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## Issue paper Exploring peace within the Humanitarian-Development-Peace Nexus (HDPN)

### Executive summary

#### 1. Crises require humanitarian, development and peace responses

Crises, whether they manifest as conflicts, disasters or economic shocks often cannot be solved by one set of actions alone. Humanitarian, development and peace actions all have a role to play in these crises: humanitarian response to save lives and protect people, development assistance to address multi-dimensional structural challenges, and peace action to ensure that countries can sustain peace, i.e. prevent the outbreak, escalation, continuation and recurrence of conflict. That is why in affected and protracted crisis contexts, ensuring coherence, complementarity, and collaboration across the humanitarian-development-peace Nexus is so important in order to realize rights, reduce needs, vulnerabilities and risks, and address drivers and underlying causes of conflict over the long term. A sequential approach has shown not to be an adequate solution and synchronous humanitarian, development and peace actions are generally considered more effective.

In the context of collective outcomes, the IASC has recently used the following to describe the link with the Humanitarian-Development-Peace Nexus (HDPN)<sup>1</sup>: *"Humanitarian assistance, development cooperation and peacebuilding are not serial processes: they are all needed at the same time in order to reduce needs, risk and vulnerability. Collaboration can be achieved by working towards collective outcomes, over multiple years, based on the comparative advantage of a diverse range of actors. Collective outcomes have emerged as a strategic tool for humanitarians, development and peace actors to agree on a concrete and measurable result that they will jointly achieve in a country with the overall aim of reducing people's needs, risks and vulnerability. This has also been recognized by OECD DAC members when they put out their recommendations."*<sup>2</sup>

<sup>1</sup> Collective outcomes are one entry point for... (p)3(o)-5(in)5(t)9( )-66(f)12(o)-5(r)] TJ ET Q q 0.0000

reform actors, election and human rights advisors and others. Both 'little p' and 'Big P' approaches are relevant and important, but working through a 'little p' approach, in particular at the local level to address key drivers in the short-to-intermediate term may create more opportunities across the HDPN, and also enables vulnerable populations to be targeted through direct programming.

3. All actions humanitarian, development and peace should engage in context and conflict analysis and conflict-sensitive programming

Sharing context and conflict analyses and integrating conflict sensitivity approaches into programme and project design across humanitarian, development and peace actions can help avoid inadvertently undermining peace





organizations- the latter of which may align themselves with peace objectives in a way that the former might not. In addition, it is recognized that any intervention along the HDP spectrum can have positive or negative impacts on conflict dynamics and peace just as actions in the peace pillar may have an impact on humanitarian or development work. Moreover, articulating and achieving peace objectives, whether as primary, secondary or indirect contributions does not necessarily require collaboration across the Nexus especially when capacities exist within entities. Thus, this paper stresses the importance of conflict sensitivity<sup>10</sup>

that all stakeholders perceive humanitarian aid as neutral, impartial and independent from political activities. Joined

Security sector actions have the potential to positively or negatively impact humanitarian development or peace-related programming and the likelihood of securing sustainable peace outcomes. Overly militarized or securitized responses frequently exacerbate grievances and drivers of conflict. In development and humanitarian action, security actions that contribute to 'negative peace' outcomes can facilitate access to vulnerable populations, as well as create the conditions for the resumption of



cooperation, and thus overlap with the development component of ~~Nexus~~ but can also be supported through other actions

'Big P'

insecurity are unlikely to possess the social structures to effectively manage and address conflicts. However, there may be local capacities for peace such as traditional/indigenous conflict resolution mechanisms and it is important to identify and build on such local capacities. If these mechanisms do not exist, or have been significantly weakened, then peace actors can play a constructive role in facilitating locally driven peace initiatives and approaches.

Organizations working across the HDN may orientate their activities to respond to the impacts of violent conflict, while also increasing the prospects for peace through approaches that focus on addressing key drivers while reducing people's needs, risks and vulnerabilities by working towards sustainable development. Objectives like the below could form the basis for collective outcomes. Of these, humanitarian actors could, for example, contribute to broader efforts aimed at establishing equitable service delivery and durable solutions and an environment conducive to protection and compliance with international law.

**g** Improving horizontal and vertical social capital. Directly and indirectly encourage the strengthening of collaborative capacities and increase trust between population groups and between population groups and formal and informal institutions, both with emphasis on inclusion and participation in planning and decision-making processes and the implementation of projects that respond to jointly identified needs and priorities. Feedback and grievance mechanisms should be included to strengthen further the responsiveness of authorities.

*f* Gender: Promoting gender equality, justice and women's empowerment, women's participation and leadership. Addressing Gender Based Violence (GBV) and transforming harmful or inequitable norms of masculinity to change gendered power dynamics.

*f* Youth: Promoting the participation of children and youth and other marginalized groups in civic institutions and processes and increasing opportunities to obtain decent work and education as appropriate.

*f* Strengthening conflict prevention and management capacities. Identifying and supporting inclusive capacities to identify, mitigate and resolve disputes, tensions and conflicts.

*f* Equitable service delivery and effective public infrastructure. Establishing the conditions for equitable delivery and access to key services including education, health, utilities and agricultural services. This includes assisting populations according to need, rather than status.

*f* Functional, accessible and participatory local governance. Supporting local government administrators with technical and capacity support to improve their accountability and effectiveness.





such as better understanding of respective roles or joint analysis are just as important. This ensures that decisions are taken in a context specific, politically and conflict sensitive, and mutually reinforcing manner- which can lead to greater complementary.

In addition, as this paper aims to demonstrate, the peace spectrum contains a wide range of possible peace related actions beyond activities solely related to security. The level of interaction and engagement can vary from informal (e.g. information exchange) to formal, (e.g. joint or coordinated activities), as well as in

To conclude, neutrality, independence and impartiality require constant attention and effort by actors, and conflict sensitivity can be one way of preventing unplanned, negative impact(s) on the power and conflict dynamics within crises-affected populations. This is especially important in resource-poor societies where 'winners' and 'losers' can be created inadvertently through externally provided resources, whether for lifesaving, early recovery, resilience, development or peace-specific purposes.

c. Context and conflict analysis do no harm and inform conflict-sensitive action *in*

Regular local, community-based context and conflict analysis that is both gender and age-sensitive, is needed to address the multilayered and multidimensional nature of conflict and to inform all interventions across the peace spectrum before, during and after crises, regardless of agency mandate. Context and conflict analysis contribute to good project, programme and strategy design and allows agencies to understand better its

humanitarian actors under Accountability to Affected Populations (AAP) Centrality of Protection commitments<sup>31</sup>

The peace spectrum is presented below (Figure 1). It highlights key concepts and how they relate to each other, as well as how robust and regular context and conflict analysis, and conflict sensitive approaches





beneficiaries; and recording and sharing lessons learned on successful relationship building approaches with local actors.

In complex protracted crisis scenarios, humanitarian, development and peace aspects of the crisis occur in a parallel, nonlinear fashion and influence each other. The purpose of collaboration across the HDPN is delivering assistance and implementing projects in such contexts when the limited set of issues any one action can address through a project or even a portfolio of programmes will not have an impact in solving the protracted crisis over a short time frame but together can contribute to

humanitarian, development and peace programming. The below points are not exhaustive, and are not meant to be prescriptive, but a reflection based on recent observations by various entities exploring the HDP Nexus<sup>33</sup>:

demonstrating this is already being seen more explicitly, while the importance of flexible budgets to enable necessary adjustments to project/programme design based on results of updated analyses cannot be overstated. These might favour more effective layering of peace and development objectives throughout the response as a situation evolves. Thorough and timely analysis might also encourage funding for conflict prevention which may help reduce humanitarian need

f. More focus on doing no harm and a greater responsiveness to the local context and the voices and capacities of people and communities in crisis might imply that humanitarian responses could be designed from a perspective that has long-term objectives of peace and development in mind saving lives and protecting rights and dignity in both the short and long term, as well as increasing the return on investment. Indeed, aspects of this are present in how radio platforms, such as the UN Peacebuilding Fund, bring together partners across the Nexus to focus on specific peace related outcomes.

f. Illustrative examples<sup>35</sup>

Illustration 1a: Humanitarian mediation and dialogue facilitation in the Central African Republic (CAR)

Experiences in CAR during 2014 show that third party neutral frontline mediation and dialogue facilitation are appropriate and efficient tools to address humanitarian access and protection of civilians in conflict situations. This has been shown to prevent reduce the impact of outbreaks of violence leading to humanitarian crisis; improve humanitarian access to affected populations; facilitate access of affected populations to basic services, humanitarian assistance and fundamental rights; and prevent for displacement and facilitate return. Interventions carried out in enclaves in Boda, Dekoa and Carnot have led to significant reduction



space created for civic dialogue and the resulting projects that were collectively implemented improved the living conditions for the benefit of all, IDPs, host communities, men, women and youth. An early alert network was further established to share security information between the communities

#### Illustration 4: Humanitarian action and indirect support to consolidating peace (Sudan)

Following the signing of Sudan's Comprehensive Peace Agreement (CPA) in 2005, ex-combatants not integrated into Sudan Armed Forces, Sudan People's Liberation Army (SPLA) and other armed groups were rapidly disarmed, demobilized and reintegrated into the communities. Women who had played supporting roles within armed forces and groups either voluntarily or through coercion also needed to be reintegrated. The South Sudan Disarmament, Demobilization and Reintegration Commission (SSDDRC), in partnership and coordination with the SPLA and the Integrated United Nations Disarmament, Demobilization and Reintegration Unit, implemented the South Sudan DDR Programme, prioritizing the elderly, people with disabilities and women. It worked closely with UN agencies, international and local NGOs, and the United Nations peacekeeping mission. One UN agency supported the SSDDRC by providing rations to cover the food needs of 8,400 demobilized combatants, women and their families for a period of three months in Juba, Btiu, Malakal and Torit, and to support 500 combatants in Greater Bahra-Ghazal while they received skills training as part of their reintegration packages. Meeting the immediate basic needs of these groups helped prevent them from resorting to means of providing for their dependents.

#### Illustration 5: Postconflict recovery linking development action and the private sector (Sri Lanka)

In Sri Lanka, a UN project supporting local empowerment through economic development and reconciliation creates financially sustainable livelihood opportunities in postconflict areas by working with cooperatives and partnering with private sector companies to attract investments and economic engagement. Following the end of the civil war, the North largely missed out on the economic boom, which the rest of Sri Lanka experienced. The lack of economic growth and employment opportunities left communities in the North feeling discriminated against and forgotten by the South. The project provides economic opportunities to marginalized people in the North, giving them access to livelihoods and employment. The project achieves this by facilitating partnerships between North and South. It promotes a feeling of inclusion and belonging to a united Sri Lanka amongst the communities in the North and facilitates a greater involvement by these groups in the national reconciliation process, in addition to reducing poverty and promoting decent work. For example, farmers from this disadvantaged region are supported to access new economic opportunities, which enables them to build new ties with buyers including across ethnic, religious, and linguistic boundaries, and to ensure of fair treatment, leading to the enhancement of social cohesion. The project has also managed to increase significantly the income of female farmers, many of them widows, by linking them to cooperatives and facilitating access to markets for their produce. The project exemplifies how employment and decent work can produce positive peace and social cohesion dividends thanks to improved economic opportunities for disadvantaged populations, enhanced contact and interactions between different groups who come together in these joint economic ventures, and through the reduction of grievances linked to perceptions of economic inequality and injustice.

Figure 3: Illustrations of peace-related entry points for humanitarian action



