsidiarity, transparency, and compliance with international human rights standards and international humanitarian law, so that “no one is left behind”.

Italian development cooperation also adopts a conflict-sensitive approach based on respect for human rights and international humanitarian law, the achievement of long-term results, building peaceful and inclusive societies and tailored to the specific contexts. This approach, in particular, takes into account the needs of women, girls and children and the most at-risk and marginalised groups of the population, primarily people with disabilities and children.

In order to sustainably tackle the root causes of any man-made or natural crises, Italian development cooperation focuses on prevention, preparedness, risk reduction and early warning activities; the achievement of Sustainable Development Goal 16, by promoting solid and inclusive governance systems and development cooperation institutions; and strengthening local capabilities, according to the principles of “ownership” and localisation of aid.

In those Countries identified as fragile in the DTPI, Italian development cooperation is committed to launching “Nexus” pilot processes, as described in the following pages, according to the guiding principles and fields of action outlined in the OECD-DAC Recommendation of February 2019, flexibly suited to each specific context and based on the respective mandates of the actors and with the Italian regulatory framework. The MAECI, if it deems necessary, may also assess the opportunity of launching the “Nexus” process in countries not included in the DTPI. Italian development cooperation nonetheless promotes the “Nexus” approach, even in countries where no pilot processes are implemented, with a view to fostering coherence and complementarity of different tools used to pursue its action.

Finally, Italian development cooperation promotes and supports synergies and complementarity between humanitarian aid, sustainable development and the promotion of peaceful societies and social cohesion by international organisations, non-profit actors and civil society organisations.

THE NEXUS OPERATIONAL PROCESS BY ITALIAN DEVELOPMENT COOPERATION

These Guidelines define how to implement the “Nexus” approach in the DTPI operational pilot processes on the basis of the interconnected and synergetic action areas contained in the OECD-DAC Recommendation of February 2019 (coordination, programming, and financing).

In the contexts of fragility where Nexus processes are implemented, Italian development cooperation:

- a) conducts a joint contextual analysis of the three pillars, also adopting an area-based approach;
- b) carries out context-sensitive, coordinated, coherent and complementary programming activities focusing on humanitarian aid, sustainable development and the promotion of peaceful societies and social cohesion;
- c) adopts a results-based management (RBM) approach;
- d) defines the collective outcomes;
- e) implements appropriate, flexible and multiannual financial tools.

Italian development cooperation also operates in keeping with the 11 principles set out in the 2019 OECD-DAC Recommendation.

4.1. COORDINATION

Italian development cooperation system

For the purpose of these Guidelines, the MAECI fosters coherence and complementarity between humanitarian aid, sustainable development and the promotion of peaceful societies and social cohesion by coordinating the activities of the Italian development cooperation actors at the central and peripheral level. Coordination takes into account the Nexus processes under way in the EU, the UN, or a restricted group of donors.

Central coordination:

The DTPI identifies a number of countries in situations of fragility (so-called "pilot" countries) where to implement the Nexus process. The Countries are identified through a consultative process promoted and coordinated by the MAECI. When identifying the countries, the following factors are taken into account: i) the presence and comparative advantage of the Italian development cooperation system, also with regard to specific areas or sectors; ii) as far as possible, the presence of ongoing Nexus processes, starting with the EU; iii) the dimension and cross-border nature of the crisis situation. If necessary, the MAECI also assesses the expediency of launching a Nexus process in a country not included in the DTPI.

As part of its annual programming, the DGCS requests the Diplomatic Representations in the pilot countries to prepare a joint context analysis of the humanitarian, sustainable development and peace dimensions, together with the collective outcomes.

Local coordination:

The relevant Diplomatic Representation prepares a joint context analysis and identifies the collective outcomes: i) with the technical support of the AICS; ii) with the involvement of the Italian civil society organisations operating in the country; iii) in consultation, following the "do no harm" principle, with the local communities, the authorities/institutions of the partner countries and, where possible, the private sector; iv) in coordination with the representatives, if any, of the Italian institutional actors involved in development cooperation programmes (State Administrations, Chambers of Commerce, Universities and Public Authorities, Regions and Local Authorities). Additionally, it takes into account the nature and timing of the different types of intervention and may be periodically updated based on the evolving situation on the ground.

The joint context and/or sector analysis investigates: i) the type of crisis; ii) the contingent and structural characteristics of the country or geographical area; iii) the needs of the population in the short, medium and long term in relation to the three pillars; iv) the comparative advantage of local, Italian and international actors.

The outcome of the joint context analysis contributes to identifying the structural causes of the crisis and the priority needs of the most vulnerable population. They provide valuable benchmarks for processing the information transmitted by the competent Diplomatic Representation to the DGCS, as per paragraph 6.2 of these Guidelines.

The Diplomatic Representation, with the technical support of the local AICS office, ensures coherence with the joint context analyses developed through evidence-based methodologies, within the framework of possible EU and UN-led Nexus processes. This is done to foster a broader understanding among donors and humanitarian actors on the needs of vulnerable people, the causes of fragility, the actions to be undertaken, the "collective outcomes" to be pursued, while respecting the principle of "ownership" of the interventions and with humanitarian principles.

4.2. PROGRAMMING

Italian development cooperation System

Based on the joint context analysis and the collective outcomes, the DGCS requests the competent Diplomatic Representations to provide an input, formulated with the technical support of the local AICS office, for the following year's joined-up programming involving the three pillars. Such input takes into consideration: i) the comparative advantage of the actors of the Italian development cooperation and of other local and international partners collaborating with Italian development cooperation; ii) the Country Strategy Document; iii) the different nature and timing of interventions; iv) the priorities set out in the DTPI and, as far as possible, the Nexus processes and "collective outcomes", as agreed upon according to a participatory approach, especially within the EU framework, to create synergies and economies of scale. When requesting the above input, the DGCS can provide more detailed indications on the priorities of the DTPI and on the international bodies with which it maintains or wishes to strengthen its collaboration.

4 On the basis of the input received from the Diplomatic Representations, within the framework of the annual programming process, the DGCS – with the technical support of the AICS - consults with the Italian development cooperation system actors, pursuant to Chapter VI of Law 125/2014 (Articles 26-27), which are interested and/or present on the ground, to define the humanitarian, development and peace joined-up programming. The consultations may also extend to involve selected international partners, in accordance with Article 29 of Law No. 125/2014. Such information will help guide the programming of the various Italian development cooperation system actors and actions, as far as possible, in accordance with humanitarian principles, and may be reported in the Country Strategy Document (DSP).

On the basis of the comparative advantages identified, joined-up programming involving the three pillars may refer to specific geographical areas (area-based approach) or sectors to ensure coherence and complementarity. This is preferably done in synergy with other existing sectoral programming initiatives on the ground and with the partner country's development plans for that specific area, respecting the humanitarian principles.

The programmed actions (humanitarian aid, development, peace) target the same beneficiary communities belonging to the most vulnerable segments of the civilian population, in the same geographical area.

In the event of a worsening crisis in the pilot countries, the Diplomatic Representations can, with the technical support of the AICS, provide the DGCS with additional joint context analysis information to possibly update the programming.

4.3. FINANCING

The funding strategy in contexts of fragility and protracted crises is, as much as possible, evidence-based and data-driven, aiming to achieve collective outcomes in the specific context. Considering the framework of priorities set out in the annual programming, the strategy includes a multi-annual, flexible and predictable toolkit that can support short- to medium-long-term programmes and create synergies with existing programmes on the ground implemented by local or international actors.

Italian development cooperation system

The most appropriate tools, applied in sequence or in parallel, as required, are in particular:

- existing financial instruments, which can be used in a coordinated and synergetic manner, based on the comparative advantage of the different actors;
- predictable and flexible intervention instruments (pooled, thematic and global funds), where appropriate, capable of contributing to collective outcomes in a coordinated, speedy and effective manner in different areas of the world;
- innovative financial instruments (such as forms of impact investing, through social impact bonds) capable of creating concrete opportunities for private sector involvement to generate inclusive growth, equity and sustainability.

Where possible, synergies are fostered with other financial instruments dedicated to civilian peacebuilding (e.g., with the Women, Peace and Security National Action Plan). Moreover, where possible, in accordance with the applicable national regulations and on the basis of the annual budget, direct funding to local institutions and/or organisations and/or dedicated support to international actors investing in the development of local capabilities for developing and implementing a common and transparent system for collecting quantitative and qualitative data, which the Italian development cooperation system actors can also use.

APPENDIX: DEFINITIONS

Nexus

By "Nexus" we mean the interconnections between humanitarian, development and peacebuilding actions.

Nexus approach

The "Nexus approach" aims to strengthen the coherence and complementarity between humanitarian action, sustainable development and peace pillars.

The approach takes into account the comparative advantages and mandates of different development, humanitarian and peace actors, – to the extent of their relevance in the specific context – in order to reduce overall vulnerability and the number of unmet needs and address the root causes of conflict.

Nexus process

By "Nexus process", as conducted by the Italian Development Cooperation system, we mean the operational pilot process identified in certain contexts of fragility by the DTPI or MAECI, according to the methods set out in these Guidelines (Chapter 5 and following). In such cases, the principles and scopes defined in the OECD/DAC Recommendation of February 2019 are applied, respecting the different mandates of the actors involved and the Italian regulatory framework.

Collective outcomes

"Collective outcomes" means a commonly agreed measurable result or impact enhanced by the combined effort of different actors, within their respective mandates, to address and reduce people's unmet needs, risks and vulnerabilities and increasing their resilience. In countries where they have already been defined, collective outcomes also refer to agreed and measurable operational outcomes or impacts defined by Resident/Humanitarian Coordinators and the UN Country Team, in collaboration with international and domestic partners.

Comparative advantage

According to the OECD/DAC Recommendation, "comparative advantage" refers to the demonstrated capacity and expertise (not limited solely to a mandate) of one individual, group or institution to meet needs. For the purpose of these Guidelines, comparative advantage also refers to the synergy between two benchmark areas described in the OECD/DAC Recommendation: i) the capacity and expertise of the different development cooperation actors to meet needs, ii) the relevance – within a specific context – of each pillar of the Nexus, compared to the others, in reducing vulnerabilities and the number of needs, as well as in addressing the root causes of conflict.

REFERENCES

LAW No. 125 of 11 August 2014. *General regulations on international cooperation for development.*
https://trasparenza.aics.gov.it/archivio27_normativa_0_634.html

INTERNATIONAL COOPERATION FOR DEVELOPMENT, *Three-Year Planning and Policy Document 2021-2023*
<https://www.esteri.it/wp-content/uploads/2021/11/Schema-di-Documento-triennale-2021-2023.pdf>

DGCS and AICS, *Plan of the Italian Development Cooperation Agency and of the Directorate General for Development Cooperation of MAECI for the effectiveness of interventions 2020-2022, (approved by the Joint Committee on 19.11.19)*
<https://www.aics.gov.it/wp-content/uploads/2023/10/2019-11-19-FINAL-PIANO-AICS-DGCS-EFFICACIA-INTERVENTI.pdf>

Regulation on: 'Statute of the Italian Agency for Development Cooperation'.
https://trasparenza.aics.gov.it/archivio27_normativa_0_632.html

Geneva Conventions and Additional Protocols, 1949, 1977 and 2005.
<https://www.icrc.org/en/war-and-law/treaties-customary-law/geneva-conventions>

World Bank and United Nations, *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict.* Washington, 2018
<https://openknowledge.worldbank.org/handle/10986/28337>

Universal Declaration of Human Rights, 1948
https://www.ohchr.org/sites/default/files/UDHR/Documents/UDHR_Translations/itn.pdf

EU, *European Consensus on Humanitarian Aid (2007)*
https://ec.europa.eu/echo/files/media/publications/consensus_it.pdf

EU, *New European Consensus on Development (2017)*
<https://www.consilium.europa.eu/media/24011/european-consensus-for-development-st09459en17.pdf>

- EU, *Council Conclusions 'Operationalising the humanitarian-development nexus'*, 2017
<https://www.consilium.europa.eu/media/24010/nexus-st09383en17.pdf>
- EU, *Council Conclusions on a 'Strategic Approach to Resilience in the EU's External Action'*, 2017
<https://data.consilium.europa.eu/doc/document/ST-5413-2018-INIT/en/pdf>
- EU, *Council Conclusions on 'Integrated Approach to External Conflicts and Crises'*, 2018
<https://data.consilium.europa.eu/doc/document/ST-5413-2018-INIT/en/pdf>
- EU, *Council Conclusions on Team Europe Global Response to COVID-19*, 2020
www.consilium.europa.eu/media/44347/team-europe-ccs-200608.pdf
- Good Humanitarian Donorship Initiative*, 2003
<https://www.ghdinitiative.org/ghd/gns/home-page.html>
- The Grand Bargain - A Shared Commitment to Better Serve People in Need*, 2016
<https://interagencystandingcommittee.org/grand-bargain/grand-bargain-shared-commitment-better-serve-people-need-2016>
- One Humanity: Shared Responsibility. Report of the Secretary-General for the World Humanitarian Summit*. 31.01.2016, A/70/709
<https://agendaforhumanity.org/>
- Busan Partnership for Effective Development Cooperation*, 2011
<https://www.oecd.org/development/effectiveness/busanpartnership.htm>
- IASC, *Guidance on Collective Outcomes*, 2020
<https://interagencystandingcommittee.org/inter-agency-standing-committee/un-iasc-light-guidance-collective-outcomes-0>
- New Deal for Engagement in Fragile States* (2011)
<https://www.newdeal4peace.org/>
- OECD/DAC, *Recommendation on the Humanitarian-Development-Peace Nexus*, 2019
<https://legalinstruments.oecd.org/public/doc/643/643.en.pdf#:~:text=The%20Development%20Assistance%20Committee%20%28DAC%29%20Recommendation%20on%20the,in%20the%20right%20place%20at%20the%20right%20time>
- OECD/DAC, *Recommendation of the Council on Policy Coherence for Development*, 2010
<https://www.oecd.org/gov/pcsd/oecd-recommendation-on-policy-coherence-for-sustainable-development.htm>
- OECD, *Stockholm Declaration on Addressing Fragility and Building Peace in a Changing World* (2016)
- OECD, *Fragile States Principles and the Women, Peace and Security agenda* (2010)
- OECD, *Gender equality and women's empowerment in fragile and conflict affected situations: a review of donor support*, 2017
https://www.oecd.org/dac/conflict-fragility-resilience/docs/Gender_equality_in_fragile_situations_2017.pdf
- OCHA, *Collective Outcomes*, April 2018
<https://agendaforhumanity.org/sites/default/files/resources/2018/Apr/OCHA%20Collective%20Outcomes%20April%202018.pdf>

OCHA, The New Way of Working, 2017

<https://www.unocha.org/publications/report/world/new-way-working>

UN, Resolution A/RES/71/1, New York Declaration for Refugees and Migrants, 2016

https://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_RES_71_1.pdf

UN, Resolution A/RES/70/1, 2030 Agenda for Sustainable Development and the Sustainable Development Goals, (2015)

<https://sustainabledevelopment.un.org/content/documents/21252030%20Agenda%20for%20Sustainable%20Development%20web.pdf>

<https://unric.org/it/wp-content/uploads/sites/3/2019/11/Agenda-2030-Onu-italia.pdf>

UN, Resolution A/RES/69/313, Addis Ababa Action Agenda of the Third International Conference on Financing for Development, (2015)

https://sustainabledevelopment.un.org/content/documents/2051AAAA_Outcome.pdf

UN, Paris agreement on climate change (2015)

https://unfccc.int/files/essential_background/convention/application/pdf/english_paris_agreement.pdf

UN, Sendai Framework for Disaster Risk Reduction 2015 – 2030, 2015

https://www.unisdr.org/files/43291_sendaiframeworkfordrren.pdf

UN, Resolution A/RES/71/243, Quadrennial comprehensive policy review of operational activities for development of the United Nations system, 2017

<https://undocs.org/A/RES/71/243>

UN, Resolution A/RES/75/233, Quadrennial comprehensive policy review of operational activities for development of the United Nations system, 2020

<https://digitallibrary.un.org/record/3896788?v=pdf>

UN, Resolutions A/RES/70/262 and S/RES/2282 (2016), definite "Sustaining Peace Resolutions"

Dr. Diego Cimino, Journal of International Cooperation and Development www.richtmann.org/journal
Vol 3, No 1, May 2020 129 The Humanitarian-Development-Peace Nexus: Solving Rubik's Cube in Policy and Practice Diego

ANNEX 1. ORIGINS OF THE HUMANITARIAN AID, DEVELOPMENT, PEACEBUILDING NEXUS: THE INTERNATIONAL AND EUROPEAN FRAMEWORK

ANNEX 1. ORIGINS OF THE HUMANITARIAN AID,
DEVELOPMENT, PEACEBUILDING NEXUS: THE
INTERNATIONAL AND EUROPEAN FRAMEWORK

1 - The UN 2030 Agenda for Sustainable Development, the Agenda for Humanity and the New Way of Working

The often-protracted nature of man-made and/or natural humanitarian crises has highlighted the global need to overcome the divisions between humanitarian aid and development and to work in a coherent and complementary way towards achieving shared strategic objectives.

The 2030 Agenda for Sustainable Development (2015) affirms an integrated vision of the different dimensions of development (economic, social and environmental), which gives rise to the need for greater cooperation between humanitarian aid, resilience-building and promoting sustainable peace. The 2030 Agenda explicitly recognises the two-way and interdependent relationship between peace and sustainable development.

The 2016 World Humanitarian Summit (WHS) in Istanbul was a pivotal moment for humanitarian action. At the Summit, UN Secretary-General Ban Ki-Moon presented a new Agenda for Humanity, as an annex to his report "One Humanity, Shared Responsibility"², which identifies in overcoming divisions between humanitarian and development actors as one of the priority measures to reduce needs, risks and vulnerabilities, which have tripled over the previous decade. The initiative also stems from the realisation that, despite the growing

² *One Humanity, Shared Responsibility: Report of the Secretary-General for the World Humanitarian Summit. 31.01.2016, A/70/709.*

commitment of donors, the financial resources available for the humanitarian channel are insufficient to fund the Humanitarian Response Plans and Appeals of International Organisations.

The Agenda for Humanity proposes a profound transformation of the humanitarian system on the basis of five “core responsibilities” of the international community³.

Core responsibility 4, “Change people’s lives – from delivering aid to ending need”, consists of three actions: (a) reinforce, do not replace, national and local systems; (b) anticipate, do not wait for, crises; (c) deliver collective outcomes: transcend humanitarian-development divides⁴.

Ban Ki-Moon proposes that WHS participants commit to a “New way of working” (NWoW)⁵ that aims to respond to people’s immediate needs and reduce risk and vulnerabilities through: a) strengthening synergies and collaboration between humanitarian aid, development and sustainable peace; b) identifying collective outcomes; and c) a response based on the comparative advantages of each actor, taking into account their respective mandates, over a multi-year time horizon, while respecting humanitarian principles⁶. Based on this commitment, following the WHS, in 2017 the UN and the World Bank signed a partnership agreement to advance the “NWoW”.

The WHS also saw the signing of the Grand Bargain (GB), an agreement between donors and humanitarian organisations aimed at strengthening support for people in need and improving the effectiveness and efficiency of humanitarian action. Among the 10 original commitments of the GB⁷ is to strengthen the Nexus between humanitarian and development actors, especially in contexts of fragility and protracted crises.

2 - The Reform of the United Nations Development System.

In 2017, as part of the broader reform design of the United Nations Organisation, Secretary-General António Guterres launched the United Nations Development System (UNDS) reform path to support the implementation

³ The five core responsibilities are: (1) Global leadership to prevent and end conflict; (2) Uphold the norms that safeguard humanity; (3) Leave no one behind; (4) Change people’s lives – from delivering aid to ending need; (5) Invest in humanity.

⁴ The latter action also includes eight elements to reduce need and vulnerabilities: (i) create joint problem statements driven by data and analysis; (ii) identify collective outcomes that are strategic, clear, quantifiable and measurable; (iii) draw on comparative advantage; (iv) shift from coordinating inputs to achieving outcomes together; (v) empower leadership for collective outcomes; (vi) monitor progress: accountability for change; (vii) retain emergency capacity; (viii) finance collective outcomes.

⁵ World Humanitarian Summit, Core Responsibility 4, Core Commitment 4C - Deliver collective outcomes: transcend humanitarian-development divides: Commit to a New Way of Working (NWoW) that meets people’s immediate humanitarian needs, while at the same time reducing risk and vulnerability over multiple years through the achievement of collective outcomes. To achieve this, commit to the following: a) Anticipate, Do Not Wait: to invest in risk analysis and to incentivise early action in order to minimise the impact and frequency of known risks and hazards on people. b) Reinforce, Do Not Replace: to support and invest in local, national and regional leadership, capacity strengthening and response systems, avoiding duplicative international mechanisms wherever possible. c) Preserve and retain emergency capacity: to deliver predictable and flexible urgent and life-saving assistance and protection in accordance with humanitarian principles. d) Transcend Humanitarian-Development Divides: work together, toward collective outcomes that ensure humanitarian needs are met, while at the same time reducing risk and vulnerability over multiple years and based on the comparative advantage of a diverse range of actors. The primacy of humanitarian principles will continue to underpin humanitarian action.

<https://agendaforhumanity.org/core-commitments.html>

⁶ OCHA, Collective Outcomes, April 2018 <https://agendaforhumanity.org/sites/default/files/resources/2018/Apr/OCHA%20Collective%20Outcomes%20April%202018.pdf>

UN-IASC, Light Guidance on Collective Outcomes, 2020 <https://interagencystandingcommittee.org/inter-agency-standing-committee/un-iasc-light-guidance-collective-outcomes-0>

The New Way of Working, Joint Steering Committee to Advance Humanitarian and Development Collaboration (un.org) (<https://www.un.org/jsc/content/new-way-working>)

⁷ The original commitments of the Grand Bargain can be found in the original agreement:

https://interagencystandingcommittee.org/system/files/grand_bargain_final_22_may_final-2_0.pdf

of the 2030 Agenda for Sustainable Development⁸. In keeping with the NWoW approach, the reform aims to strengthen synergies and collaboration between humanitarian aid, development and peacebuilding, while respecting mutual mandates and humanitarian principles, according to a "Nexus" approach. The reform of the development system was adopted by the UN General Assembly with Resolution 72/279. It strengthens the coordination capacity of the UN system at country, regional and global levels, also by strengthening the role of the UN "Resident Coordinator" who, in contexts of fragility and crisis, also receives the functions of "Humanitarian Coordinator", thus placing the actions of the UN system in a more integrated framework and responding to the interconnected needs of these contexts

In particular, a Joint Steering Committee to advance Humanitarian and Development Collaboration was established in 2017, chaired by the UN Deputy Secretary-General. This Committee, comprising the main entities, Agencies, Funds and Programmes of the United Nations working in contexts of fragility, is aimed at supporting the country teams in the process of defining, implementing and achieving the "collective outcomes" for the fulfilment of the "Nexus" approach.

3 - The European Union

The European Union too has defined a number of strategic guidelines for addressing the causes of poverty, conflict, fragility and forced movement, according to a more coherent and comprehensive, structural and long-term approach.

On 19 May 2017, in line with developments at the United Nations in 2016 and 2017, the Council of the European Union adopted its Conclusions on "Operationalising the Humanitarian-Development Nexus", aimed at defining a common vision on the "Nexus" and an operational approach to systematically promote complementarity, synergy and collaboration between humanitarian aid, sustainable development and conflict prevention, in full respect of humanitarian principles and international humanitarian law.

In June 2017, the "New European Consensus on Development" – adopted in the form of a declaration by the Council, the European Parliament and the European Commission – defined a new development cooperation framework for the EU and its Member States and committed development actors to promoting an all-inclusive approach towards conflicts and crises, through a synergetic use of transition strategies and early warning systems.

In order to operationalise the above principles and initiate enhanced coordination between humanitarian and development actors, the first six pilot countries characterised by protracted humanitarian crises (Chad, Iraq, Myanmar, Nigeria, Sudan and Uganda) were selected at the informal meeting of EU Development Ministers, in September 2017.

In November 2017, the Council adopted Conclusions on a "Strategic Approach to Resilience in the EU's External Action" for identifying a strategic approach to resilience by enhancing the impact of EU external action and contributing to the achievement of development, humanitarian aid, foreign policy and security objectives. The EU's strategic approach aims to move from crisis containment to a more structural and long-term approach to global challenges, with an emphasis on anticipation, prevention and preparedness.

With the Council Conclusions on the "Integrated Approach to External Conflicts and Crises" of 22 January 2018, the Council emphasised the need to strengthen coordination between EU bodies and institutions and develop an integrated approach to conflict. The "Global Strategy for the EU's Foreign and Security Policy" identifies the integrated approach as a framework for a more coherent and comprehensive EU engagement with external crises and conflicts. It involves Member States, EU institutions, other regional and international partners as well as civil society organisations, and also reaffirms the link between sustainable development, humanitarian

⁸ UN General Assembly Resolution 71/243.

action, conflict prevention and peacebuilding.

Finally, in its Conclusions on the Team Europe Global Response to COVID-19 of 8 June 2020, the Council recognised the importance of strengthening the Humanitarian-Development-Peace Nexus to address the global health crisis and reaffirms its support for the implementation of the Grand Bargain commitments.

4. Peace according to the United Nations

The need to create spaces for peace and development and to foster interconnection between them was already present in the Millennium Development Goals and was further emphasised in 2015 with the 2030 Agenda for Sustainable Development⁹. In particular, Sustainable Development Goal (SDG) 16 assigns an essential role to peace, justice and strong institutions in achieving the various development goals.

Since 2017, thanks in part to the strong advocacy of Secretary-General Guterres, the importance of preventing humanitarian crises – whether man-made or natural – and the need to promote sustainable and inclusive development, together with the building of resilient societies, has been strengthened. Equality, inclusion and risk-informed and conflict-sensitive development strategies have become necessary conditions and central elements in conflict prevention¹⁰.

On 28 April 2016, the UN General Assembly and Security Council adopted two Resolutions on Peacebuilding (A/RES/70/262 and S/RES/2282 (2016), commonly referred to as the “Sustaining Peace” Resolutions), concluding the review of the UN peacebuilding architecture that began in 2015. These developments help consolidate the notion of “positive peace”, which goes beyond the concept of the “absence of direct violence” (so-called “negative peace”) and requires identifying and addressing the structural causes of conflict, so as to strengthen both a positive state-society relationship and individual security.

The UN General Assembly Resolution 243 of 21 December 2016¹¹ recognises the close links between humanitarian aid, development and peacebuilding programmes, deeming them all equally necessary; in fact, meeting immediate needs while ensuring long-term investments aimed at addressing systemic causes of conflict and vulnerability – such as poverty, inequality and the lack of adequate accountability systems – help reduce the impact of cyclical or recurring shocks and stresses and sustain peace as an essential element of sustainable development.

Operationally, for humanitarian and development actors, the peace pillar has been the most complex and most difficult to consider and implement in fragile contexts. However, the 2030 Agenda and the various Resolutions adopted by the UN, have supported the importance of including a multiplicity of areas in the peace pillar, such as development cooperation actions for peace, UN peacekeeping missions, civilian peace interventions, mediation, humanitarian advocacy, political and diplomatic dialogue.

⁹ Sustainable Development Goal 16 is dedicated to promoting peaceful and inclusive societies and aims to achieve this by providing universal access to justice and building accountable and effective institutions at all levels. However, other goals of the 2030 Agenda also contribute to peacebuilding by addressing the structural causes of conflict and fragility.

¹⁰ These principles are also reaffirmed: i) in the Women, Peace and Security (WPS) Agenda; ii) in the Sustaining Peace Agenda; iii) in the Youth, Peace and Security Agenda; iv) in the World Bank and United Nations Pathways for Peace Report: <https://openknowledge.worldbank.org/handle/10986/28337>

¹¹ “Quadrennial Comprehensive Policy Review (QCPR) of operational activities for development of the United Nations system”, followed by the QCPR resolution [A/RES/75/233] of 21 December 2020, which contains clear and also operational guidance on coordination and complementarity between humanitarian aid and development.

5. "New Deal for Engagement in Fragile States" and the OECD-DAC Recommendation on the Humanitarian- Development-Peace Nexus

In fragile and crisis contexts, development cooperation policies have been increasingly confronted with the themes of peacebuilding and statebuilding, also through the establishment of special international working groups, such as the International Network on Conflict and Stability (INCAF)¹², the G7+, the Civil Society Platform for Peacebuilding and Statebuilding, and the International Dialogue for Peacebuilding and Statebuilding (IDPS). These forums, with the help of major international research groups, have promoted the definition of new operational strategies and analytical categories in development studies, such as fragility, crisis vulnerability and the "Nexus", with the inclusion of the peace pillar.

The definition of Sustainable Development Goal (SDG) 16 of the 2030 Agenda originates from the work of the IDPS members, who – at the Fourth High Level Forum on Aid Effectiveness in Busan (2011) – signed the "New Deal for Engagement in Fragile States" with the intent to strengthen action on behalf of fragile and conflict-affected states, consolidate peace and governance institutions, promote conflict prevention, eradicate the causes of violence and fragility and strengthen resilience

In 2017, within the OECD-DAC framework, INCAF started preparing a compendium of good practices on coordination between the humanitarian, development and peace dimensions aimed at providing useful examples of joint strategies and shared outcomes. This work eventually led to the development of the OECD-DAC "Recommendation on the Humanitarian-Development-Peace Nexus" adopted on 22 February 2019.

The OECD-DAC Recommendation aims to encourage and foster greater collaboration, complementarity and coherence between the three pillars of the "Triple Nexus", particularly in situations of fragility and conflict, with a renewed commitment to support prevention activities.

According to this Recommendation, in order to operationalise the Nexus, the different actors operating in the three pillars need to be involved, taking into account: i) their respective comparative advantages; ii) a shared understanding of the risks and vulnerabilities; iii) an approach that prioritises prevention (always), development (when possible), and humanitarian action (when necessary).

The Recommendation also sets out eleven principles for guiding the adhering states and organisations ("adherents"), whether they are donors, development / humanitarian actors or other international community actors.

6. Operational processes

Internationally, a number of operational processes have been launched over the years, often in pilot countries, with the aim of developing shared needs analyses, identifying "collective outcomes" and promoting concerted programming (joined-up) between the three pillars on the basis of their respective comparative advantages.

¹² INCAF is the network that brings together DAC Member States and international organisations working in fragile contexts to share good practice and exchange views on development challenges in conflict-affected and fragile areas. INCAF's work is supported by a Secretariat and coordinated by a Chairmanship Group. INCAF is also supported by Task Teams, i.e. working groups that provide a space for experience and knowledge sharing between INCAF members and other stakeholders. INCAF participates in the **International Dialogue on Peacebuilding and Statebuilding (IDPS)**, a dialogue forum launched in 2008, which brings together – besides INCAF – the **G7+ countries** (20 countries in a situation of fragility – Afghanistan; Comoros; Guinea-Bissau; Sao Tome and Principe; South Sudan; Burundi; Ivory Coast; Haiti; Sierra Leone; East Timor; CAR; DRC; Liberia; Solomon Islands; Togo; Chad; Guinea; Papua New Guinea; Somalia; Yemen) and the **Civil Society Platform for Peacebuilding and Statebuilding (CSPPS)**.

These initiatives are often diverse, both in their approach and in the selection of the actors involved. Below are some of the first operational processes:

- In the framework of the Tallinn Foreign Affairs Council in September 2017, the European Union launched a pilot process in a number of countries (initially: Chad, Iraq, Myanmar, Nigeria, Sudan and Uganda) to undertake enhanced coordination (*joint analysis; joint planning*) between the Commission's humanitarian and development action under the leadership of the *European External Action Service (EEAS)*. The process resulted in joint strategies, analyses and action plans tailored to the specific context.
- Following the adoption by the UN General Assembly of the "*New York Declaration for Refugees and Migrants*" in September 2016, the "*Comprehensive Refugee Response Framework*" (CRRF), annexed to the same declaration, was published, identifying the essential elements of an all-inclusive response to the needs of refugees and displaced persons and the need for a joint effort of peace and development actors. This process, coordinated by the United Nations High Commissioner for Refugees (UNHCR), is being implemented in many countries. The CRRF emphasises the need to support the countries hosting refugees - who are in charge of leading the response – so that the responsibility for reception does not fall solely on them.
- In order to implement the commitments made at the Istanbul Summit, the World Bank (WB) and the United Nations (UN) have also launched the "*Humanitarian-Development-Peace Initiative*" (HDPI), with the aim of identifying shared objectives and establishing a practice of data sharing, joint context analysis and multi-year planning, enabling an integrated response in countries at risk.
- Within the NWoW framework, a number of UN Resident/Humanitarian Coordinators and Humanitarian Teams, together with other partners, initiated a process in 2017 to define "*collective outcomes*" and to foster complementarity, coherence and coordination of the UN system, in a number of countries.

ON THE COVER



Project of the Italian Cooperation in Mozambique.
Photo by **Angelo Ghidon**



Project of the Italian Cooperation in Lebanon.
Photo by **Terre des Hommes**



Project of the Italian Cooperation in Ethiopia.
Photo by **AICS Addis Abeba**



Project of the Italian Cooperation in Syria.
Photo by **GVC**



Project of the Italian Cooperation in Libya.
Photo by **AVSI**



Project of the Italian Cooperation in Libya.
Photo by **CEFA**



Ministero degli Affari Esteri
e della Cooperazione Internazionale




ITALIAN AGENCY
FOR DEVELOPMENT
COOPERATION

www.aics.gov.it

FOLLOW US

 [agenziaitalianacooperazione](https://www.facebook.com/agenziaitalianacooperazione)

 [@aics_it](https://twitter.com/aics_it)

 [@aics_cooperazione_it](https://www.instagram.com/aics_cooperazione_it)