

**DEVELOPMENT CO-OPERATION DIRECTORATE
DEVELOPMENT ASSISTANCE COMMITTEE****International Network on Conflict and Fragility (INCAF)****Report on the implementation, dissemination and continued relevance of the
DAC Recommendation on the Humanitarian-Development-Peace Nexus**

2024 marks five years since the adoption of the DAC Recommendation on the Humanitarian-Development-Peace (HDP) Nexus (hereafter the “DAC Recommendation” [OECD/LEGAL/5019]). Paragraph X of the Recommendation instructs the International Network on Conflict and Fragility (INCAF) to “monitor implementation of the Recommendation within existing mechanisms” and “report thereon to the DAC no later than five years following adoption of the Recommendation”. Accordingly, this document presents, in its Annex, the Report on the implementation, dissemination and continued relevance of the DAC Recommendation (hereafter, the “Report”) as approved by INCAF on Monday 12 February via written procedure. This document was shared with the seven UN entities that have adhered to the DAC Recommendation in parallel for information.

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1. This document presents, in its Annex, the Report by the International Network on Conflict and Fragility (INCAF) on the implementation of the DAC Recommendation on the Humanitarian-Development-Peace Nexus ([OECD/LEGAL/5019](#)) (hereafter, the “Report”, the “DAC Recommendation”), including on the implementation of its substantive provisions, its dissemination and its continued relevance. The Report also includes conclusions on whether the DAC Recommendation requires revision or whether further actions to support its implementation and dissemination are necessary.
2. Following discussions at its meeting on 27 October 2023 and on 18 December 2023, INCAF approved the Report and its transmission to the DAC via written procedure on 12 February 2024.

1. Background

3. The DAC Recommendation was adopted by the DAC at its Senior Level Meeting on 22 February 2019. At the centre of strengthening the coherence between humanitarian, development and peace (HDP) efforts, is the aim of effectively reducing people’s needs, risks and vulnerabilities, supporting prevention efforts and thus shifting from delivering humanitarian assistance to ending need. This requires the engagement of a diverse range of actors, based on their respective comparative advantage; a shared understanding of risk and vulnerability; and an approach that prioritises “prevention always, development wherever possible, humanitarian action when necessary”. This approach should also be supported by the right kind of financing, drawing from diverse funding sources to ensure that the right resources are in the right place at the right time.
4. The DAC Recommendation was developed in response to the call for strengthened policy and operational coherence by humanitarian, development and peace actors, reflecting commitments across key global frameworks including Agenda 2030, the Sustaining Peace Resolutions and the Agenda for Humanity, among others. The DAC committed to more comprehensive and coherent approaches to HDP actions during its 2017 High Level Meeting through INCAF, and at the 2017 Director Level Meeting. Likewise, the DAC High Level Roundtable held in November 2018 on “Operationalising the Nexus: Principles and Approaches for Strengthening and Accelerating Humanitarian, Development and Peace Coherence” brought together over 100 senior representatives from OECD countries, the multilateral system and civil society. It built on significant efforts made by the DAC and INCAF to develop stronger policy frameworks and operationalise coherent actions across the “nexus”.
5. OECD-DAC members are key “shareholders” in the multilateral system, and vital humanitarian and development actors in their own right. While the multilateral system delivers the majority of humanitarian assistance, the majority of development assistance in fragile contexts is channelled through bilateral mechanisms. As such, a more coherent and co-ordinated effort that strengthens complementarity across the “nexus” must involve a central role for OECD-DAC members in their collaboration with the multilateral system. A common set of principles – this “DAC Recommendation” – can help to guide and support this collaboration and build a common approach across OECD-DAC members, non-OECD DAC members and other stakeholders that adhere to the DAC Recommendation.

6. All DAC members¹ and seven United Nations (UN) entities (hereafter referred to as “UN entity Adherents”, namely, the United Nations Children’s Fund, the United Nations High Commissioner for Refugees, the United Nations Population Fund, the International Organization for Migration (IOM), the United Nations Development Programme (UNDP), the United Nations Human Settlements Programme, and the World Food Programme have adhered to the DAC Recommendation, totalling 39 Adherents.

7. The DAC Recommendation aims to provide Adherents with a comprehensive framework that can incentivise and implement more collaborative and complementary humanitarian, development and peace actions, particularly in fragile and conflict-affected contexts. It provides a common set of 11 principles to guide and support Adherents in their capacity as donors, development co-operation actors and stakeholders in the international community. The DAC Recommendation also aims to strengthen co-ordination, programming and financing to address risks and vulnerabilities, strengthen prevention efforts, and reduce need to ensure that we reach those furthest behind.

2. Methodology

8. A series of tools and mechanisms have been employed to monitor and assess Adherents’ implementation of the DAC Recommendation to develop this Report on the implementation, dissemination and continued relevance of the DAC Recommendation (hereafter the “Report”).

9. These consist of the use of the DAC peer review process for in-depth examinations of Adherents’ efforts to operationalise HDP nexus approaches.

10. The DAC-UN Dialogue has further contributed to information gathering, involving all DAC member Adherents and the seven UN entities that have adhered to the DAC Recommendation.

11. To complement these, the [2022 HDP Nexus Interim Progress Review](#) offers quantitative and qualitative insights on the level of implementation of the DAC Recommendation from diverse sources, including DAC and UN entity Adherents, national governments, and civil society in partner countries and territories.

12. A questionnaire was also circulated in 2023 to further assess the implementation of the DAC Recommendation’s provisions and to identify ongoing challenges and good practices, with a view to feeding into peer-learning exchanges and support enhanced implementation by Adherents.

13. Finally, consultations were held with DAC members, UN entity Adherents and civil society organisations on 7 November 2023 to reflect on the key emerging messages and strengthen the identification of good practices.

3. Process

14. The development of this Report benefitted from early discussions and feedback from INCAF and in the context of the DAC-UN Dialogue. In July 2023, a session of the

¹ Australia, Austria, Belgium, Canada, the Czech Republic (Czechia), Denmark, the European Union, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Japan, Korea, Lithuania, Luxembourg, the Netherlands, New Zealand, Norway, Poland, Portugal, the Slovak Republic, Slovenia, Spain, Sweden, Switzerland, the United Kingdom and the United States.

DAC-UN Dialogue took place in the margins of the INCAF Director Level Meeting to discuss and reflect on emerging results from the questionnaire and previous data collection efforts. Looking in turn at the three different pillars of the DAC Recommendation (i.e. co-ordination, programming and financing), this first discussion provided Adherents with the opportunity to reflect and react to emerging headline messages.

15. An initial draft was shared with INCAF and the DAC-UN Dialogue for discussion and comments in October 2023, followed by a presentation to civil society stakeholders, including representatives from the DAC-CSO Dialogue in the form of a consultation. On the basis of the feedback received, a revised document was submitted to INCAF and shared in parallel with the seven UN entities that have adhered to the DAC Recommendation for comments by 15 December 2023 [[DCD/DAC/INCAF\(2023\)1](#)], and discussed in an INCAF meeting on 18 December 2023.

16. INCAF approved the Report and its transmission to the DAC via written procedure on 12 February 2024.

17. Following its declassification, the Report will be publicly available and included on the [webpage of the DAC Recommendation on the online Compendium of OECD Legal Instruments](#). A summary of the main findings and way forward will also be developed and serve as the basis for the discussion at the DAC-UN Dialogue meeting “Effective Approaches to Crisis Response” to be held in Paris on 4-5 April 2024.

4. Summary

18. Five years after its adoption, the DAC Recommendation has proved an important instrument to steer policy change. It did not create the concept of the HDP nexus, but it generated a powerful impetus for DAC members to ensure it has an impact on operational and financing practices. Across its three pillars, a number of changes in the co-ordination, design and operation of Adherents' approaches, as well as in issues of mobilising financing were incentivised (see report Paragraph 141).

4.1. Implementation

19. Overall, Adherents have undertaken significant efforts and made progress in implementing the provisions of the DAC Recommendation. DAC members, in particular, have developed new policies, strategies or modalities to increase coherence and complementarity across their development and humanitarian instruments toward a peace objective. To a certain extent, the DAC Recommendation has been instrumental in initiating new approaches to a shared understanding of risks, fragility and improved resilience.

4.1.1. Co-ordination across the humanitarian-development-peace nexus

20. The HDP nexus approach has fostered closer collaboration with others, including enhanced work with partner country authorities and civil society (see report Paragraph 35). This is important progress when partnership has become so central for DAC members to achieve development outcomes beyond aid.

21. Co-ordination across the HDP nexus remains uneven (see report Paragraph 148). Internal co-ordination and coherence have started to improve, with some internal reorganisation being put in place for some Adherents. This effort needs to continue, but organisational and institutional changes are needed to shift away from organisation-centric models to initiate more collective work on programming and financing.

22. Conflict sensitivity is increasingly understood and integrated into development and humanitarian aid mechanisms (see report Paragraph 147). The traditional "do no harm" approach is gradually evolving toward a conscious effort towards peace positivity. Even if the conceptual understanding of what constitutes peace differs from one stakeholder to another, it is unlikely that this trend will be reversed.

23. A collective approach to crisis response is yet to mature (see report Paragraph 40). The nexus approach was designed to "break down silos" in the international engagement in fragile and crises contexts. The segmentation of the international response remains one of the most enduring obstacles to the implementation of the DAC Recommendation. It is important to acknowledge the differing nature, mandate and activities across the dimensions of the nexus. In that sense, what is an obstacle to a nexus approach is not that different actors engage in the same contexts with their own mandate and modalities, but that a segmented mindset prevents the inter-linkages between these different actors.

4.1.2. Programming across the humanitarian-development-peace nexus

24. Conflict prevention is still not prioritised (see report Paragraph 58). The constant global increase in the proportion of DAC members' official development assistance (ODA) to humanitarian needs underlines the concomitant reduction in the proportion going towards conflict prevention since the adoption of the DAC Recommendation. This trend reflects the increased number of crises, including crises that attract high political interest

and therefore high humanitarian allocations. However, it also reflects the permanent challenge represented by any prevention undertaking. The general public and policy makers do not yet recognise the high relevance of spending scarce public resources in contexts where crisis and violence remain a risk.

25. The peace objective of the HDP nexus approach remains elusive (see report Paragraph 32). Peace actors, notably diplomats in embassies and mediators, need to better understand the value added of development and/or humanitarian assessments for their own analytical work. In conflict contexts, a sense of the political economy of conflict is essential for development actors to align their engagement to peace and conflict prevention objectives. Such alignment cannot be achieved without increasing both risk tolerance and making administrative processes swifter.

26. People-centred approaches are gaining strength (see report Paragraph 73). The DAC Recommendation has encouraged Adherents to further focus on inclusive development and human rights. In particular, the integrated approach promoted by the HDP nexus makes it possible to address a broad spectrum of vectors of fragility and therefore to tackle issues of inequalities and economic and social exclusion, including for internal displacement and refugee contexts, by better grasping their underlying impact on conflict.

27. The factors of resilience and drivers of change are not sufficiently considered (see report Paragraph 31): Crises are the reflection of complex web of dynamics across all the dimensions of fragility. Because many analyses are designed to inform programmes and funding, they often fail to identify the factors of resilience and the drivers of change that are instrumental in promoting human development, social cohesion, peacebuilding and resilience to shocks, including through locally led development. While analyses can measure “the needs” of the most vulnerable, they rarely capture the impact of a crisis on the ones that are not the most vulnerable but yet can have a strong impact on social, economic or political dynamics.

28. The locally led development agenda is central to policy discussions on development co-operation. Localisation seeks to alter the nature of the relation between Adherents and local stakeholders toward shared development objectives. Supporting locally led development is less about helping local actors navigate access to international finance and more about accepting risks, divergent views and priorities. It requires developing an environment in which civic space can thrive or local governance can deliver. It should, therefore, result in substantial long-term engagement that an increased number of short-term programmes cannot bring.

29. Humanitarian assistance is becoming the default crisis response tool (see report Paragraph 59). Crises contexts – where HDP nexus approaches are the most relevant – do not always lend themselves easily to programming in peacebuilding or conflict prevention, or to development co-operation more broadly. In many such contexts, economic or political sanction regimes apply, and humanitarian funds are often simply the most actionable way to stay engaged in such contexts for DAC members. Humanitarian assistance is adapted to support populations – at least the most vulnerable that are reachable – to function without government leadership and in spite of sanction regimes. It is also consensual in public opinion. This makes humanitarian assistance a convenient crisis response tool. Attention should be paid, however, to the use of humanitarian funds and actors to substitute for basic service delivery or conflict prevention action, especially in contexts of protracted conflict, as it leaves fewer resources for lifesaving assistance and carries a high risk of undermining humanitarian actors’ neutrality.

4.1.3. Financing across the humanitarian-development-peace nexus

30. Significant efforts were made to adjust financing practices and participate in the development of financing strategies to support HDP nexus approaches. Many mechanisms and efforts already exist to map or bring development finance inflows into fragile or conflict-affected contexts, at least within Adherents' own organisations. The increased participation in the development of financing strategies jointly with others at country level is a positive development.

31. The collective financing strategies envisaged by the DAC Recommendation are still nascent. Building on the positive development outlined above, it will be an important next step to support and standardise the use of humanitarian, development and peace financing streams to work together more coherently. When development and peace ambitions align among adherents and beyond, adopting a strategic, cost-effective and co-ordinated approach to funding and programming choices is important to increase the impact of Adherents' efforts to support the transition to peace and achieve development outcomes.

32. Advances in implementing the DAC Recommendation are commendable because they have required a great deal of leadership and policy work to achieve and overcome obstacles. Unsurprisingly, challenges remain, and they are significant. International support to address countries' fragilities, prevent conflicts from turning violent and undermine hard-won development gains, and even support those the most affected by crises, has never been easy. The objective proposed by the DAC Recommendation is not to simplify international engagement, but to increase its effectiveness.

33. The full potential of the DAC Recommendation will not be achieved without a fundamental change in the current crisis response models and architecture. In spite of current efforts encouraged by the DAC Recommendation, the international community's current crisis response model broadly maintains segmented approaches. In highlighting Adherents' progress in the implementation and dissemination of the DAC Recommendation, this Report sheds light on some critical obstacles, which relate in particular to the very notion of how crises are perceived and how international engagement and responsibility should be set. The effective implementation of the DAC Recommendation requires a solid analysis of the remaining challenges expressed in this Report (see Paragraphs 31, 40, 58, 118 and 148). Because HDP nexus approaches involve a far broader set of actors than Adherents to the DAC Recommendation, Adherents can play an instrumental role in confronting the hard choices and changes that are both necessary and possible for greater coherence and complementarity when engaging in fragile and conflict-affected contexts.

4.2. Dissemination

34. Overall, Adherents have undertaken significant efforts to disseminate the DAC Recommendation at multiple levels and through various channels, including discussions and meetings relating to DAC peer reviews, dedicated policy exchanges and/or trainings. Adherents have also contributed to the dissemination of the DAC Recommendation in other policy fora that have taken up nexus approaches.

35. In parallel, the DAC/INCAF Secretariat has also taken specific actions to raise the profile of the DAC Recommendation and enhance knowledge around its content, including through the organisation of and participation in various events, including several high-level international events.

36. The DAC-UN Dialogue is also considered by Adherents as an important, useful and valued unique platform to share and disseminate experience and good practice

concerning the implementation of the DAC Recommendation, although it could further contribute to enabling HDP nexus approaches to achieve their full potential in country contexts.

4.3. Continued relevance

37. The DAC Recommendation has become a widely accepted common standard, beyond the DAC membership. With the adherence of several UN entities, the policy dialogue about implementation of the HDP nexus is also anchored in the multilateral system, allowing for a more consistent and meaningful implementation of HDP nexus approaches.

38. Overall, Adherents consider that the DAC Recommendation serves its purpose and that the objectives and issues, challenges, and good practices underlying the DAC Recommendation remain relevant. The evolving context and the current shortcomings in the implementation of the DAC Recommendation have highlighted its continued relevance.

5. Proposals

39. In light of the above, to further support implementation and dissemination of the DAC Recommendation, the DAC is invited to:

- a) note and declassify the Report set out in its Annex;
- b) encourage Adherents to:
 - (i) Continue their efforts to foster implementation of the DAC Recommendation, including at country level;
 - (ii) Continue disseminating the DAC Recommendation, including through the development of active relations with non-Adherents having a co-ordination and financing role; and
 - (iii) address the main challenges identified in the Summary and Conclusions section of this Report, in particular at paragraphs [31, 40, 58, 118 and 148].
- c) invite INCAF to:
 - (i) Continue to serve as a forum for exchanging information and experience about the implementation and dissemination of the DAC Recommendation;
 - (ii) Support Adherents in addressing the main challenges set out in the Summary and Conclusions of this Report, in particular at paragraphs [31, 40, 58, 118 and 148], including through continued analysis, sharing of good practices and monitoring, as well as by exploring the development of guidance to support the implementation of the DAC Recommendation;
 - (iii) Report back to the DAC on the implementation, dissemination and continued relevance of the DAC Recommendation in ten years.

*Annex A. Report on the implementation
of the DAC Recommendation on the Humanitarian-
Development-Peace Nexus*

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1. Background

1. The DAC Recommendation on the Humanitarian-Development-Peace (HDP) Nexus [[OECD/LEGAL/5019](#)] emerged from DAC members' will to enhance the coherence and synergies between humanitarian assistance, peace objectives and development co-operation in fragile and conflict-affected contexts.

2. The DAC Recommendation was born out of the recognition that rethinking the ways in which these components interact is particularly urgent in a global context marked by an increasing number of crises, putting growing pressures on financial resources and overall resource constraints. International engagement in crisis contexts is riddled with missed opportunities for better connections – and therefore more effective synergies – between the HDP nexus dimensions. The interaction between development co-operation, humanitarian assistance and peace objectives needs to be improved.

3. At the centre of strengthening the coherence of HDP efforts is the aim of effectively reduce people's needs, risks and vulnerabilities by prioritising “prevention always, development wherever possible, humanitarian action when necessary” – and recognising the interlinkages that exist between these different components. In 2020, 63% of DAC members' gross bilateral ODA to fragile contexts went to the development component; 25% to the humanitarian component and 12% to the peace component (OECD, 2022^[1]).

4. The crisis response system built over the years by the international community is struggling to adapt to patterns of conflicts and to the scale and protracted nature of crises. These challenges are reflected by the growing pressure to meet financing needs. This has resulted – despite increasing humanitarian support – in a financing gap between humanitarian needs and allocated funds. It has also led to resource constraints on the development and peace components. The unsustainability of current crisis responses calls for a profound rethinking of crisis response models.

5. The availability of resources and financing is just one part of the problem. Given the extended duration of crises, the once very rigid line between what are considered humanitarian or development needs has blurred, while financing pots have remained rather siloed. This creates inefficiencies when the engagement in crisis is based as much on the type of financing available as on a thorough needs assessment that considers the multiple dimensions of crises, the potential for local resilience and peace outcomes. Both humanitarian assistance and development co-operation can play a positive, or negative, role on peace objectives and conflict prevention.

6. Recognising these challenges, the DAC committed to more comprehensive and coherent approaches to HDP action. During its 2017 High Level and INCAF Director Level Meetings, the DAC discussed steps to address these trends. Shortly afterward, it convened a 2018 High Level Roundtable on Operationalising the Nexus: Principles and Approaches for Strengthening and Accelerating Humanitarian, Development and Peace Coherence (OECD, 2018^[2]). Bringing together over 100 senior representatives from DAC members, the multilateral system and civil society, the event underscored the centrality and core relevance of HDP nexus approaches and fed into an inclusive process for developing the DAC Recommendation.

7. In February 2019, the DAC adopted the DAC Recommendation to provide a comprehensive framework to support, incentivise and implement more collaborative, coherent and complementary humanitarian, development and peace actions, particularly in fragile and conflict affected situations and to meet its international and regional commitments in this area. HDP approaches were designed for fragile contexts, situations of conflict, or with conflict risks due to fragility or crisis. Indeed, without crises, there is

no reason for the humanitarian sector to be active, and without conflict or conflict risks, the peace objective and peace-related operations are less prominent. HDP nexus approaches recognise the role of development in supporting peace and building on humanitarian action.

8. As coherence and co-ordination among organisations operating in fragile and conflict-affected contexts is core to the DAC Recommendation, several UN entities adhered to the DAC Recommendation rapidly after its adoption. By the end of 2023, seven UN entities (the IOM, the UNDP, the United Nations Population Fund, the United Nations Human Settlements Programme, the United Nations High Commissioner for Refugees, the United Nations Children’s Fund and the World Food Programme) had adhered to the DAC Recommendation, while the UN Secretariat and the Global Fund to Fight AIDS, Tuberculosis and Malaria participate in discussions in the context of the DAC-UN Dialogue and that recognise the value of the DAC Recommendation. In 2023, discussions were ongoing with several other UN entities who have expressed interest in exploring adherence to the DAC Recommendation, reflecting a continued policy drive around the DAC Recommendation five years after its adoption.

9. The DAC Recommendation is a unique standard aimed at enhancing the effectiveness of collective action in fragile environments and in contexts affected by conflict or conflict risk. It rallies a broad coalition to support change and learning through effective HDP nexus approaches, particularly between bilateral and multilateral entities. The DAC Recommendation is structured around three complementary and interdependent pillars, focusing on co-ordination, programming, and financing issues. Composed of 11 provisions, the DAC Recommendation builds on the experiences, lessons learnt and good practice examples identified by HDP actors and identifies specific measures that would facilitate the implementation of HDP nexus approaches (see Box 1.1).

Box 1.1. Eleven policy recommendations of the DAC Recommendation on the Humanitarian-Development-Peace Nexus

RECOMMENDS that Adherents better **CO-ORDINATE** across the HDP nexus.

1. Undertake joint risk-informed, gender-sensitive analysis of the root causes and structural drivers of conflict, as well as positive factors of resilience and collective outcomes incorporating humanitarian-development-peace (HDP) action.
2. Provide appropriate resourcing to empower leadership for cost-effective co-ordination across the HDP architecture.
3. Utilise political engagement and other tools, instruments and approaches at all levels to prevent crises, resolve conflicts and build peace.

RECOMMENDS that Adherents better **PROGRAMME** within the HDP nexus.

1. Prioritise prevention, mediation and peacebuilding, investing in development whenever possible, while ensuring immediate humanitarian needs are met.
2. Put people at the centre, tackling exclusion and promoting gender equality.
3. Ensure that activities do no harm, are conflict-sensitive to avoid unintended negative consequences and maximise positive effects across HDP actions.
4. Align joined-up programming with the risk environment.
5. Strengthen national and local capacities.
6. Invest in learning and evidence across HDP actions.

RECOMMENDS that Adherents deliver better **FINANCING** across the HDP nexus.

1. Develop evidence-based HDP financing strategies at multiple levels, with effective layering and sequencing of the most appropriate financing flows.
2. Use predictable, flexible, multi-year financing wherever possible.

Source: OECD (2019^[3]).

10. All OECD-DAC members, the European Union and 7 UN entities have adhered to the DAC Recommendation, for a total of 39 Adherents² (hereafter, “Adherents”). All Adherents have been active in implementing the provisions of the DAC Recommendation and 35 Adherents³ are covered by this report.

11. Adherence beyond the DAC underscores the need for DAC members and UN entities to work closely together for effective implementation of HDP nexus approaches. To this effect, an informal DAC-UN Dialogue was set up in 2020 to sustain the momentum around the HDP nexus. It brings together DAC Adherents, the seven UN entity Adherents, as well as several UN entities that are observers in INCAF (the Development Coordination Office, the Office for the Coordination of Humanitarian Affairs and the Peacebuilding Support Office [[C\(2022\)208](#)]) (see Box 1.2). The DAC-UN Dialogue serves to identify the concrete obstacles to HDP nexus approaches that only policy dialogue between DAC and UN entity Adherents can help address.

² Although accounted for in the number of Adherents, Estonia – the 32nd and most recent DAC member – is not included in this analysis or Report, having joined the DAC after completion of the 2023 questionnaire and related data collection and compilation process.

³ The United Nations Population Fund, Slovenia and Luxembourg are not included in the data collection process as they did not participate in the 2023 questionnaire and are not covered by any of the other monitoring tools used (see Section 2 on methodology).

Box 1.2. Efforts across the United Nations system in relation to advancing humanitarian-development-peace collaboration

The Development Coordination Office, the Office for the Coordination of Humanitarian Affairs, and the Department for Political and Peacebuilding Affairs actively participate in the DAC-UN Dialogue and work to advance humanitarian-development-peace (HDP) collaboration. They have made significant strides in addressing systemic bottlenecks, joint engagement with resident coordinators/humanitarian coordinators (RCs/HCs) and their teams to promote coherence and facilitate collaboration around joined-up analysis and response planning to facilitate an early focus on prevention, peacebuilding, resilience and development solutions. In 2022, they convened the RCs in fragile settings in a joint workshop to strengthen dialogue with and support for RCs/HCs to deliver coherently on their humanitarian, development and peace mandates. They also jointly developed guidance for RCs/HCs on ways to leverage the three global pooled funds (the Joint Sustainable Development Goals [SDG] Fund, the Central Emergency Response Fund and the Peacebuilding Fund). Through a community of practice for RC offices on the inclusion of humanitarian actors in development analysis and planning processes, they are increasing direct support for RCs/HCs. Data from the United Nations' (UN) global surveys of all partner governments point to a growing positive perception of how UN entities enable closer collaboration across HDP actions. UN country teams, however, report ensuring appropriate financing flows in complex settings as a significant challenge. The Joint Steering Committee to advance humanitarian-development collaboration, co-chaired by the Development Coordination Office, the Office for the Coordination of Humanitarian Affairs, the Department for Political and Peacebuilding Affairs, and the United Nations Development Programme, will play an important role in further advancing HDP collaboration, complementing Adherents' efforts to implement the DAC Recommendation.

In addition, the Inter-Agency Standing Committee has worked with the United Nations High Commissioner for Refugees and the Food and Agriculture Organization on a practical advisory note for cluster co-ordinators aiming to advance HDP nexus approaches.

Note: The Inter-Agency Standing Committee is a high-level humanitarian co-ordination forum of the UN system. It brings together the executive heads of 18 organisations and consortia to formulate policy, set strategic priorities and mobilise resources in response to humanitarian crises.

12. This Report analyses Adherents' efforts to implement the principles of the DAC Recommendation as part of the DAC's instruction to monitor and report on the implementation of the Recommendation. When adopting the DAC Recommendation, the DAC instructed INCAF in Paragraph X to: "(a) serve as a forum to exchange information on experiences with respect to the implementation of this DAC Recommendation; (b) monitor implementation of this DAC Recommendation within existing mechanisms; and (c) report thereon to the DAC no later than five years following adoption of this DAC Recommendation and every ten years thereafter." The objective of this Report is, therefore, to assess the state of play of Adherents' implementation of the DAC Recommendation at an aggregate level and draw conclusions on the dissemination and continued relevance of it, as well as on whether it requires any amendments or further actions to support its implementation and dissemination.

13. This Report focuses on the implementation, dissemination and continued relevance of the DAC Recommendation and therefore only accounts for efforts and challenges linked to the implementation of the DAC Recommendation and of HDP nexus approaches by

Adherents. To grasp the full scope of progress and challenges linked to the implementation of HDP nexus approaches at global or country levels, it is important to reflect on the work and inputs of a series of key stakeholders that go beyond Adherents to the DAC Recommendation. Therefore, the analysis and examples provided extend beyond the scope of Adherents to include reflections and references to major non-Adherent actors (i.e. the broader UN system, international financial institutions, international non-governmental organisations and non-governmental organisations, etc.) when relevant, and to enable where possible a more comprehensive assessment of HDP collaboration or nexus approaches.

2. Methodology

14. Distinct mechanisms have been leveraged to monitor and assess Adherents' implementation of the DAC Recommendation, collecting information on both good practices and ongoing challenges and gaps in the implementation of the DAC Recommendation. The monitoring of the DAC Recommendation and the development of the Report were made possible thanks to the use of several complementary tools (see Table 2.1):

- The **DAC peer review process** is at the core of the monitoring and reporting of DAC Adherents' efforts to implement the principles of DAC Recommendations. This process benefits from a deep dive into DAC members' development co-operation systems and, through country visits to partner countries and territories, also allows including local partners' insights and constructive feedback on strengths and challenges.
- The **DAC-UN Dialogue on the implementation of the DAC Recommendation** has also constituted a source of information and evidence since adherence to the DAC Recommendation by seven UN entities.
- Based on a **2021 preliminary stocktaking exercise**, the **2022 [HDP Nexus Interim Progress Review](#)** generated useful quantitative and qualitative data and insights based on multiple sources: DAC and UN entity Adherents, and national government and civil society counterparts in host partner countries and territories, thus providing for a more comprehensive and critical evidence base.
- A **literature review** completes this process. Indeed, since its inception, the HDP nexus approaches embedded in the DAC Recommendation have generated a large amount of conceptual and programmatic research. While these are primarily related to the humanitarian aspect of the HDP nexus, they constitute a rich source of information and country-based studies.
- A **questionnaire was circulated to all Adherents in March 2023** to assess the state of play of Adherents' implementation at an aggregate level, identify implementation challenges and good practice examples, enhance the database, and ensure data comparability across all Adherents [[DCD/DAC\(2023\)19](#)].

Table 2.1. Tools used to monitor and assess Adherents' implementation of the DAC Recommendation

	DAC and UN entity Adherents	Interim stocktaking exercise (2021)	DAC peer reviews (2019-2023)	Questionnaire (March-June 2023)
1.	Australia	No	No	Yes
2.	Austria	No	Yes	Yes
3.	Belgium	Yes	Yes	Yes
4.	Canada	Yes	No	Yes
5.	Czechia	Yes	Yes	Yes
6.	Denmark	No	Yes	Yes
7.	Estonia ⁴	x	x	x
8.	Finland	No	No	Yes
9.	France	No	No ¹	Yes
10.	Germany	Yes	Yes	Yes
11.	Greece	No	No	Yes
12.	Hungary	No	Yes	Yes
13.	Iceland	No	Yes	2022 peer review ²
14.	Ireland	Yes	Yes	Yes
15.	Italy	Yes	Yes	Yes
16.	Japan	No	Yes	Yes
17.	Korea	No	No ¹	Yes
18.	Lithuania	No	No	Yes
19.	Luxembourg	No	No	No
20.	Netherlands	No	Yes	2022 peer review ²
21.	New Zealand	No	Yes	2022 peer review ²
22.	Norway	No	Yes	Yes
23.	Poland	No	Yes	2023 peer review ²
24.	Portugal	Yes	Yes	Yes
25.	Slovak Republic	No	No	No
26.	Slovenia	No	Yes	Yes
27.	Spain	Yes	Yes	Yes
28.	Sweden	Yes	No	2023 mid-term review ³
29.	Switzerland	Yes	No	Yes
30.	United Kingdom	No	Yes	Yes
31.	United States	No	Yes	Yes
32.	European Union	Yes	No	Yes
33.	International Organization for Migration	Yes	n/a	Yes
34.	United Nations Development Programme	Yes	n/a	Yes
35.	United Nations Population Fund	Yes	n/a	No
36.	UN-Habitat	Yes	n/a	Yes
37.	UNHCR	Yes	n/a	Yes
38.	United Nations Children's Fund	Yes	n/a	Yes
39.	World Food Programme	No	n/a	Yes
TOTAL	39	16	19	35

1. Country having started a DAC peer review process in the second half of 2023, but for which the results are not directly included in this Report. The data collection and analysis used to inform this Report dates prior to October 2023.

2. Includes elements provided by the country in the form of its recent contribution to the preparation of the peer review exercise (i.e. self-assessment, dedicated annex, etc.) and serves as an alternative to the questionnaire.

3. Includes discussions and elements provided by the country in the context of its recent mid-term review. Mid-term reviews take place in between two peer review processes (usually after the first three years) and allow for an intermediary assessment of progress made by the country on the peer review's recommendations.

4. Estonia joined the DAC on 4 July 2023, after completion of the 2023 questionnaire. It, therefore, is not included in this Report.

Notes: x = not applicable; DAC: Development Assistance Committee; UN: United Nations. The table reflects participation in the different monitoring and reporting tools.

15. An important objective of the reporting exercise is to enable peer learning among Adherents. Peer learning is achieved through identifying good practices, challenges and gaps in operationalising the HDP nexus. The reporting exercise also fosters a reflection on the continued relevance of the DAC Recommendation and whether it might require amendments in light of the experience gained by Adherents, or whether any supplementary actions may be necessary to support its implementation.

16. The questionnaire was an important source of information for this Report, with results presented throughout the Report in narrative form and/or figures, as relevant. The survey included both closed questions where Adherents were invited to select one or more relevant choices and open questions filled in directly by Adherents. Responses were then analysed and compiled by the DAC/INCAF Secretariat to extract key learnings and relevant messages. These responses can be visualised in the figures presented hereafter. As some questions allowed for multiple responses, in some instances, totals (indicated in percentages) in figures add up to more than 100. In addition, and since Adherents comprise both donors and multilateral partners, responses are disaggregated by type of Adherent (i.e. DAC members' and UN entities' responses are presented in figures on two different lines) to ensure granularity in the analysis and understanding of trends, progress made and remaining challenges.

17. When relevant, differences between DAC and UN entity Adherents are spelt out in the text for an added layer of analysis. Of the 39 Adherents to the DAC Recommendation, 24 DAC and 6 UN entity Adherents responded to the questionnaire. The figures reflect the percentage of responses *vis-à-vis*, respectively, total DAC and total UN entity Respondents for each question. Given the relatively small number of UN entity Adherents and thus the small sample size of UN entity Respondents in the analysis, findings must be read with caution and inference cannot be extrapolated to the UN system at large at global or country level.

18. INCAF has supported the monitoring of and reporting on the implementation of the DAC Recommendation. Between 2019 and 2023, the DAC/INCAF Secretariat participated in 21 DAC peer review processes, analysing implementation of the DAC Recommendation by the following DAC Adherents: Austria, Belgium, the Czech Republic (hereafter "Czechia"), Denmark, France, Germany, Hungary, Iceland, Ireland, Italy, Japan, Korea, the Netherlands, New Zealand, Norway, Poland, Portugal, the Slovak Republic, Spain, the United Kingdom and the United States. Regular INCAF and DAC-UN Dialogue meetings and thematic policy initiatives have also galvanised work in relation to specific provisions, including in the areas of co-ordination mechanisms, joint assessments, financing strategies, etc.

19. The DAC-UN Dialogue has also played a significant role in the implementation of the DAC Recommendation, operating as a unique platform bringing together DAC Adherents and UN entity Adherents (see Paragraph 10). Set up following the First High-Level Roundtable on the Partnership for Peace that took place in 2019, the DAC-UN Dialogue is an informal platform for policy exchange, meeting on a regular basis to address and discuss some of the complex issues that require joint work between DAC members, relevant UN entity members and other multilateral organisations.

3. Implementation

20. This section provides an analysis of the state of play of the implementation of the DAC Recommendation, assessing each of its provisions in turn. The structure of the Report follows the structure of the Recommendation and focuses on policies and practices that can foster better co-ordination, programming and financing across the HDP nexus. The analysis presented in this Report provides an indication of the breadth of implementation among Adherents, identifies main trends and outlines good practices and innovative examples. It also underlines progress made since the adoption of the DAC Recommendation, ongoing challenges and gaps. In doing so, this Report supports collective learning on how best to implement the DAC Recommendation. The analysis also assesses the continued relevance of the DAC Recommendation and identifies potential areas where the DAC Recommendation might require updating, or where more collaborative development may be warranted. Given that DAC and UN entity Adherents occupy – by nature – distinct, albeit complementary roles in the implementation of the DAC Recommendation, they will be analysed jointly as Adherents or separately as DAC Adherents and UN entity Adherents as relevant, and their differences highlighted when necessary.

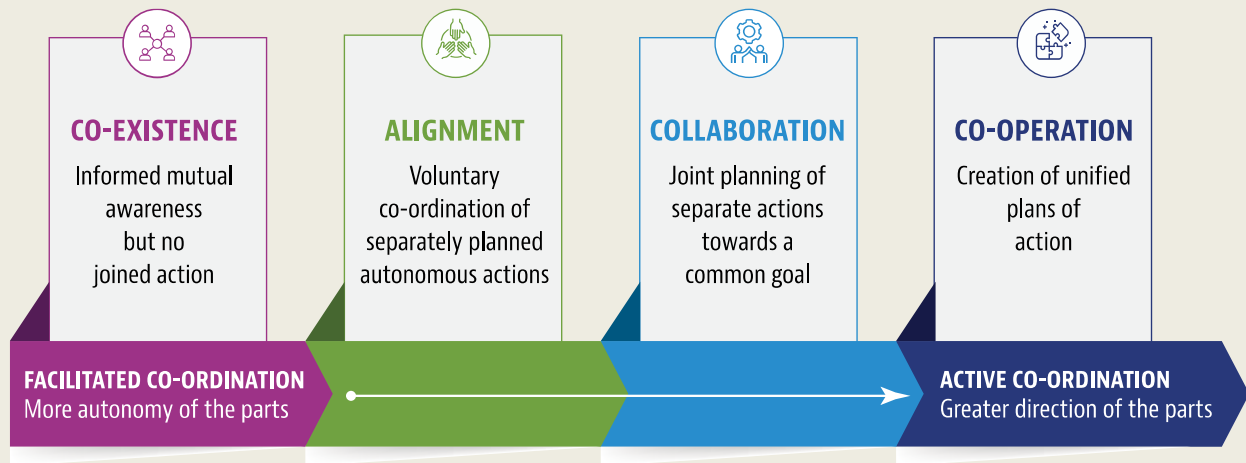
Pillar 1 on co-ordination across the humanitarian-development-peace nexus

21. Better co-ordination, among HDP actors is a core pillar of the DAC Recommendation. The DAC Recommendation is about strengthening policy and operational coherence and complementarity across three sectors: humanitarian, development and peace. As a result, co-ordination is a central element. The DAC Recommendation seeks to provide Adherents with a comprehensive framework to foster more collaborative, coherent and complementary HDP action, particularly in fragile and conflict-affected contexts. It commits to building on and strengthening existing co-ordination structures, notably the UN resident and humanitarian coordinator systems for development and humanitarian co-ordination, respectively. At the same time, there is an enduring need to strengthen development co-ordination among all key development actors – DAC members as well as multilateral development banks (MDBs) – to co-ordinate a common approach to systematically reducing need, risk and vulnerability.

22. Why is co-ordination so difficult across the HDP nexus? Co-ordination requires stakeholders to work together in efficient ways even when they do not share common priorities or systems, nor count on aligned or compatible structures, programming or financing tools. To a certain extent, co-ordinating across the HDP nexus is further challenged by the fact that donors rarely have a combination of all three components (humanitarian, development, peace) in the countries and territories in which they operate. Additionally, it is not always straightforward who should co-ordinate what or how.

23. In practice, co-ordination is a spectrum. It extends from facilitated co-ordination – which involves information sharing, communication and strategic alignment – to active co-ordination involving aligned tactics, shared responsibility and fusing programmes (see Box 3.1). There is no single “right” place on this spectrum to co-ordinate across the HDP nexus. The features of a co-ordination system depend on the operating context, the variety of stakeholders and the stage of programme implementation (Schreiber and Swithern, 2023^[4]).

Box 3.1. Continuum of levels of co-ordination



Source: Schreiber and Swithern (2023^[4]).

Provision 1: Joint risk-informed, gender-sensitive analysis of the root causes and structural drivers of conflict

24. To enhance and improve co-ordination among HDP actors, this provision encourages the identification of collective outcomes through collaboration and calls for Adherents to undertake joint risk-informed, gender-sensitive analysis of drivers of conflict and factors of resilience. Effective analysis relies on the involvement of key stakeholders in the process, including affected populations, local communities, authorities, civil society organisations, implementing partners and donors, and is to be used to inform conflict-sensitive HDP planning and collective outcomes where relevant, respecting humanitarian principles.

25. Adherents report positive changes, aligning with 2022 trends. Half of survey Respondents report that adoption of the DAC Recommendation has facilitated structural changes for context analysis across the HDP nexus, and a third claim it has enhanced initiatives for joined-up analysis. This finding aligns with the trends identified in the 2022 Interim Progress Report (OECD, 2022^[5]) which underlined overall progress in fostering joined-up context analysis, conflict analysis and planning (see Box 3.2).

Box 3.2. Joined-up context analysis and planning across the humanitarian-development-peace nexus

Several Adherents have strengthened their internal capacities and co-ordination mechanisms to analyse the main drivers of conflict across the humanitarian-development-peace (HDP) nexus while others have done so by liaising and co-ordinating with other partners.

- **Sweden has joined forces with others in specific contexts.** Based on the Swedish International Development Cooperation Agency’s Humanitarian Crisis Analysis and Multi-Dimensional Poverty Analysis, which underpin Sida’s implementation of global, regional and bilateral strategies, Sweden engaged in a joint analysis process across the HDP nexus in Liberia, resulting in its 2016-2020 development co-operation country strategy. Informed by an extensive conflict analysis carried out jointly with several external partners, the strategy is based on a joint shared understanding among those involved of the key drivers of conflict.
- **Ireland has established a new Peace and Stability Unit within the Ministry of Foreign Affairs.** The unit is a structural innovation, sitting in both the Political and Development Cooperation Divisions, with the aim of strengthening policy coherence across the nexus by bringing together the political and development co-operation aspects of Ireland’s peace and stability work. The unit will act as a policy resource and support to headquarter units and, in particular, Ireland’s embassies, which are active in political dialogue and programming work in support of peace and stability and nexus co-ordination. Ireland has also established a conflict and fragility co-ordination group which brings together colleagues working on all aspects of work across the HDP nexus from different parts of the Ministry of Foreign Affairs to ensure lesson-learning and co-ordinated approaches.

26. Following the DAC Recommendation and complementary guidance issued by the UN and the Inter-Agency Standing Committee, collective outcomes across the HDP nexus were adopted in several contexts. The timespan between the adoption of the collective outcomes and this Report does not allow for a comprehensive assessment, and the full potential of this process is yet to be attained. However, a few insights do emerge:

- By and large, the identification of collective outcomes remains a UN-led process and there is scope for greater inclusivity, including enhanced engagement of local partners (partner countries and territories, local communities, etc.) and DAC members.
- Joined-up and collective approaches are often hampered by each organisation having its own operating models and processes. Overcoming these barriers and aligning processes to achieve common objectives or “collective outcomes” therefore relies on each stakeholder’s political will to do so. Incentives that support co-ordinated approaches are, therefore, important to create, especially when there is no common identified and accepted co-ordination mechanism across the international system beyond the UN system.
- Organisational and institutional changes are needed, including in the planning phase, to shift away from organisation-centric models towards more collective systems, with due respect for mandates and the humanitarian principles. This is about fostering systemic change (see Paragraphs 3 and 4).

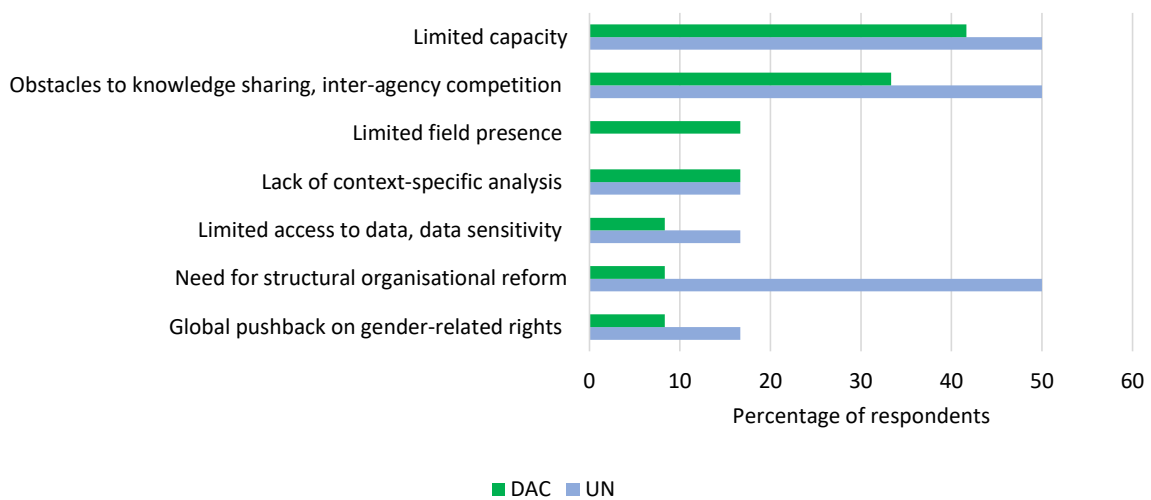
- Further, collective outcomes are not always realistically set, connected with financing considerations and political agendas, nor do they necessarily establish inclusive processes to assess opportunities for joined-up actions. It is critical for the major donors, in particular, to be engaged in the very early stages of designing collective outcomes to ensure support, financing and buy-in, as well as to benefit from the political leverage that donors can offer in specific contexts (see Provisions 10 and 11).
- Finally, it is important to note that collective outcomes are not the sole indicator of successful nexus approaches. and that the nexus principles can also be rolled out through portfolio or area-based approaches, which can look at smaller scale engagements.

27. Despite some progress in carrying out joint risk-informed, gender-sensitive analysis of the root causes and structural drivers of conflict, most Adherents still experience bottlenecks that prevent achieving better results (see Figure 3.1).

- Adherents note the political dimension of conflict analysis, suggesting that assessments are rarely politically neutral which, in turn, makes joint analysis difficult. This affects how much can be done to share quantitative analyses on crisis response and management, access data, or agree on what should be measured. These are intrinsically political issues and often contain sensitive information that cannot be made public. Thus, the DAC Recommendation points to some of the boundaries and challenges to how development and humanitarian aid can support peace objectives and prevent conflicts.
- The sensitivity of assessments and restrictions on access, such as for peacebuilding needs and impact assessments, can hinder information-sharing and joint analyses.
- For UN entity Adherents, the Common Country Analysis provides a framework for analysis including humanitarian, development and peace actors. While it is still separate from the Humanitarian Need Overview, efforts are ongoing to strengthen the Department for Political and Peacebuilding Affairs' engagement in the Common Country Analysis process. Joining this process with those of other HDP stakeholders beyond the UN system remains a challenge.
- Some Adherents (half) report that limited capacities, expertise and financial resources are a major challenge in achieving joint context analysis – constraining analytical capacities (content and frequency) and effective co-ordination efforts and enhancing conflict-sensitive approaches.
- Some Adherents mention that securing financing for activities related to assessment and analysis is more challenging than requesting funds to support specific operations, as funds are considered more direct responses to peoples' needs.
- Several Adherents refer to a pushback against gender-related rights in several contexts, particularly in relation to gender-based violence, which bears the risk of hindering effective nexus planning and programming in these contexts, if these and other important human rights-related dimensions are excluded from the analyses. In particular, the positive role of including women in peace processes has been well documented (OECD, 2022^[11]).
- A few Adherents also point out the limited availability of relevant data, in particular fragility-related data, as well as – oftentimes – limited access to geographical areas of conflict.

28. Several differences between DAC and UN entity responses are worth noting. In particular, it stands out that while limited capacities and obstacles to knowledge sharing are among the obstacles most frequently cited by all Adherents, UN entity Adherents also put forth the need to overcome bottlenecks to more effective collaboration. The UN Secretary General established the Joint Steering Committee to Advance Humanitarian and Development Collaboration in 2017 to address institutional and systemic barriers that hinder co-operation, collaboration and co-ordination between the UN development system and the United Nations’ humanitarian efforts. Regular exchanges between the Joint Steering Committee and the DAC-UN Dialogue could ensure consistency and coherence while avoiding duplication across the United Nations’ various mandates.

Figure 3.1. Obstacles to strengthening joint risk-informed, gender-sensitive analysis of the causes and structural drivers of conflict as reported by Adherents



Note: DAC: Development Assistance Committee; UN: United Nations.
 Source: Based on the results of the 2023 questionnaire.

29. A core challenge is maximising existing analyses among like-minded actors to limit duplication and the cost of co-ordination. It will be important going forward for HDP stakeholders to create incentives for more regular sharing of compatible analyses. Some Adherents are calling for the establishment of country platforms in fragile and conflict-affected situations as mechanisms for HDP actors to better co-ordinate their context analysis for operations and the delivery of collective outcomes. Beyond the strong humanitarian analytical system, co-ordination platforms already exist in many settings. These platforms are naturally highly contextual, sometimes already looking at humanitarian-development analysis and planning.

30. An important aspect of nexus approaches is to decrease the co-ordination burden and the often-duplicative discussions at different levels. HDP platforms need to build on and complement existing co-ordination mechanisms at country level. The UN Secretariat is examining country practices in this regard to draw lessons and good practices.

31. Adherents are also lagging behind in their capacity to assess and include positive factors of resilience and peace in their analyses. For example, cross-analysis can often allow identifying the main causes of fragility and the many factors of resilience that can mitigate these. However, only a few Adherents (see Box 3.3) stressed that focusing on factors of resilience and drivers of change are instrumental in promoting human

development, social cohesion, peacebuilding and resilience to shocks, including through locally led development. With rare exceptions, Adherents are failing to ensure that programming addresses long-term considerations and is suited to assess, measure and contribute to people's, communities', countries' and territories' resilience.

Box 3.3. The importance of understanding factors of resilience and drivers of change

- The Netherlands-funded PROSPECTS programme, which brings together key humanitarian and development partners (United Nations High Commissioner for Refugees, United Nations Children's Fund, the International Labour Organization, World Bank and International Finance Corporation), seeks to improve living conditions for forcibly displaced and hosting communities. Programming across this common objective, it allows partners to jointly produce learning and evidence to influence global policy making and knowledge with a view to enhance resilience and effective solutions. In Kenya, for example, the collaboration between the United Nations High Commissioner for Refugees and the World Bank on the Kenyan Analytical Programme on Forced Displacement is providing important data on livelihoods, the transition from primary to secondary school, food insecurity, fertility and marriage, women's empowerment, social norms, mental health, migration trajectories, and social cohesion – data that are then used to inform policies to support resilience.
- The German Federal Ministry for Economic Cooperation and Development (BMZ) has introduced resilience analyses to strengthen resilience capacities and design risk- and crisis-informed policies and projects. Resilience analyses are a key feature of BMZ's Transitional Development Assistance (see Boxes 8.7 and 8.8), which provides fast and flexible support in early crisis settings while working towards longer term perspectives. Resilience analyses support the development of a tailored crisis response building on the potentials and strengths of vulnerable people and local structures. Next to identifying risks and crises, it uses a resilience matrix to map the existing resilience capacities of affected actors and structures at the individual, household, community and subnational level. Based on the principle of help for self-help and participation, it seeks to strengthen and promote three types of resilience capacities: 1) stabilisation capacity; 2) adaptation capacity; and 3) transformation capacity. Resilience analyses create the basis for formulating targeted theories of change and are a mandatory part of Transitional Development Assistance projects.
- Ireland's 2019 international development policy, A Better World, shifted the main focus of Ireland's humanitarian work to reducing humanitarian need while continuing to respond to immediate humanitarian needs. This is supported by a guidance note, which outlines four pathways to reduce humanitarian need: 1) responding to humanitarian crises; 2) working effectively in fragile contexts; 3) supporting peacebuilding; and 4) using voice and influence. This approach encourages Ireland's partners to build the resilience of local communities and institutions, etc., and to conduct quality conflict analysis and political economy analysis to ensure that its work contributes to longer term resilience and doing no harm.

32. In conclusion, clear progress has been made in developing new approaches to a shared understanding of risks, drivers of conflict and fragility. Efforts should be sustained to deliver the full potential of HDP nexus approaches more broadly.

- Analyses and assessments represent a first step and still need to be better translated into HDP programming and collective outcomes. They also constitute an iterative process that needs to be revisited throughout programming cycles to ensure continued relevance.
- The value added of joint processes or information sharing is closely determined by their timing and synchronicity with other major planning, programming and financing processes and by involving the community of donors early in the process, and in particular in identifying priority objectives and collective outcomes.
- It is important to focus on the specific value added and comparative advantage of different actors. Adherents need to think through the costs and benefits of different analytical endeavours. And not everyone needs to be involved in all processes, nor are analyses relevant for all.
- Peace actors, notably diplomats in embassies and mediators, need to better understand the value added of development and/or humanitarian assessments for their own analytical work. In conflict contexts, a sense of the political economy of conflict is essential for development actors to align their engagement to peace and conflict prevention objectives. Such alignment cannot be achieved without increasing both risk tolerance and swift administrative processes (Pillars 2 and 3).

Provision 2: Provide appropriate resourcing to empower leadership for cost-effective co-ordination across the HDP architecture

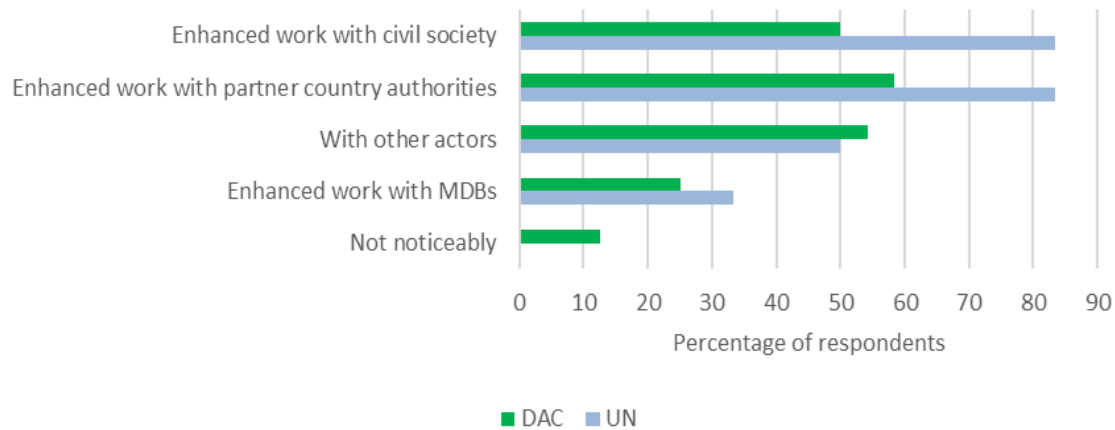
33. The DAC Recommendation calls for broad and inclusive co-ordination, referencing the need to involve local and national authorities, including legitimate non-state authorities and appropriate UN leadership, in particular UN resident and humanitarian coordinators or other UN actors where relevant, to incentivise collective efforts at global, regional, national and local levels, along with partnerships with MDBs.

34. Leadership, staffing, resources and mindsets are some of the factors that influence the relevance and effectiveness of co-ordination efforts. While structures are important enablers, mobilising the right people with the adequate soft skills and knowledge in HDP nexus approaches is crucial to the success and efficiency of co-ordination efforts. Leadership is important to ensure adequate engagement in HDP nexus processes. The DAC Recommendation puts a specific emphasis on the role of RCs for whom HDP nexus approaches represent a strong policy framework to support their broad co-ordination role – i.e. beyond the UN system – and to reach out to other partners more meaningfully, primarily DAC members. For example, “Team Europe +” with its arrangements, governance models and capacity to bring EU donors together can significantly support this process in given contexts.

35. Adherents resoundingly report that HDP nexus approaches have fostered closer collaboration with others, including enhanced work with partner country authorities (for almost two-thirds of Respondents) and with civil society (for almost half of Respondents). Both are key actors for effective, relevant and durable development outcomes. Adherents could consider looking into the complementarity between the DAC Recommendation on the HDP Nexus and the DAC Recommendation on Enabling Civil Society in Development Co-operation and Humanitarian Assistance ([OECD/LEGAL/5021](#)) to advance the localisation agenda through more integrated approaches. Findings suggest that a majority

of Adherents report enhanced collaboration with “other actors”. This includes engagement with other development partners at the country level; with staff in other departments within their own organisations; or between headquarters and country offices. Some Adherents also mention that HDP nexus approaches have enabled collaboration with MDBs, while only a few do not report any noticeable improvement (see Figure 3.2).

Figure 3.2. Adherents’ responses to whether humanitarian-development-peace nexus approaches have enabled closer collaboration with others



Note: MDB: multilateral development bank; DAC: Development Assistance Committee; UN: United Nations.
Source: Based on results of the 2023 questionnaire.

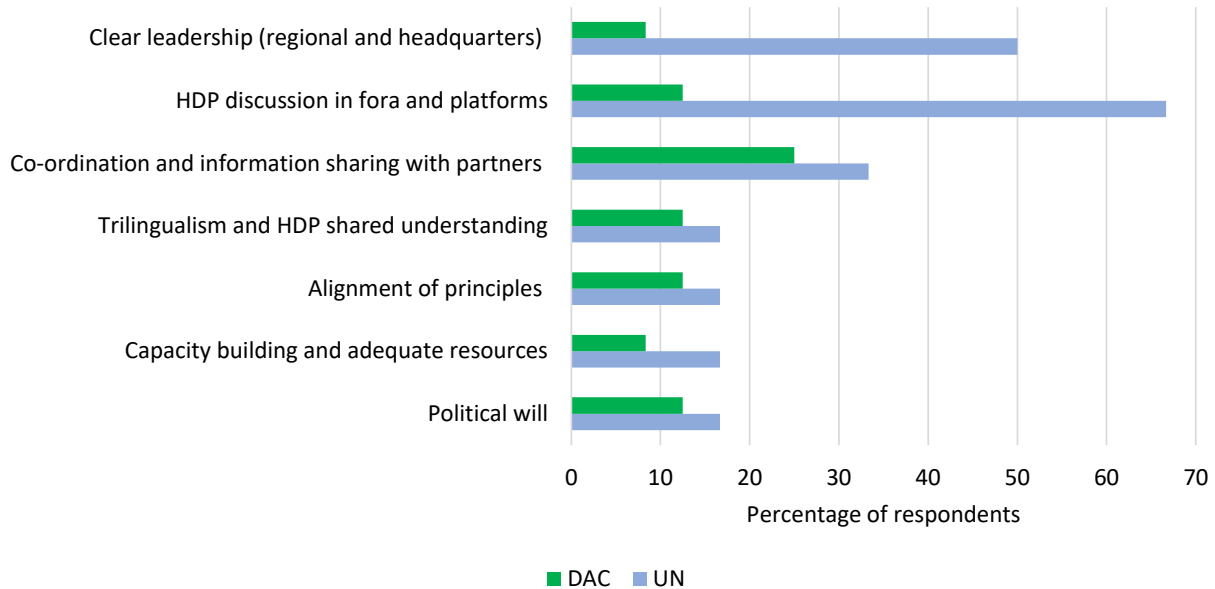
36. Adherents identify several key factors that could enhance their work with partners. Having a cross-cutting strategic approach to HDP nexus issues was identified as a key enabling factor for co-ordination. Such a cross-cutting approach can be supported by DAC and UN entity Adherents conveying common messages in various fora, compacts, platforms and events. Above all, identifying common objectives and sources of funding from the outset increases an initiative’s chances of success and the attainment of sustainable development outcomes. To that aim, the use of existing co-ordination mechanisms has helped to keep co-ordination costs under control. Enabling factors also include, albeit to a lesser degree, speaking the same “nexus language” (sometimes referred to as trilingualism); sharing common principles and understandings of the drivers of conflict; and relying on effective staff capacities and resources. Adherents stress the need to further increase staff understanding of the operational and complementary nature of various nexus activities (see Figure 3.3).

37. Respondents from UN entities accorded far greater importance to the role of discussions and exchanges in international platforms as an enabling factor to effective co-ordination. This potentially corresponds to the convening functions of multilateral organisations. UN entity Respondents also flagged the existence of strong leadership at regional and headquarter levels as a critical facilitator for effective co-ordination. DAC responses varied more and include the role of exchanging information and co-ordinating with partners as a key enabler (see Figure 3.3).

38. The engagement of national and subnational authorities is an important factor, when feasible in conducive environments, in fostering locally led co-ordination and community-centred approaches. Adherents could, for example, support national authorities to better prioritise their engagement with stakeholders in a context of severely limited capacities, bringing HDP nexus approaches to existing co-ordination structures when

relevant. This could also ensure the necessary linkages to actors with limited or no mandate to work with governments.

Figure 3.3. Main enablers to effective co-ordination with external partners on humanitarian-development-peace nexus issues (headquarters or field levels)



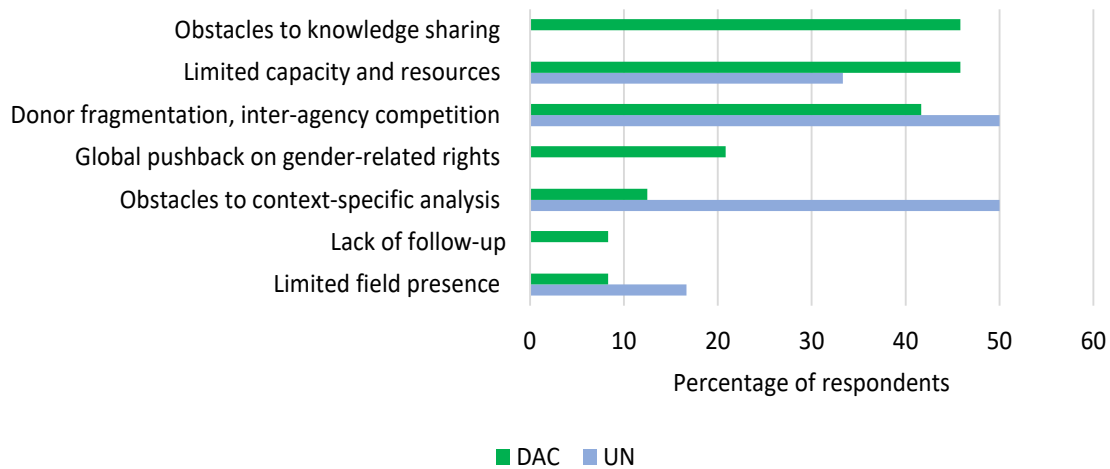
Note: HDP: humanitarian-development-peace; DAC: Development Assistance Committee; UN: United Nations.

Source: Based on the results of the 2023 questionnaire.

39. Several Adherents have deployed dedicated HDP capacities to facilitate the implementation of HDP nexus approaches. For example, several Adherents have invested in capacity building to ensure that dedicated HDP staff can catalyse and support collective efforts and a change of HDP actors' mindset towards enhanced recognition of the complementarity and interconnections of HDP nexus actions.

40. Conversely, Adherents report major obstacles to effective co-ordination. As can be expected, the main constraining factors include donor fragmentation and inter-agency dynamics, with internal silos and associated segregated financing streams. These silos extend between and within operators and are believed to be reinforced by the absence of a shared understanding of HDP issues and principles. The segmentation of the international response is one of the most enduring obstacles to implementing the DAC Recommendation because it relates to profound structural features within each organisation. However, it is important to acknowledge the differing nature, mandate and activities across the dimensions of the nexus. In that sense, what is an obstacle to nexus approaches is not that different actors engage in the same contexts, but that a segmented mindset prevents the inter-linkages between these different actors when HDP nexus approaches are about coherence and complementarity. Nexus approaches require a redesigned way of working and understanding fragility and crises. Such change takes time and calls for a strong steer from political and administrative leadership. A general lack of follow-up with partners and limited field presence are also mentioned by a select few Adherents as obstacles to co-ordination (see Figure 3.4). UN entity Respondents also report context-specific analyses as a key constraint to enhanced co-ordination.

Figure 3.4. Main constraints to effective co-ordination with external partners on humanitarian-development-peace nexus issues (headquarters or field level)



Note: DAC: Development Assistance Committee; UN: United Nations.

Source: Based on the results of the 2023 questionnaire.

41. Launched in 2017, the reform of the UN development system led to the delinking of the functions of the RC from those of the Resident Representative of the UNDP, placing notable emphasis on reinvigorating the role and leadership of RCs in the implementation of HDP nexus approaches. In response to the INCAF survey, only a minority of Adherents, however, report that the UN leadership has improved on HDP nexus issues at policy and/or country levels as a direct result of the DAC Recommendation. A third of Respondents report enhanced UN leadership (of RCs or HCs) to some extent only (with UN entity Respondents being more positive than DAC Respondents with, respectively, 50% and 36%), and a quarter of Respondents mention not having noticed any significant increase (see Figure 3.5). Only one-sixth of Respondents think the UN leadership has increased significantly, at the policy rather than at the country level.⁴

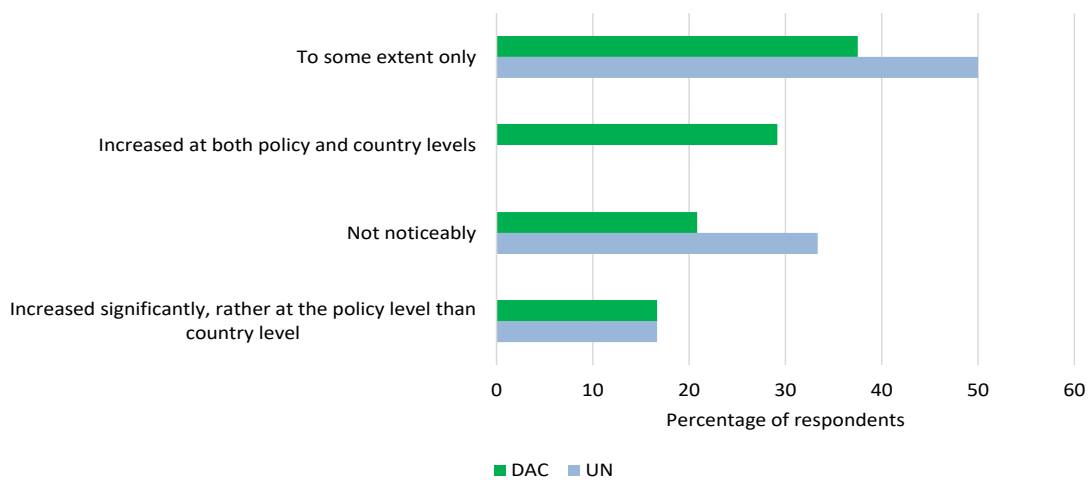
42. Adherents argue that this limited change is due to capacity constraints to deal with the task of co-ordination and operationalisation across the HDP nexus. A lack of human resource capacities is an important obstacle to supporting RC/HCs who otherwise play significant roles in pursuing financing for crises, as well as providing oversight and governance over system-wide country financing instruments. Respondents identified that RCs/HCs still need additional capacities to exercise their leadership on HDP nexus matters. Further, while many UN entities have extended their work across the HDP nexus, enhanced

⁴ In the context of the informal consultation, the United Nations Development Coordination Office raised that these survey findings contradict data from surveys administered by the United Nations Department of Economic and Social Affairs (UN DESA) to all programme governments and all UN country teams. In the 2022 UN DESA surveys, 76% of programme country governments reported that the RC has contributed to building stronger synergies across humanitarian, development and peacebuilding interventions while 65% of UN country teams reported that they have close collaboration across humanitarian and development effort, 16% said collaboration was not close; and for the remaining 19%, the question was not applicable, as no humanitarian efforts were underway). The DAC-UN dialogue could be the space where these findings are discussed.

co-ordination between UN entities and other stakeholders around HDP priorities is still required.⁵

43. In addition, while humanitarian needs are defined and co-ordinated under appeals at the country level, their financing relies mainly on individual entities’ fundraising efforts and abilities. This potentially means that UN crisis responses are shaped more by entities’ fundraising capacities and access to financing than they are by RC/HC co-ordination efforts. A reflection on the current appeal system would be warranted in specific contexts and negotiated for each context. This could drive a parallel discussion on a different financing model that includes co-ordinated humanitarian, development and peace windows.

Figure 3.5. Has the UN leadership on humanitarian-development-peace nexus issues increased as a result of the DAC Recommendation?



Note: DAC: Development Assistance Committee; UN: United Nations.
 Source: Based on the results of the 2023 questionnaire.

44. Adherents consider that RCs/HCs could make greater use of their convening power to implement nexus approaches. Co-ordination led by RCs/HCs needs to be supported by all HDP nexus stakeholders more evenly, for example using existing planning frameworks and financing streams to address common priorities for longer term development while protecting space for independent lifesaving, needs-based and principled humanitarian response. Some Respondents emphasised the need for greater coherence between national development plans and response plans in given countries and territories or crises, which often include co-existing humanitarian response plans, Rapid Response Plans and COVID-19 socio-economic response plans, for example (see Provision 12). DAC members support UN appeals through their existing instruments, but the mismatch between the requests in different appeals and donors’ actual budgets challenges the efficiency of crisis response and management. To achieve greater coherence between plans, systematic efforts could include the use of the humanitarian needs overviews and vulnerability analysis to inform targeted, needs-based and community-oriented development interventions possibly beyond the traditional humanitarian sectors (Cliffe et al., 2023^[6]) that are anchored in the co-

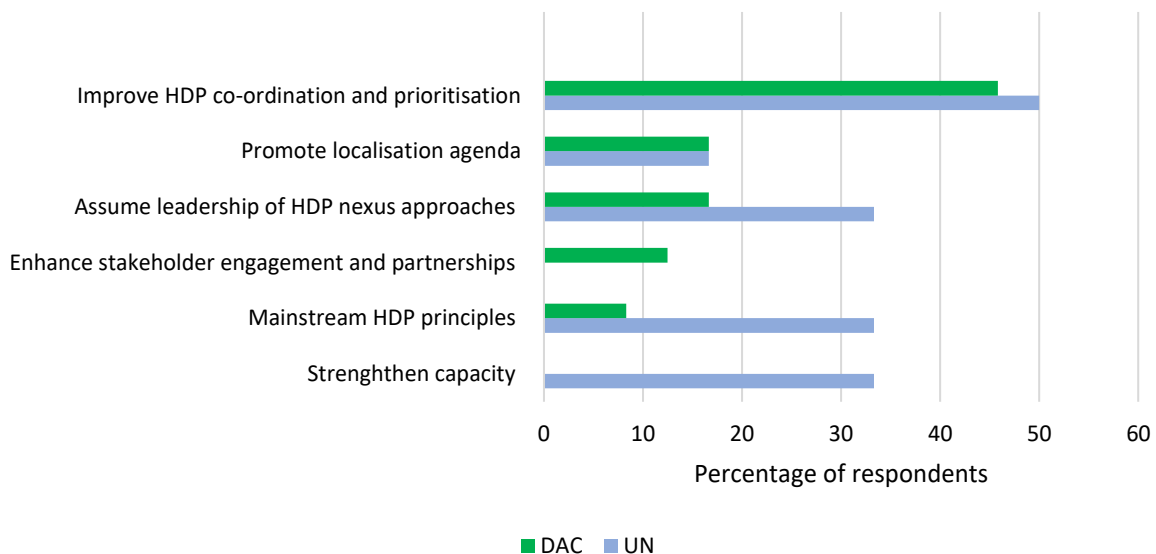
⁵ In the context of the informal consultation, the United Nations Development Coordination Office raised concerns as to the representativeness of the sample. The DAC-UN dialogue could be the space where this is discussed.

operation frameworks, national development plans and country strategies of bilateral donors and MDBs.

45. Greater co-ordination of development efforts by RCs, including with bilateral donors, international financial institutions (IFIs) and MDBs, representatives from international non-governmental organisations and local actors, is needed for the effective implementation of HDP nexus approaches. Many RCs are increasingly interacting with all these actors. This, however, is a gradual process that needs strong support from Adherents. Existing challenges are due, in part, to inter-agency dynamics, as well as to the staffing, accountability and financing models of RC offices. The leadership of RCs/HCs in complex environments requires the continued improvement of both their capacities and the diversity of their backgrounds and expertise. The issue of their financing is also important if they are to play a more active role in supporting the co-ordination and prioritisation of competing positions, with some Adherents reporting that donors' current earmarking to agencies' own response plans has an impact on the RC's/HC's co-ordination.

46. When asked about the expected evolution of RCs/HCs in the near future, Adherents express confidence in their role as key HDP actors (see Figure 3.6). The activities most expected to evolve for RCs/HCs cover: strengthening HDP co-ordination and prioritisation; promoting the localisation agenda (including by supporting the mapping of country needs and facilitating country access); and further strengthening the leadership of HDP nexus approaches. Although the last point is reported more frequently by UN entity Adherents than it is by DAC Adherents, it remains essential for both groups. To note, UN entity Adherents also mention the mainstreaming of HDP principles and approaches, and the strengthening of capacities as two other significant expected evolutions for RCs/HCs. This requires reaching across agencies and sectors, steering and incentivising collaboration, including by ensuring that HDP considerations are mainstreamed into preparatory UN planning processes, notably through common country analyses. Importantly, RCs/HCs are well-placed to act as key counterparts to host governments and facilitate advocacy, especially when operating in politically constrained environments and when appropriately supported by DAC members.

Figure 3.6. Expected evolution of the role of UN resident coordinators and/or humanitarian coordinators in the near future



Note: HDP: humanitarian-development-peace; DAC: Development Assistance Committee; UN: United Nations.

Source: Based on the results of the 2023 questionnaire.

47. In conclusion, leadership and co-ordination across the HDP nexus could be strengthened. While Adherents have taken measures to promote a collective understanding of what HDP nexus approaches consist of and facilitate its operationalisation in partner countries and territories, three main bottlenecks continue to hinder co-ordination. These materialise at different levels.

- Donor co-ordination remains insufficient. Current weaknesses and shortcomings of co-ordination efforts among DAC members ought to be further addressed to ensure improved information sharing and effective, coherent joint actions. The Donor Nexus Group established by Sweden in the Democratic Republic of the Congo provides a practical example of how to advance the HDP nexus at country level.
- The current mismatch between the expected functions, resources, capacities and authority of RCs/HCs is preventing a stronger leadership position in HDP nexus processes. In addition, wider systemic issues represent a challenge for RCs/HCs to exercise a co-ordination and leadership role in bringing stakeholders together across the HDP nexus. Business and incentive structures and segregated funding mechanisms can contribute to fragmentation and competition rather than collaboration as mentioned above.
- National governments and other relevant non-state actors are not always able to play their role in nexus approaches. Reasons for this vary greatly but generally include a lack of required capacities, lack of interest to commit to the HDP nexus, and internal silos where humanitarian and development aid are separated, while the link with peace objectives can be seen merely as a security issue. In the most politically constrained environments, the lack of trust between stakeholders prevents any meaningful dialogue on development outcomes across the HDP nexus.

Provision 3: Utilise political engagement and other tools, instruments and approaches at all levels to prevent crises, resolve conflicts and build peace

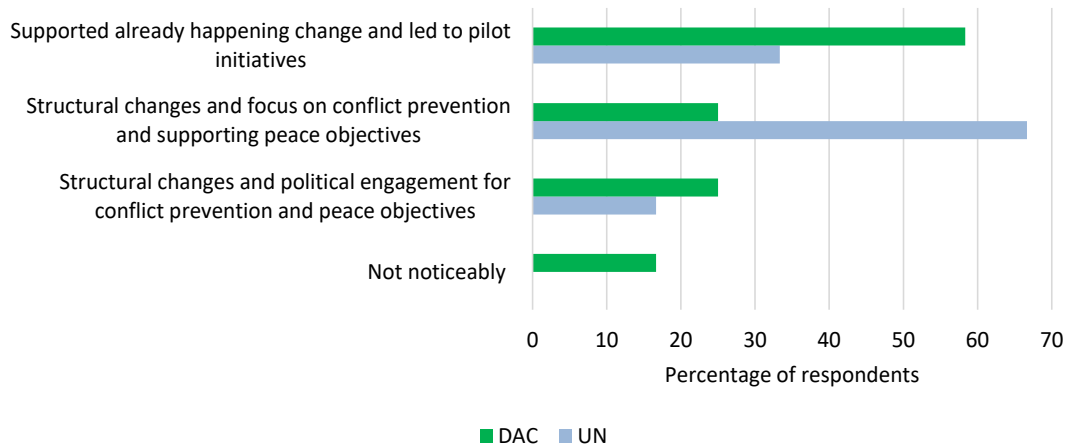
48. Under this provision, Adherents are called on to link political engagement with development or humanitarian programming. It recognises that, as part of DAC members' foreign policies, development co-operation has a political dimension, and therefore is underpinned by political dialogue with national governments.

49. Adherents are also encouraged to interact and foster new relationships with a diverse set of organisations and individuals focusing on peace that have traditionally not worked closely with humanitarian and development actors. This includes diplomats such as ambassadors, mediators, human rights organisations, civil society, etc. Adherents are further required to ground their actions and decisions in the analysis and understanding of political and economic power dynamics, noting that all interventions affect these dynamics and that the political situation determines whether interventions can succeed and how they should be designed for greatest impact.

50. In terms of whether conflict prevention and peacebuilding have gained in importance within their work, a vast majority of Adherents are positive. A majority of UN entity Adherents report structural changes and a greater focus on conflict prevention and peace objectives, while DAC Adherents primarily underline the role of the DAC Recommendation in supporting and enhancing changes that had already started and in launching pilot initiatives. A third of Respondents report that the DAC Recommendation

has led to structural changes and a better emphasis on conflict prevention and peace objectives. Only a few DAC Adherents report that the DAC Recommendation has not supported any noticeable improvement in conflict prevention and peacebuilding (see Figure 3.7).

Figure 3.7. Degree of improvement of the importance given by Adherents to conflict prevention and peacebuilding



Note: DAC: Development Assistance Committee; UN: United Nations.
Source: Based on the results of the 2023 questionnaire.

51. Initiatives have recently emerged to enhance the ways in which diplomatic, stabilisation and civilian security interventions join together and are coherent with humanitarian and development outcomes. The role of diplomatic actors deserves to be singled out for their unique mobility and involvement across the HDP nexus (see Box 3.4).

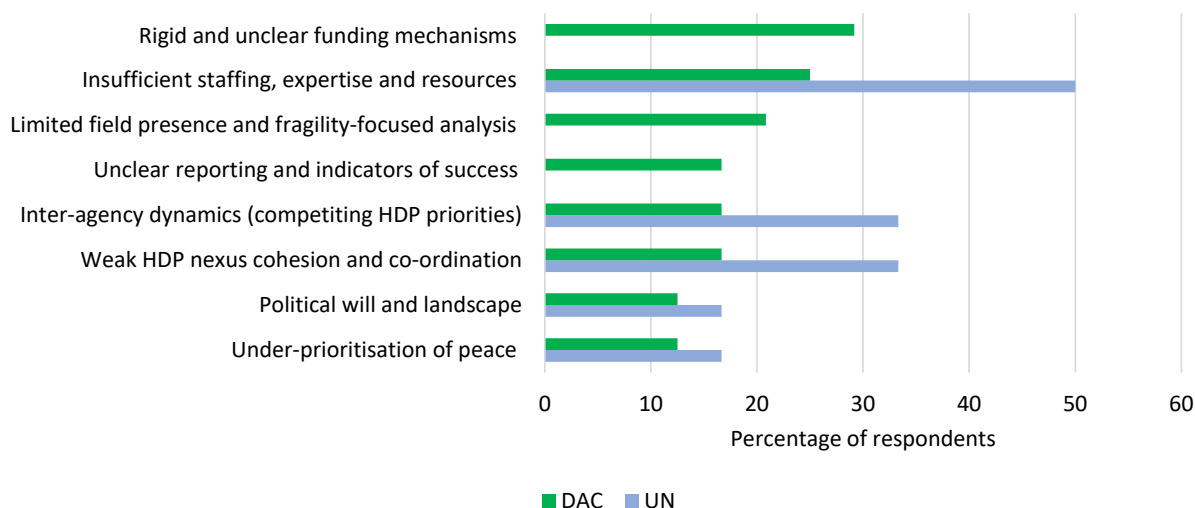
Box 3.4. Peace, development and security dialogue

- The involvement of diplomatic actors in Belgium’s humanitarian-development-peace (HDP) approaches in Mali is an example of the potential of joined-up mechanisms.*** Reinforced co-ordination between the Ministry of Foreign Affairs’ Sahel Taskforce and the embassy in Bamako has enabled synergies between the diplomatic, defence and development communities, particularly through the partial reorientation of development programming so that it better aligns with jointly identified stabilisation concerns. Together with academics from different Belgian universities, a graduated process for an intersectoral common contextual risk analysis was initiated, in addition to an analysis on how Belgium can play a mediation role in Mali through development co-operation, with an emphasis on conflict prevention, mediation and consolidation at the community level, and capacity building. This enhanced co-operation demonstrates the potential of an integrated approach to provide the most effective response to strategic challenges on the ground, each with its expertise towards a common goal of preventing conflict, building peace and promoting the resilience of local communities.
- Another good practice example is Canada’s engagement in the Bolivarian Republic of Venezuela (hereafter, “Venezuela”).*** In 2020, Canada launched a new development programme, building on and complementing existing humanitarian, peace and stabilisation efforts. Canada uses its diplomatic influence at the global and regional level to support the improvement of human rights and living conditions in Venezuela. It works with others to restore democracy through peaceful and negotiated means, actively engaging with the Group of Friends of the Quito Process – a donor group that supports the efforts of host countries and territories in the region to find co-ordinated responses to address the needs of Venezuelan refugees and migrants.
- In the Democratic Republic of the Congo (DRC), the European Union is adopting HDP nexus approaches with a strong peace dimension.*** In September 2022, the European Union and its member states established a “Political Framework for Crisis Approach in Eastern DRC”, which envisages possible lines of engagement and objectives for EU engagement in the short, medium and long terms and seeking synergies across instruments. As a result, EU services dealing with humanitarian, development, stabilisation and peace actions jointly identify areas of convergence. Moreover, the European Union and its member states have launched a Team Europe Initiative for “Peace and Security” in the DRC. In the same line, the European Union and United Nations High Commissioner for Refugees have developed a strategic partnership to promote inclusive policies for forcibly displaced people through targeted political dialogue with the authorities and the co-ordination of resources.

52. However, obstacles still hamper a strengthened focus on conflict prevention and peace objectives, with a few differences between the responses from DAC members and UN entities. The main constraint for UN entity Adherents relates to insufficient staffing, expertise and resources. DAC Adherents, on the other hand, emphasise financing mechanisms that are too rigid or unclear; insufficient staffing, expertise and resources; limited country presence and fragility-focused analysis, including conflict analysis and analyses of conflict sensitivity risks; and unclear reporting and indicators of success. Three of these four obstacles were not reflected by UN entity Respondents. Inter-agency dynamics and weak HDP nexus cohesion and co-ordination, although mentioned by both groups of Adherents, are predominant in the case of UN entity Respondents. Adherents

further point to limited political will and an under-prioritisation of peace as obstacles to a genuine focus on conflict prevention and peacebuilding (see Figure 3.8).

Figure 3.8. Obstacles to strengthening the focus on conflict prevention and peacebuilding



Note: HDP: humanitarian-development-peace; DAC: Development Assistance Committee; UN: United Nations.

Source: Based on the results of the 2023 questionnaire.

53. Overall, Respondents underline insufficient analytical capacities and staff expertise on peace and conflict prevention as key obstacles. These are necessary at both headquarters and country level to ensure that development actions enhance and do not harm peace objectives. Furthermore, the general absence of instruments for responding to the gradual erosion of institutions and human security in given contexts remains a key challenge in terms of conflict prevention. Response mechanisms mainly exist for sudden political disruptions and conflict.

54. Humanitarian assistance can have an impact on peace. Both humanitarian assistance and development co-operation are part of the conflict economy, especially in protracted crisis situations. They, therefore, can have a “peace positive” or “peace negative” impact. Humanitarian assistance is based on humanitarian principles and does not have peace or conflict prevention objectives. However “do no harm” is a key humanitarian principle and the humanitarian community has historically integrated conflict sensitivity into its strategies. Programmes can be provided in a way that does not exacerbate tensions. This analysis and conflict sensitivity needs to be consistently used.

55. Efforts are still needed to reach a shared understanding of what peace support entails for each aspect of HDP interventions. Efforts are underway to further integrate the peace component across the HDP nexus, but these initiatives remain marginal. The integration of the peace pillar is still at a very early stage, partly because support to peace objectives includes a broad range of significantly different activities and mandates than that of the traditional humanitarian and development actors, and due to sometimes diverging understandings of what contributes to peace, including on security operations.

Pillar 2 on programming within the humanitarian-development-peace nexus

56. The DAC Recommendation provides that Adherents programme better and identifies six key measures that can support better programming within the HDP nexus.

These cover the need to prioritise prevention, mediation and peacebuilding whenever possible; to adopt people-centred approaches; to ensure interventions are conflict-sensitive and protect the “do no harm” principle; to ensure actions are aligned with the risk environment in which they operate; to strengthen, wherever possible, national and local capacities; and the importance of investing in the identification of learnings and evidence collection across the HDP nexus and its operationalisation.

Provision 1: Prioritise prevention, mediation and peacebuilding, investing in development whenever possible, while ensuring that immediate humanitarian needs continue to be met

57. Fundamental to HDP nexus approaches, the main objective of this provision is to introduce conflict prevention and peace at the very core of programming. In particular, it recognises that conflict prevention limits suffering and losses and minimises humanitarian and development costs. The provision also acknowledges that humanitarian needs can remain significant long after a crisis peaks but should not be the sole international engagement in crisis contexts: development is not a substitute to humanitarian assistance.

58. Despite this call, data show a constant increase in the proportion of DAC members’ ODA to humanitarian needs and gradual reduction in the proportion going towards conflict prevention. This trend reflects the increased number of crises, including those that attract high political interest and therefore high humanitarian allocations. However, this also reflects limited progress in implementing the DAC Recommendation’s principle of prioritising prevention and peacebuilding. The general public and policy makers do not yet recognise the high relevance of spending scarce public resources in contexts where conflict is not violent or remains a risk. Data also highlight the very clear challenge of supporting development – or non-humanitarian activities – in fragile and conflict-affected contexts.

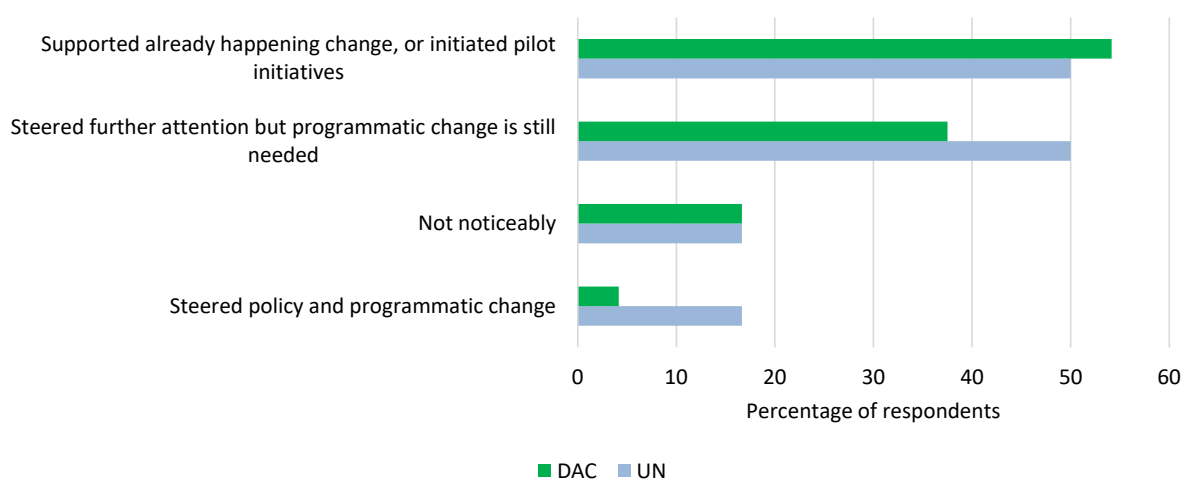
59. Crises contexts – where HDP nexus approaches are the most relevant – do not always lend themselves easily to programming in peacebuilding or conflict prevention, or to development co-operation more broadly. In many such contexts, economic or political sanction regimes apply, and no common vision of development outcomes can meaningfully be discussed between DAC members and relevant governments. Humanitarian assistance is often simply the most actionable way to stay engaged in such contexts. Humanitarian assistance is adapted to support populations – at least the most vulnerable that are reachable – to function without government leadership and in spite of sanction regimes, and is generally consensual in public opinion. This makes it a convenient crisis-response tool. Attention should, however, be paid to the use of humanitarian funds and actors to substitute for basic service delivery, especially in contexts of protracted conflict, as it leaves fewer resources for lifesaving assistance and can infringe the neutrality of humanitarian actors.

60. Respondents provide timid answers as to whether HDP nexus approaches embodied in the DAC Recommendation have enabled a shift in their operational priorities. A sixth of Respondents claim it did not bring any noticeable change in their operational priorities while half of Respondents mention that the DAC Recommendation supported already ongoing change or pilot initiatives. Only a select few believe it steered policy and programmatic change within their operations and priorities – with a predominance of such answers given by UN entity Respondents; a third claim it steered further attention but requires further programmatic changes (see Figure 3.9); another third reported it supported change that was already underway.

61. The ability to resource, build political interest, and properly sequence the necessary peace and development planning during a crisis remains a challenge. Most peace and

development actors have a limited ability to plan and act in the midst of crisis response when violence and humanitarian needs are high. This also usually means that peace and development initiatives must be shaped by pre-existing efforts and understanding with limited ability to adapt.

Figure 3.9. Impact of the humanitarian-development-peace nexus and DAC Recommendation on crisis prevention and peacebuilding programming



Note: DAC: Development Assistance Committee; UN: United Nations.

Source: Based on the results of the 2023 questionnaire.

62. These constraints mean progress towards the key principle of prioritising “prevention always, development wherever possible, humanitarian action when necessary” has been limited. Overall, investing in development remains the most visible in stable contexts, including fragile contexts. A few initiatives stand out, however, for their complementarities and coherence across HDP concerns and needs (see Box 3.5).

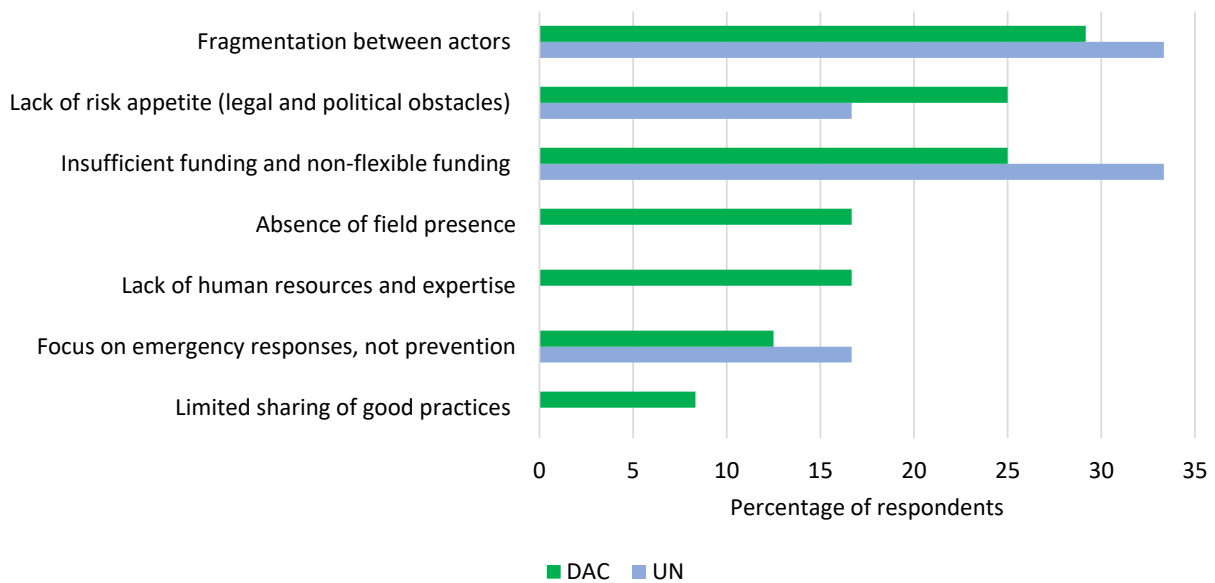
Box 3.5. Cohesion across peacebuilding, development and humanitarian needs

The concepts of co-ordination, coherence and complementarity between and across peacebuilding, development and humanitarian (HDP) activities are core to HDP nexus approaches. This box presents three examples of good practice in this field.

- ***Spain’s comprehensive approach and engagement in Colombia.*** Spain’s approach in Colombia underscores the importance of addressing justice, the rule of law and economic recovery in a context characterised by conflict, in addition to humanitarian aid. The 2016 peace deal between the Colombian government and the primary group, FARC, marked a form of progress in addressing conflict in the country. However, many other active groups and the reintegration of ex-combatants remain challenging, alongside persistent political violence, social and economic inequalities, and a critical humanitarian situation with over 2 million Venezuelan migrants and refugees moving to Colombia in recent years. Spain’s approach in Colombia involves collaborative support across levels of society.
- ***The Regional Youth Peacebuilding Programme funded by Denmark, the European Union and the Netherlands.*** Currently implemented in 12 locations across Ethiopia, Kenya, South Sudan, Sudan and Uganda, the programme seeks to increase youth’s capacity to contribute to peaceful co-existence in countries and territories of asylum and upon return; and build a regional network of youth peacebuilders from the same country of origin. Youth are, therefore, able to strengthen their own resilience and are capacitated to contribute to positive change and the building of a peaceful society upon return, thereby also contributing to the prevention of further displacement.
- ***In 2022, Korea established a Support Model for Refugees in the MENA region in response to recurring conflicts and disasters that worsened humanitarian conditions.*** It employs a three-pillar approach: strategic planning for the Middle East and North Africa region, economic support for refugees, and social reintegration. The framework aims to address both immediate refugee issues and long-term stability through societal support. It recognises the importance of fostering physical and societal integrity to effectively tackle fragility issues and build lasting peace, preventing further instability. An example of this model is the Program of Providing Integrated Health and Protection Service for Afghan Women Refugees in Iran. This initiative, targeting women refugees from Afghanistan, addresses their precarious living conditions, offering support to combat gender-based violence and other challenges while providing economic assistance for their independent livelihoods.

63. Beyond the structural drivers mentioned above, several additional factors reportedly impede prevention, mediation and peacebuilding from gaining further traction to address the drivers of humanitarian needs. The most frequently reported obstacles are financing issues (insufficient and inflexible), followed by a lack of risk appetite, fragmentation between actors and the absence of field presence; as well as a lack of human resources and expertise, limited sharing of good practices, an emphasis on emergency instead of prevention responses, and an unclear definition and financing for peace (see Figure 3.10).

Figure 3.10. Key obstacles to enhanced use of prevention, mediation and peacebuilding activities in addressing the drivers of humanitarian needs



Note: DAC: Development Assistance Committee; UN: United Nations.

Source: Based on the results of the 2023 questionnaire.

64. Insufficient funding and financing for peace efforts are partly due to the financing architecture, inflexible processes and political considerations that limit volumes of ODA allocated specifically to peace. In particular, and given the increasing humanitarian pressure on budgets, preventive measures are not prioritised in funding terms. This affects specific activities but also analytical expertise and management capacities. As a result, donors appear to invest more in reacting to the acute symptoms of crises than they do to helping to prevent them or responding to the gradual degradation of institutional indicators. Some Adherents indicate that international rules in support of sustainable debt also limit development programmes based on large investment products, including in the area of climate financing.

65. Peacebuilding-related financing is segmented and project-based, which limits the ability to adjust and scale-up programmes. Mixed programmes – i.e. including a peace component – are still at an early stage, and only a select few Adherents have adopted financing instruments that are agile and nimble enough to mobilise the rapid and flexible support required to support peacebuilding and conflict prevention (see Box 3.6).

Box 3.6. Innovative and flexible financing arrangements that facilitate humanitarian-development-peace approaches

- ***The humanitarian-development-peace (HDP) nexus is front and centre of the United Kingdom’s policies and programming in fragile contexts.*** UK country budgets do not have a humanitarian or development allocation per se, thereby supporting efforts to programme across the nexus. This means that teams can choose how to blend short-term emergency responses with longer term or structural programmes as the situation evolves. The United Kingdom was one of the first Development Assistance Committee (DAC) members with such country-level flexibility. This is a key strength, leaving the United Kingdom particularly well placed to operationalise nexus approaches coherently. The United Kingdom’s objective of facilitating flexible HDP financing mechanisms is echoed by the creation of the Conflict, Stability and Security Fund. This fund is a unique cross-government fund that tackles conflict, stability and security challenges abroad that bear a threat for UK national security. Other DAC members have since also built more flexibility into their budgets.
- ***The Peacebuilding Fund (PBF), launched in 2006, is the United Nations’ leading instrument to invest in prevention and peacebuilding.*** The fund supports joint UN responses to address critical peacebuilding opportunities, connecting development, humanitarian, human rights and peacebuilding dimensions. The 2020-2024 PBF Strategy has a target of investing USD 1.5 billion over five years, aiming to broaden and deepen actions to prevent violent conflict. The fund’s priority windows include supporting cross-border and regional approaches, facilitating UN transition contexts, and fostering inclusion through women and youth empowerment.

In 2022, the Peacebuilding Support Office approved a record USD 231 million to support community and institution-building efforts in 37 countries and territories, reaching over 58 million people through its partners’ activities, including dialogue processes, access to justice, capacity building for peaceful conflict resolution, awareness raising, employment opportunities and basic service delivery in conflict-affected regions. In recent years, the Peacebuilding Fund has increased its interest in prevention, which has enabled agencies to collaborate more and develop practices at country level. Notable is how financing the fund has allowed bridging divides and focusing on long-term drivers of conflicts, bringing HDP actors together.

66. Programme objectives are very much designed according to sector-specific goals. It is, therefore, important to elevate peace and conflict prevention as an overarching goal, as this could ease their inclusion as a cross-cutting issue in programming cycles. Peacebuilding and prevention are often considered a less important – or “soft” – part of interventions, not least because of the difficulty in assessing them and measuring their contribution to the non-outbreak of a conflict, and to sustainable development. The percentage of DAC ODA going to peace is decreasing (OECD, 2023^[7]). More clarity and coherence are required on peace financing (see Provision 10).

67. Several Respondents report that, in some cases, it might be less politically fraught to address the visible symptoms of a problem (i.e. humanitarian needs), especially when the risk of doing so is transferred to others, rather than seek to address its drivers (i.e. which require an understanding of development and peace initiatives). Risk appetite – and associated political will, ownership and capacities to address the drivers of humanitarian

needs – are viewed as an obstacle for prevention, mediation, peacebuilding and development to gain further traction in a complementary approach. HDP nexus approaches are underpinned by a political understanding, but geopolitics, vested interests and political economies of conflicts are hard to unpack and understand, especially for external actors (i.e. such an understanding requires access to relevant networks and information, etc.). A more co-ordinated approach, leveraging the political and analytical comparative advantages and mandates of key stakeholders is needed, with peace mediation playing a more prominent role.

68. The questionnaire reflects several bottlenecks to an enhanced use of prevention, mediation and peacebuilding activities in addressing drivers of humanitarian needs. Half of the Respondents underline that flexible systems of financing are urgently needed to allow for prompt and effective adjustments and responses to emerging conflict or crisis dynamics. Immediate progress on co-ordination and coherence – and moving towards a shared understanding of prevention measures and where to focus – are also reported as being needed to avoid fragmentation among HDP actors. This relates to and feeds into the need for enhanced technical capacities in peacebuilding and conflict analysis mentioned above. Political will and ownership and the need for better engagement and support at the local level, including – as flagged by one-fifth of Respondents as currently missing – through localisation and engagement with local actors, were also reported as being important.

69. Further, when conflict or violence flare up, or in cases of undemocratic political transitions, development actors tend to withdraw due to their limited tolerance for security and reputational risks. This withdrawal often coincides with a shift to humanitarian activities that can divert attention, due to their specific focus, from conflict management and the promotion of peace and inclusive governance. More flexible financing might, therefore, also involve revisiting existing financing instruments to reduce the impact on the already limited peace component of development activities.

70. Recognising that the impact of a conflict can manifest regionally or globally, the DAC Recommendation invites Adherents to think and act across borders. To this point, the trend is overall very positive, with broad implementation of this principle. The adoption of regional approaches appears to have already been a reality for half of Respondents, with a natural focus on forced displacement (see Box 3.7). For the others, it was reported by a quarter to have strengthened these by providing guidance; by a fifth by improving planning and co-ordination across HDP dimensions; and finally, by a sixth by focusing on understanding the drivers of conflict, fragility and conflict.

Box 3.7. Regional approaches for fostering strengthened humanitarian-development-peace nexus operations

By and large, the DAC Recommendation has increased attention to the relevance of regional approaches among Adherents. Examples include:

- In the case of the World Food Programme, it appears that the organisation has adopted a certain degree of regional focus, giving regional bureaus the tools and guidance needed to implement the DAC Recommendation and use humanitarian-development-peace (HDP) nexus approaches in their unique contexts.
- The European Union has recently shifted away from a country-level focus towards an increased regional-level focus for its humanitarian implementation plans.
- Most United Nations entity Adherents have long been supporting regional approaches to the HDP nexus where appropriate, most notably in the Sahel (as well as in the regions of Lake Chad Basin and Liptako-Gourma within the Sahel).
- The International Organization for Migration has long had a strong cross-border and regional approach to its international migration, cross-border displacement and crisis response programming. In two regional crisis response plans in Afghanistan and Ukraine, it has tailored crisis responses that span across the HDP nexus at regional and county-specific levels.
- Notable also are regional strategies and plans led by the United Nations High Commissioner for Refugees that bring together humanitarian and development actors, including the Global Compact on Refugees-based support platforms (e.g. Comprehensive Regional Protection and Solutions Framework, Solutions Strategy for Afghan Refugees, and the recently launched Central African Republic Solutions Support Platform).

71. In conclusion, the DAC Recommendation's call to prioritise prevention and peacebuilding has not yet been fully taken up, with significant scope for the peace dimension to be more strongly anchored in the rationale and efforts of the humanitarian and development dimensions. The evidence base on prevention is growing and an understanding of good practice and arguments around prioritising prevention and peacebuilding are gaining momentum, but concrete progress has been slow.

Provision 2: Put people at the centre, tackling exclusion and promoting gender equality

72. People-centred approaches are about embracing an inclusive strategy across all contexts of crises and conflicts. Development co-operation is underpinned by a strong link between donors and the recipient partner country and has traditionally focused on systems and institution-building, while humanitarian assistance focuses on the most vulnerable. The provision creates a link between these two levels. While only part of a country's population benefits from humanitarian assistance, conflicts affect populations as a whole (e.g. impacts on economic systems and livelihoods, gender roles, education, health, etc.). Putting people at the centre implies considering impacts more broadly, including by focusing on the most vulnerable segments and groups of society. In doing so, the provision recognises the critical importance of gender equality as a cornerstone of sustainable development, along with addressing intersecting structural inequalities and related human rights issues (e.g. housing,

land and property rights; discrimination of minorities, the elderly and persons with disabilities; grave violations against children; etc.).

73. Adherents report considerable progress in prioritising people-centred approaches. A quarter of Respondents acknowledge that HDP nexus approaches put forth by the DAC Recommendation have encouraged them to further focus on inclusive development and human rights. Another quarter mention engaging in deeper analyses of the drivers of conflict, emphasising the protection of marginalised communities and gender considerations across projects. In particular, the integrated approach promoted by the HDP nexus makes it possible to address a broad spectrum of vectors of fragility and thus to tackle issues of inequalities and economic and social exclusion, including for internal displacement and refugee contexts, by better grasping their underlying impact on conflict (see Box 3.8).

Box 3.8. Prioritising people-centred approaches and promoting the inclusion of forcibly displaced peoples through humanitarian-development-peace approaches

- ***Holistic approaches emphasising the inclusion and prioritisation of local communities.*** The German Federal Ministry for Economic Cooperation and Development (BMZ) has adopted a Transitional Development Assistance Strategy (see Boxes 8.2 and 8.8) that includes “peaceful and inclusive communities” as a key field of action, alongside food security, rebuilding basic infrastructure and services, and disaster risk management. This feeds into a strategy to foster social cohesion through development-oriented crisis management interventions and an emphasis on humanitarian-development-peace (HDP) nexus considerations.
- ***Further, BMZ’s special initiative “Displaced Persons and Host Countries and Territories” works to improve the inclusion of displaced persons*** within national systems with a view to ensure that displaced persons and their host communities have rights and access to the same services. Such services include, for example, quality education, healthcare, social protection, etc. Similarly, Belgium (ENABEL) and the European Union (Department for International Partnerships) have also sought to achieve greater inclusion by integrating refugees and host communities in host countries’ and territories’ programming.
- ***Towards HDP nexus approaches in forced displacement contexts.*** The HDP nexus is particularly relevant for internal displacement and refugee contexts, and for achieving solutions for the forcibly displaced. It offers a comprehensive framework that goes beyond addressing the immediate needs, expanding the scope of the response to include supporting public sector financing for displacement-affected countries and territories; economic growth; and social cohesion, peacebuilding and prevention. Supporting the implementation of HDP nexus approaches in forced displacement contexts involves three areas of engagement:
 1. Support the early mitigation of shocks associated with the causes and consequences of forced displacement through comprehensive HDP support and climate action.
 2. Include the forcibly displaced in sustainable development and climate action.
 3. Address recurring drivers of forced displacement, support solutions and support preparedness to cope with rising trends.

Note: Aligned with the [Common Position](#) of the DAC International Network on Conflict and Fragility developed in consultation with the OECD Development Centre’s Policy Dialogue on Migration and Development.

Source: OECD (2023^[8]).

74. There are clear links between the implementation of this provision and other policy agendas and global commitments. It is, therefore, important to understand these linkages to ensure that Adherents further develop these synergies as part of their efforts. HDP nexus approaches are embedded into several Adherents’ national women, peace and security actions, contributing to increasing the understanding of conflict contexts as well as of the role that women, peace and security can play in conflict prevention and resolution. These align, on the multilateral side, with the Women’s Peace and Humanitarian Fund and the Compact on Women, Peace and Security and Humanitarian Action. The nexus approach supports these policies and objectives and invites Adherents to address risks of gender-based violence and conflict-related sexual violence through participatory approaches that

facilitate the participation of community representatives in planning and interventions (see Box 3.9).

Box 3.9. Participatory approaches that advance gender equality

- ***The German Federal Ministry for Economic Cooperation and Development (BMZ) launched a feminist development policy in 2023 underlining its engagement for just and strong societies worldwide.*** It aims to eliminate structural causes of inequality and oppression and puts women at the forefront of development processes. In many fragile contexts, girls and women experience particularly strong discrimination, restricted rights and violence. Therefore, BMZ’s crisis instrument, Transitional Development Assistance (see Box 3.3 and Box 3.8), promotes gender equality in all projects. It works, among others, to ensure that women and girls are more involved in peace processes, as they have been proven to play a key role in promoting sustainable peace, conflict prevention and reconciliation. Besides, they are supported through educational programmes on nutrition and reproductive health and psycho-social support to strengthen resilience. Money transfers, self-help groups and savings communities empower them to create networks and build up a stable income. Importantly, men are also addressed to counter discrimination. For instance, traditional and religious leaders and institutions are sensitised to the rights of girls and women and involved in campaigns to increase the social participation of all genders.
- ***Ireland has a Strategic Partnership with the International Rescue Committee to support life-saving gender-based violence response services, the empowerment of women and girls, community-level advocacy, and capacity-building for local organisations in Burundi, Ethiopia, Kenya, Somalia and South Sudan.*** In those countries and territories, many women and girls are survivors of conflict-related gender-based violence and where conflict accentuates the social power dynamics, displacement, poverty and other risks, increasing rates of gender-based violence. Through this Strategic Partnership, which channelled EUR 1.8 million in 2022, Ireland and the International Rescue Committee have established “one-stop centres” where women and girls receive all the gender-based violence-related services they need in one location. The partnership promotes survivor-centred accountability, working with police, traditional religious and community leaders, and others to ensure access to justice, and empower rehabilitation services. Additionally, the partnership built the capacity of local non-governmental organisations in humanitarian contexts to support norm changes that will ensure a longer term reduction in the rates of gender-based violence.

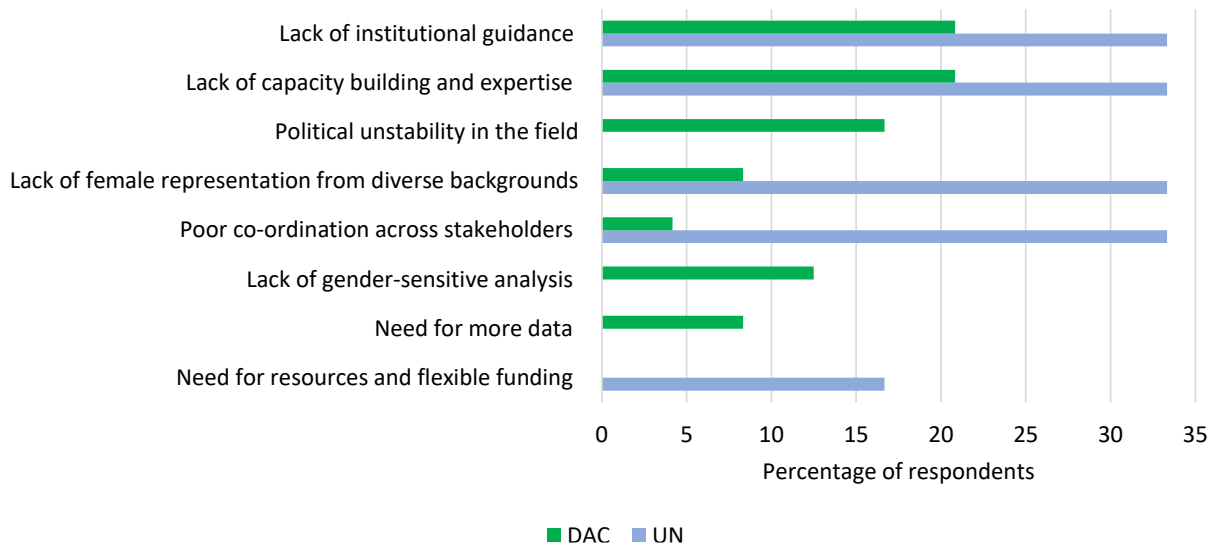
75. Relatedly, the inclusion of gender equality and women’s voice and participation across HDP approaches is fundamental to preventing conflict, addressing fragility and attaining sustainable peace. Women’s participation and gender equality – at all stages and levels of decision making – play “a major role in the ability to provide and build peaceful, resilient, and inclusive societies, both during and following crises” (OECD, 2021^[9]). In line with the DAC Recommendation, Adherents are working to enhance gender equality and women’s empowerment in fragile contexts (including in peacebuilding and conflict prevention), protecting the rights of women and girls and striving for inclusive resilience to be an integral part of HDP nexus strategies.

76. However, Respondents underline several bottlenecks that prevent them from enhancing programming in ways that integrate a gender perspective. These include the need for more capacity development and expertise and more institutional guidance. This is followed, for DAC Adherents, by political instability in partner countries and territories,

the political sensitivity of gender, the lack of gender-sensitive conflict analysis, and the need for more data (i.e. to address the intersections between gender and themes such as climate change, etc.). Additional bottlenecks for UN entity Adherents are limited representation of women – especially from vulnerable backgrounds like stateless women – in HDP nexus approaches, poor co-ordination across stakeholders, and the lack of necessary resources and flexible financing for gender-centric programmes.

77. Adherents report that nuances in gender discourses are not necessarily reflected in programmes, and that more awareness is needed to understand how gender inequality contributes to fragility and exacerbates challenges during humanitarian crises, affecting access to essential services and rights such as healthcare, education and security. Additional bottlenecks Adherents put forward for programming that advances gender equality include the fact that circumstances are often unpredictable in contexts of conflict and fragility, especially when combined with increasing authoritarian conditions and backlash on gender rights. This makes it very difficult to prioritise gender equality and involves trade-offs and careful negotiations (see Figure 3.11).

Figure 3.11. Elements that prevent programming from being more gender-sensitive



Note: DAC: Development Assistance Committee; UN: United Nations.
 Source: Based on the results of the 2023 questionnaire.

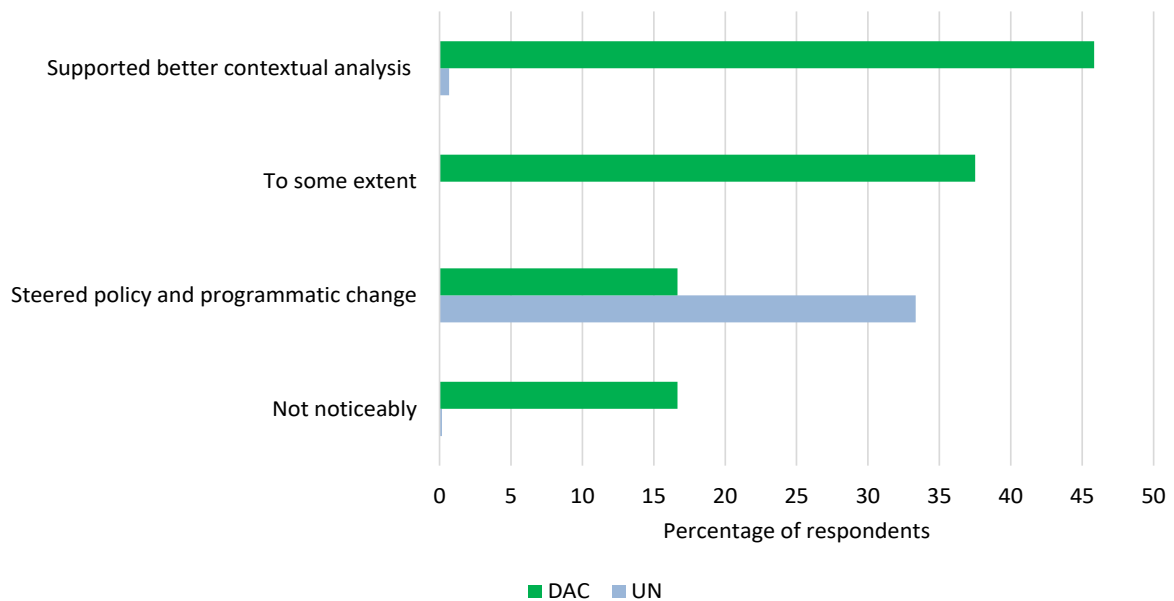
78. In conclusion, there is scope for Adherents to be more consistent and effective in their commitment under this provision. Despite a solid body of policy work and programming processes in place, “putting people at the centre” has often remained a generic ambition in programming, and related accountability mechanisms remain weak, notably because responsibility in this field is diluted. In the end, who is responsible – and to whom – when so many different stakeholders are involved are difficult questions. Ultimately, development or humanitarian actors remain primarily accountable to their donors, not to beneficiary populations per se.

Provision 3: Ensure that activities do no harm; are conflict-sensitive to avoid unintended negative consequences; and maximise positive effects across humanitarian, development and peace actions

79. Doing no harm is the very minimum expected of any international intervention, especially when it aims to support the most vulnerable in a fragile or crisis context. Aid can have unintended negative effects when the resources delivered, or the policy reforms advocated for exacerbate rather than mitigate drivers of conflict. In framing HDP nexus approaches, doing no harm means that donor interventions refrain both from feeding into and potentially exacerbating detrimental conflict dynamics, and from preventing conflict resolution and sustainable development pathways. “Do no harm” is a central principle to humanitarian aid and development assistance, but in some cases, harm can be caused by actors as a result of a lack of understanding of the historical background and power dynamics that exist in contexts where they operate (OECD, 2010_[10]). Hence, this provision focuses on conflict sensitivity, where the starting point is a conflict analysis and then an interaction analysis of specific actions or actors in the field.

80. When asked if HDP nexus approaches embodied in the DAC Recommendation helped improve the conflict sensitivity of their activities, Adherents responded positively overall. However, there are important differences between the appreciation of DAC and UN entity Adherents. Almost half of DAC Respondents mention that it supported the design of better contextual analysis and improved the conflict sensitivity of their operations to some extent. The nuanced statement stems from the fact that several Respondents were already undertaking conflict-sensitive and “do no harm” approaches before adopting the DAC Recommendation; that some of the emphasis and efforts essentially go to raising awareness (not implementation) of conflict sensitivity and “do no harm” approaches; or that resources are limited for systematically integrating these approaches into all activities. UN entity Respondents, on the other hand, exclusively reported that HDP nexus approaches had improved their conflict sensitivity (see the International Organization for Migration’s Operational Guide on Integrating Conflict Sensitivity [2020] and companion document on Conflict Analysis, which support IOM country offices to integrate conflict analysis and conflict sensitivity into their work across the HDP nexus), or simply refrained from answering. A sixth of Respondents (all DAC Adherents) did not report any noticeable improvement, essentially because these principles were already foundational to their work prior to the adoption of the DAC Recommendation (see Figure 3.12). Overall, it appears that the DAC Recommendation has played a more important and active role in steering policy and programmatic changes in this field for UN entity Adherents than it has for DAC Adherents, for whom a major contribution has been in changes to their analytical capacities.

Figure 3.12. Extent to which humanitarian-development-peace nexus approaches have helped improve the conflict sensitivity of your activities



Note: DAC: Development Assistance Committee; UN: United Nations.

Source: Based on the results of the 2023 questionnaire.

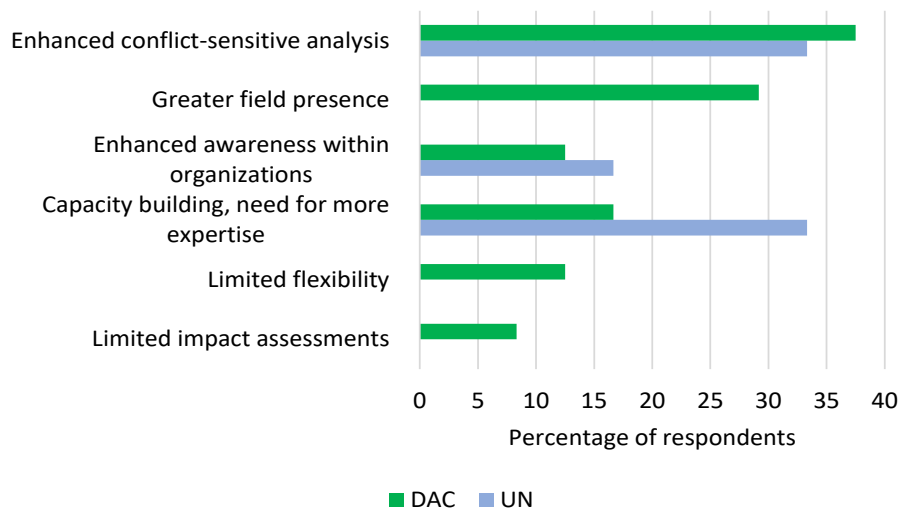
81. A range of factors influence Adherents' ability to ensure that activities do no harm and are conflict-sensitive to maximise positive effects across the HDP nexus and limit potential negative effects (see Figure 3.13). For example, and although used by a select few Respondents (see Box 3.10), conflict and political economy analysis is reported as the least-used type of input for country analysis. Limited resources and capacities to develop conflict-sensitive analysis potentially prevent donors from ensuring that they do no harm. Another key challenge is the scarcity of expertise and clear guidelines on how to effectively conduct conflict-sensitive analysis. This represents a significant bottleneck for donors operating in the field. Further, DAC Respondents report limited field presence, limited flexibility and limited impact assessments as additional constraints. UN entity Adherents are more concerned with limited capacities and expertise. The lack of awareness on "do no harm" issues and practices is also reported by both groups of Adherents as another limitation. Another interesting response relates to staff preferences, with some potentially being more at ease with evaluating the impact of conflicts rather than delving into the deeper drivers, stakeholders, and underlying grievances that contribute to conflict dynamics.

Box 3.10. Conflict sensitivity analysis does ensure “do no harm” approaches

With a view to strengthening the inclusion of conflict analysis in its work, Germany has introduced conflict sensitivity as an overarching quality criterion for its entire engagement in fragile states. In practice, this means that in a context like Sierra Leone, which is marked by regional ethnic cleavages associated with political currents, conflict sensitivity and related analysis seek to ensure, for example, that while programmes aimed at enhancing the socio-economic opportunities of the population primarily target the most vulnerable and address the specific needs of women and children, they are equally distributed between different ethnic groups. Germany has a long-standing record in Sierra Leone, specifically supporting women as drivers of change, and having set up in collaboration with non-governmental organisations a system of local peace advisors who provide guidance on peaceful conflict prevention and resolution in contexts prone to violence.

82. In addition, Respondents flag a distinct need to strengthen and standardise “do no harm” approaches within – and across – Adherents, thereby ensuring that HDP actors are equipped to deliver on this principle. The understanding of the principle itself is not the same across and within Adherents. Investments in capacity building and training are, therefore, needed. This need is becoming more important as organisations that were previously less active in emergency and fragile situations are becoming increasingly present in this space. These include the International Monetary Fund, several MDBs, and some blended finance or private sector-based entities such as development finance institutions.

Figure 3.13. Factors driving the implementation of “do no harm” approaches



Note: DAC: Development Assistance Committee; UN: United Nations.

Source: Based on the results of the 2023 questionnaire.

83. There is no comprehensive understanding and operationalisation of the “do no harm” principle across the board. There is broad acknowledgment among Adherents of the need to ensure that their actions do no harm, including by being conflict-sensitive. However, the implementation of these principles seems to be lagging. In practice, more attention – and related assessments and analysis – are given to the potential financial, but

also reputational, risks for donors and operators engaging with potentially unchecked partners in a risky environment than to understanding and mitigating the potential negative side effects of programmes in recipient countries and territories (OECD, 2023^[11]). Conflict sensitivity monitoring can foster more flexibility and adaptability of HDP programming. Further, donors and implementing partners need to reflect on the impact of the presence of international organisations and donors on the political economy of a conflict, and on that basis proactively identify ways to mitigate such negative effects.

Provision 4: Align joined-up programming with the risk environment

84. Engaging funds in fragile and conflict-affected contexts demands a certain degree of risk tolerance, albeit within risk mitigation measures. ODA, as public funding, primarily consists of taxpayers' money and is therefore regulated by principles of public financial management where risks, and fiduciary risks in particular, are sought to be mitigated and managed. From this apparent tension derives most of the programming issues that currently hamper the operationalisation of HDP nexus approaches.

85. Adherents are called on to ensure that their joined-up programming across the HDP nexus is aligned with the specificities of the contexts in which they operate, calling for risk-based and risk-tolerant programming as recognition that fragile and conflict-affected contexts bear a number of vulnerabilities that donors need to actively address. Greater risks call for flexibility and adaptive management, including by integrating conflict sensitivity monitoring into risk management, to adjust to evolving contexts and facilitate much needed longer term engagements. COVID-19 and recent violent political transitions have put risk responsiveness to the test and led many Adherents to engage in internal discussions on enhancing flexibility and capacities.

86. Several Adherents have adopted approaches that promote risk-based management by conducting frequent analysis that enables identifying risks early, collaborative approaches and effective monitoring tools (see Box 3.11).

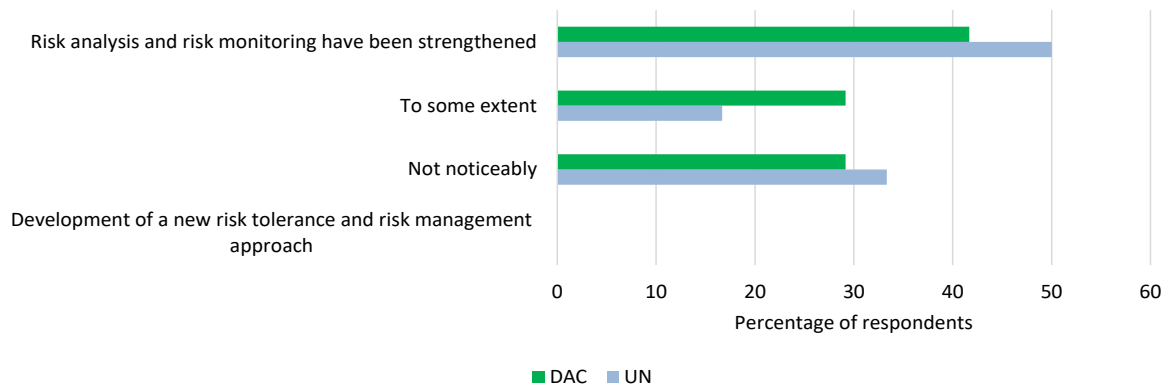
Box 3.11. Risk-based analysis, identification, monitoring and mitigation

- ***Belgium is advancing its engagement in fragile contexts by using the Fragility Resilience Assessment Management Exercise (FRAME), a tool developed by academic researchers for a systematic joint evaluation of risks and opportunities by the Belgian foreign policy and development cooperation actors.*** Inspired by the OECD [Principles for Good International Engagement in Fragile States and Situations](#) and the multidimensional fragility approach, FRAME allows to identify priorities and modalities moving away from risk aversion to informed risk management. The tool was tested in 2018-2019 in Mali, Burkina Faso and the DRC under the coordination of the Belgian Embassies and the Belgian Development Agency Enabel to obtain a risk matrix for more effective interventions with an acceptable risk level and weighing costs and benefits. FRAME is now used systematically by Enabel for their new bilateral cooperation programs for strategic orientation and sensitive projects. The instrument also integrates a systemic approach to resilience and long-term transformation, with a focus on the drivers of change, and a political economy approach to agency.
- ***Another interesting example is that of Sweden and its targeted approach to risk, which aligns with its new risk and materiality strategy by focusing on early risk identification in the development co-operation cycle.*** Sweden is committed to proactively managing risk in fragile contexts and, to do so, effective risk analysis, continuous monitoring throughout the programme cycle and honest dialogue with partners about risks are pivotal. The 2018 development programme in Liberia highlighted three major risks that could disrupt strategy implementation; corruption risk took precedence, prompting Sweden to contemplate supporting Liberia's anti-corruption efforts due to its conflict-driving potential.

Note: The "OECD Principles for Good International Engagement in Fragile States and Situations" were formally endorsed by ministers and heads of agencies at the Development Assistance Committee's High-Level Forum on 3-4 April 2007.

87. Further, almost half of the Respondents report their risk analysis and risk monitoring systems have been strengthened, and a quarter that their risk tolerance, flexibility and adaptability to risks across the HDP nexus have improved to some extent (see Figure 3.14). However, evidence that actors are responding creatively and with greater agility under extraordinary circumstances remains anecdotal. Adherents also report that, while some structures and policies would need to be adjusted to enable more risk-based management, it is often organisational culture and political economy that need to be addressed. Risk-based management recognises not only the importance of identifying and assessing risks, but importantly of assessing both the likelihood of these risks materialising and their potential impact. Further, the relationship between Adherents and their implementing partners remains based on risk transfer. More balanced risk-sharing approaches, in particular with local actors, could support better alignment with the risk (OECD, 2023^[11]).

Figure 3.14. Ways in which Respondents' risk tolerance, flexibility and adaptability to risks across the humanitarian-development-peace nexus have evolved

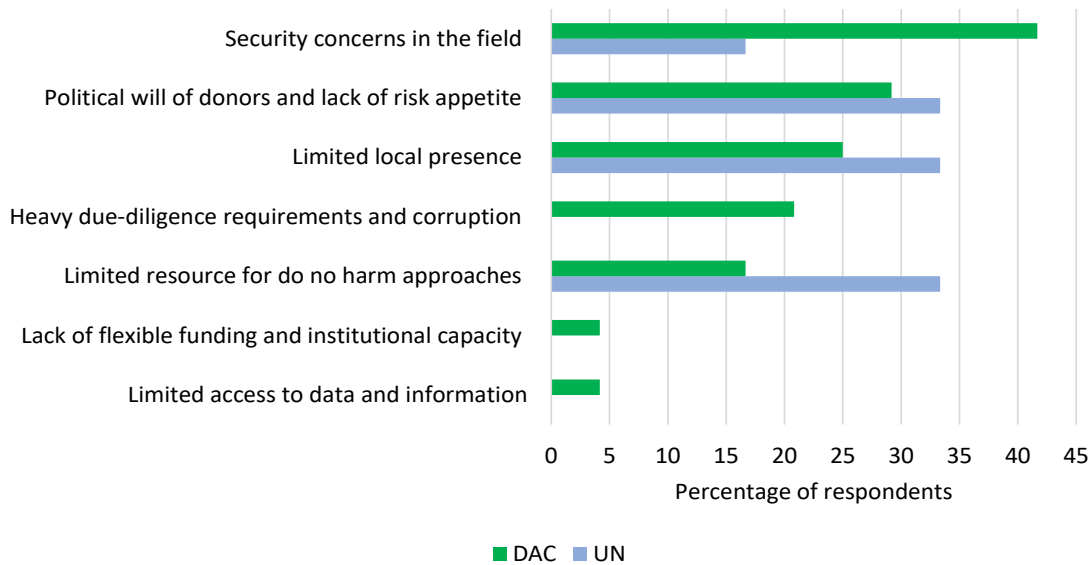


Note: DAC: Development Assistance Committee; UN: United Nations.
Source: Based on the results of the 2023 questionnaire.

88. It is notable that a third of Respondents did not report any noticeable change in their risk tolerance, flexibility and adaptability to risks across the HDP nexus following the adoption of the DAC Recommendation. Furthermore, no Adherent reported having developed a new risk tolerance and risk management approach. Risk appetite is often not decided upon by the Ministry of Foreign Affairs or the development agency themselves but is rather a consequence of decisions and trade-offs arbitrated by finance and economy actors that influence government administration, thereby leaving Ministries of Foreign Affairs with limited leeway to be more flexible in some of the riskiest environments.

89. Adherents report several obstacles that prevent them from operating in the riskiest – often most fragile and conflict-affected – situations (see Figure 3.15). DAC Adherents report security risks for personnel and assets, as well as operational risks, as the main challenge; mitigating these risks is particularly costly. This concern is also shared by UN entity Adherents but to a lesser degree. Adherents further mention political considerations (political risks as well as political trade-offs) and limited local presence as potential interfering factors to operating in the riskiest contexts. Physical access to fragile and conflict-affected areas is often challenged; it might require political and diplomatic support. Access to vulnerable populations who are cut off from aid is not always easy. Corruption-related risks entailing heavy due diligence requirements are also underlined, but by DAC Adherents only. Financing issues, in particular the hesitancy of donors to fund interventions in crisis contexts in given situations, remains a key constraint for UN entity Adherents.

90. Despite efforts to enhance HDP nexus approaches, some Adherents still tend to reflect with a linear transition from humanitarian emergency to development in mind. For some, high-risk environments and situations of active conflict are seen to be less conducive for true HDP nexus approaches. While Respondents generally comment on unsafe environments as a key constraint to operating in risky contexts, they also reflected on their own limited will and capacities as key operative obstacles.

Figure 3.15. Key obstacles to operating in the riskiest contexts

Note: DAC: Development Assistance Committee; UN: United Nations.
 Source: Based on the results of the 2023 questionnaire.

91. In conclusion, there is scope for Adherents, and development actors in general, to better adapt to the risk environment. Adherents are invited to take additional steps to ensure that when a crisis hits, systems and frameworks are in place for them to respond effectively. Understanding and managing risks requires a solid contextual analysis, which is also a prerequisite for “do no harm” and conflict-sensitive approaches, as seen above in Provision 3.

Provision 5: Strengthen national and local capacities

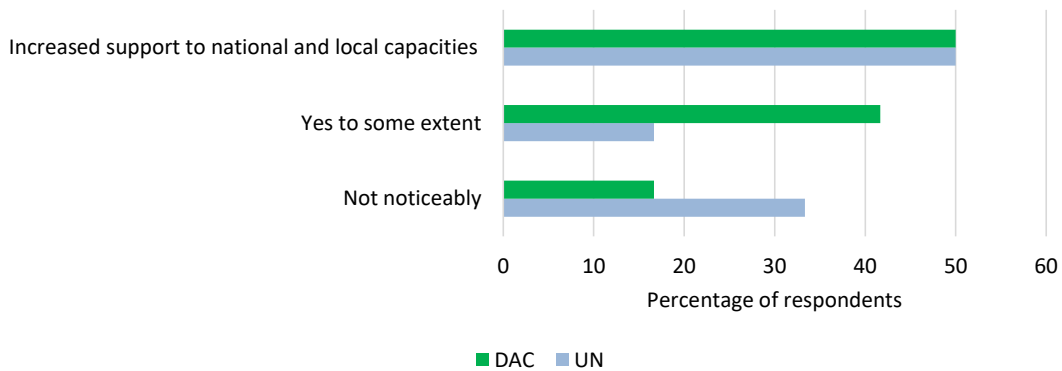
92. This provision places a specific emphasis on Adherents’ role and capacity to enable flexible and long-term engagements, especially through the strengthening of local capacities. The focus on capacity building is a long-standing one in development cooperation and humanitarian assistance, and the definition of what is “local” remains an open discussion. The DAC Recommendation recognises that local actors tend to be less constrained by thematic or sector-based interventions and have a particular mobility across the HDP nexus. Investing in national and local capacities can help support HDP nexus approaches, in line with the broader localisation agenda championed by the Grand Bargain. It cannot come as an afterthought.

93. This provision is all the more important since using national and subnational delivery systems – which would contribute to enhancing national and local actors’ capacities and processes – is rarely the default option. For reasons related to low-risk appetites, Adherents tend to use parallel systems instead. While a few positive counterexamples exist, they remain the exception. Beyond risk appetite, the use of intermediaries may be appropriate in instances in which local actors may be operating with limited resources or damaged infrastructure, and international organisations providing “protection through presence” through their physical presence and use of safety and protection protocols.

94. Almost two-thirds of Respondents report that their support to national and local capacities has increased since the adoption of the DAC Recommendation. It stands out, however, that the vast majority of these have done so as part of a broader agenda on locally

led development – and it is unclear to what extent this has involved active thinking on how HDP nexus and locally led development approaches can mutually reinforce one another. For example, on how long-term support to civil society to create an environment in which local actors are known and accepted by communities should a crisis situation require quick access and acceptance from the population. Only a select few Adherents report steering additional support to national and local capacities in and of itself (i.e. to remain operational, better analyse the context and manage risks). The remaining third of Adherents mention no noticeable impact of the DAC Recommendation, or to some extent only, given that the principle of localisation of aid and the strengthening the capacity building of national and local partners has long been a fundamental principle of aid in fragile contexts (see Figure 3.16).

Figure 3.16. Degree to which Adherents have strengthened their support to national and local capacities since the adoption of the DAC Recommendation



Note: DAC: Development Assistance Committee; UN: United Nations.
 Source: Based on the results of the 2023 questionnaire.

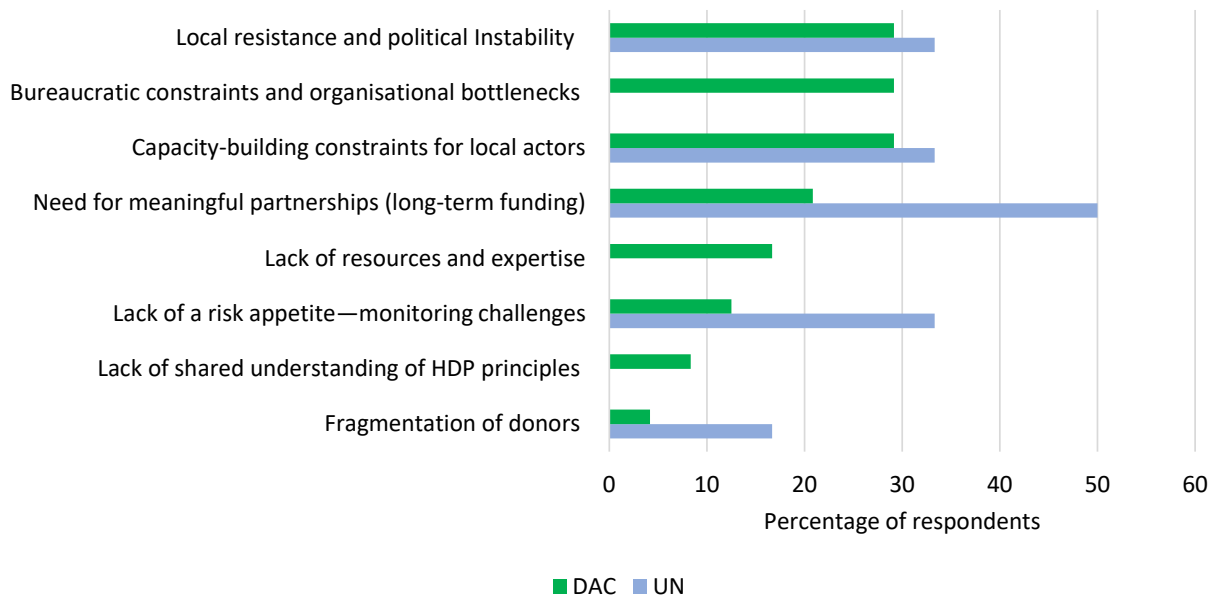
95. Ensuring that national and local actors have meaningful roles and responsibilities in project design, implementation and evaluation come out as an important approach for enhancing national and local capacities (see Box 3.12).

Box 3.12. Enhanced roles and responsibilities as a basis for strengthening national and local capacities

- ***In the protracted crisis and armed conflict context of Yemen, the United Nations Development Programme’s local project on Strengthening Institutional and Economic Resilience in Yemen (SIERY) supports the resilience of the country’s local governance systems.*** As a three-year EU-funded initiative targeting nine provinces (including Aden, Sana’a and Marib), SIERY aims to empower district authorities through capacity development, technical support and discretionary financing to design and implement recovery plans in partnership with communities and local influential actors. The aim is to guarantee responsive and accountable governance, resilience, and gradual recovery, and thus create an enabling environment for stabilisation and peace. SIERY also works to reduce dependency on emergency aid.
- ***Another good practice example in complex situations is Iceland’s use of a district-based approach to direct funds to Ugandan administrations.*** This approach supports decentralisation and local ownership while at the same time maximising Iceland’s limited official development assistance. Based on the 2018 Development Co-operation Act that enables Iceland to co-finance development aid and directly contribute to partner countries’ and territories’ budgets, this approach allows Iceland to direct a portion of official development assistance directly to district-level governments, accompanied by measures for effective oversight. These include the establishment within the district government of a specific unit to manage finances and procurement; the creation of steering committees comprising central ministry representatives, district authorities, the Icelandic Embassy and the District Council to review and approve plans and budgets and foster local ownership and dialogue; internal and external audit and procurement procedures; training programmes for district governments enabling them to lead on human resources, administration, accountability, gender equality, environmental management, etc. This strategy, rooted in the idea that development is a long-term partnership, has yielded positive results, as illustrated by the Kalangala District; once educationally underperforming, the district is now among the top-ranking districts in the country.

96. Despite some progress and increased attention to strengthening national and local capacities, Adherents report a number of key factors that hinder further enhancing such capacities. The most frequent ones put forward are limited resources, local resistance and political instability, limited meaningful partnerships – and related longer term financing (see Figure 3.17). Additional factors mentioned by both groups of Respondents include the lack of a risk appetite and challenges related to monitoring risks and the impact of interventions on national and local capacities; as well the fact that donor approaches to localisation are often different or disjointed. Additionally, DAC Respondents further underline bureaucratic constraints, limited resources and expertise, and the lack of a shared understanding of HDP nexus principles as further obstacles.

Figure 3.17. Factors preventing Adherents from strengthening national and local capacities



Note: HDP: humanitarian-development-peace; DAC: Development Assistance Committee; UN: United Nations.

Source: Based on the results of the 2023 questionnaire.

97. Overall, progress seems to be stifled by Adherents’ difficulty to adjust and match the management and instruments behind their ODA and HDP nexus approaches with the absorption, accountability and capacity of partner structures. Moving forward, Adherents need to acknowledge and address some of these issues, including by exploring innovative ways to mitigate partners’ aid absorption or capacity issues. In addition, instruments need to be further developed and dedicated to non-state actors to facilitate their access to Adherent financing.

98. For sustained capacity development and long-term impact, Adherents need to go beyond transactional and temporary forms of partnerships with national and local actors. The much used “sub-contracting” model of partnership does not provide for long-term meaningful partnerships that advance localisation concerns. The mere partner selection process can further be an obstacle to locally led development, with intermediaries often playing unclear roles in terms of sharing risks and responsibilities. There is also an opportunity to better integrate the re-emerging locally led development agenda into HDP nexus approaches, which could present great potential for international actors to learn from local stakeholders, for example through tripartite contracting modalities.

99. Despite some positive examples and developments, efforts to strengthen national and local capacities still require more attention. Recent studies take stock of challenges in shifting a larger share of ODA to local organisations, as well as advice on how to tackle these challenges. Notable is the 2021 DAC Recommendation on Enabling Civil Society in Development Co-operation and Humanitarian Assistance ([OECD/LEGAL/5021](#)), which aims to further foster and enhance the role and capacities of local actors. Similarly to other elements of the DAC Recommendation, this provision touches upon some of the fundamental boundaries of what current development co-operation structures can achieve. The locally led development agenda is about local actors deciding on the sort of development path they want and donors supporting them if they share their objectives. But

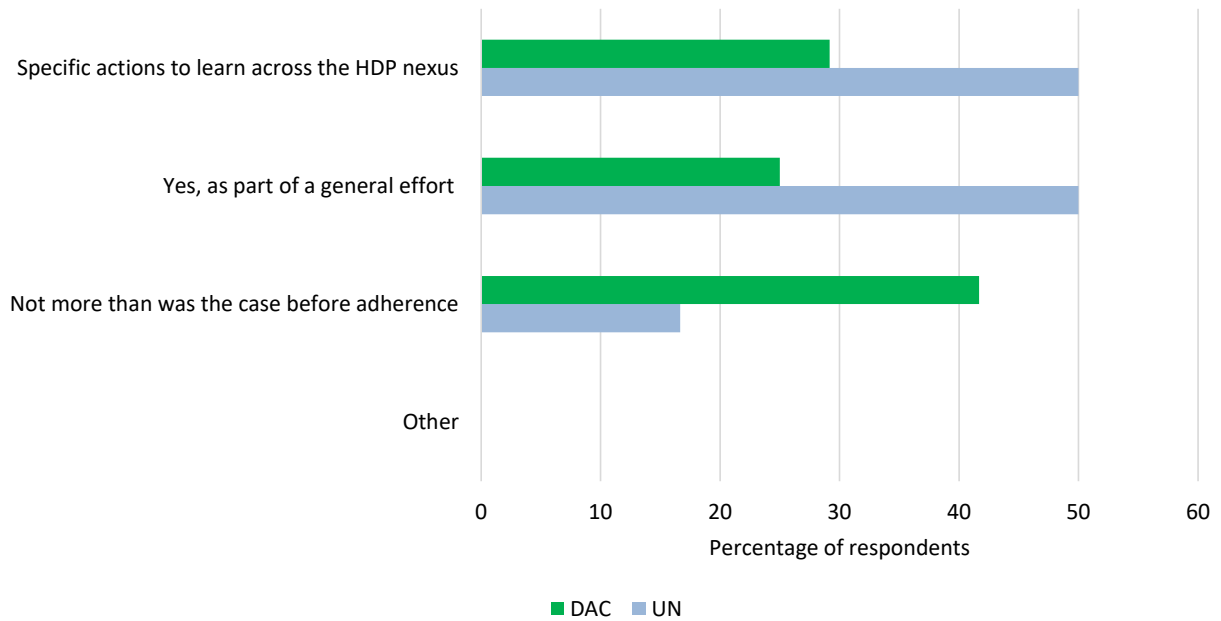
this will only happen when local actors are given the resources and responsibility to sit in the driver's seat and learn by doing. Developing local capacity is, therefore, not about additional trainings, but about accepting risks (see Provision 4), accepting divergent views on development within the frame of shared values, accepting that development effectiveness may have different metrics, and that local systems need not adapt to the traditional international financing and programming system. Rather, it is about local systems creatively finding their own paths. Switching the place where responsibility lies, or sharing it, while financing development objectives and operations is a fundamentally challenging aspect of HDP nexus and locally led development approaches for donors.

Provision 6: Invest in learning and evidence across humanitarian, development and peace actions

100. Adherents should invest in identifying and extracting learnings from past experiences, and compile and analyse data to inform and feed into enhanced HDP processes. Learning – and particularly peer learning – consolidating the evidence base, and collecting data and good practice examples are considered important elements in support of the implementation and operationalisation of HDP nexus approaches.

101. A majority of Respondents report taking steps to enhance their investments in learning and evidence across the HDP nexus since the adoption of the DAC Recommendation. Of those, half report doing so as part of a general learning and evidence strengthening effort, and half report undertaking specific actions to learn more about what works and what does not across the HDP nexus. The remaining third mention not having invested in learning and evidence on HDP nexus approaches and practices any more than was the case before adherence to the DAC Recommendation – with a predominance of such responses coming from DAC Adherents. Notable also is that no Adherent responded not making any efforts in this regard, which highlights the importance Respondents attach to the learning and evidence-base building dimensions of the HDP nexus (see Figure 3.18). Overall, UN entity Respondents reflected a more positive trend in relation to learning across the HDP nexus.

Figure 3.18. Degree to which Adherents have invested in learning and evidence across the humanitarian-development-peace nexus



Note: HDP: humanitarian-development-peace; DAC: Development Assistance Committee; UN: United Nations.

Source: Based on the results of the 2023 questionnaire.

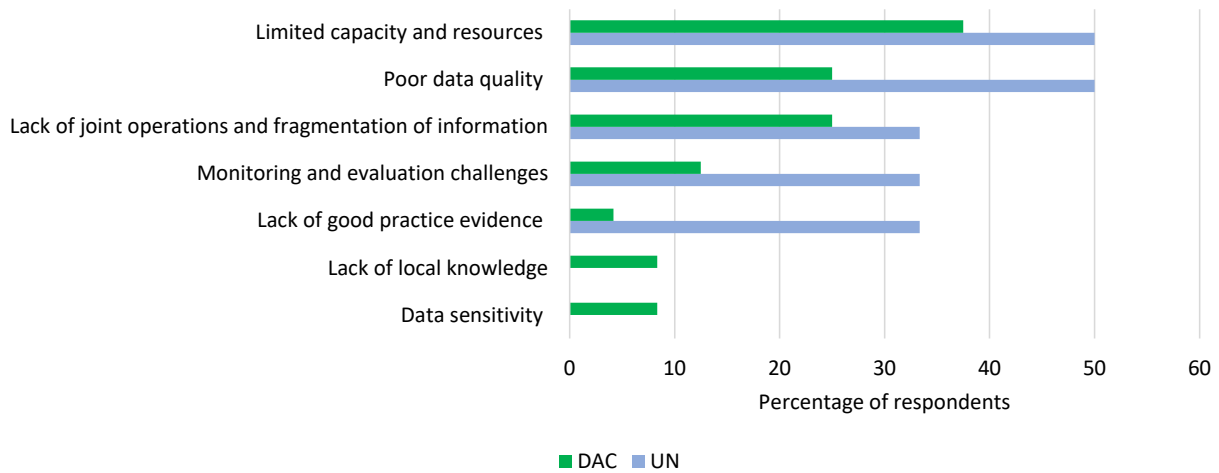
102. Learning, therefore, is core to the concerns of many Adherents and to making progress in operationalising HDP nexus approaches, although questions remain on how, for example, to assess progress. Adherents are increasingly seeking to evaluate their performance in implementing HDP nexus approaches (see Box 3.13), often focusing on measures of impact or the degree to which their processes are fit-for-purpose. However, methodological questions remain unanswered on how to monitor and measure progress. Further investment is needed to develop evaluation approaches that span the HDP nexus and support Adherents in improving their implementation of the DAC Recommendation and operationalisation of HDP nexus approaches. A recent study by the global network ALNAP (Morinière and Morrison-Métois, 2023^[12]) analyses HDP nexus evaluations and provides interesting inputs to understanding some of the challenges around evaluating HDP nexus approaches and progress made.

Box 3.13. Knowledge management: Learning and evidence

- ***An interesting development is the creation by the International Organization for Migration of a dedicated section on knowledge management (learning and evidence)***, embedded in its Guidance Note on the Operationalisation of the HDP Nexus. The note is designed to help staff navigate some of the challenges related to determining success in applying humanitarian-development-peace (HDP) nexus approaches. It lays out the foundations for measuring HDP nexus operationalisation towards a clear understanding of what success looks like beyond documenting HDP nexus processes, including the need to define high-level outcomes and impact-level “nexus” indicators.
- ***Also interesting, for example, are DAC Adherents’ efforts to enhance knowledge and learning.*** These include, in the case of the United States Agency for International Development, dedicated moments to “pause and reflect” as well regular evaluations, including of its HDP coherence approach in USAID/Ethiopia (under SAGE), and measurement and learning of collective impact in USAID/Kenya.
- ***The “Nexus Academy” facilitates joint learning and knowledge exchange.*** It is designed and delivered by DAC members, the United Nations system, non-governmental organisations and a broad range of stakeholders to accelerate nexus approaches and promote complementary humanitarian, development and peace actions that tackle the root causes of crises and end need.
- ***Italy designed Guidelines on the Humanitarian, Development and Peace Nexus.*** The document is the result of a multi-stakeholder consultation process, promoted by the Italian Agency for Development Cooperation and the relevant Directorate General (DGCS) of the Ministry of Foreign Affairs and International Cooperation through a specific working group that includes representatives of civil society organisations and academia. The guidelines aim to outline a strategic nexus approach, building on the objectives and priorities. The document also guides a pilot process in relevant contexts of fragility carried out in the three action areas defined in the DAC Recommendation: co-ordination, programming and financing.

103. Data are key to inform and support HDP nexus approaches, but related data are notoriously scarce, especially in fragile and conflict-affected contexts. Adherents highlight several difficulties related to data collection, management and sharing that prevents them from better programming across the nexus (see Figure 3.19). The most frequently mentioned obstacles relate to broader, more general difficulties regularly reported by development actors. These include, for almost half of Respondents, limited capacities and resources, poor quality and fragmented data collection processes, and the lack of joint operations. UN entity Adherents, in particular, further report monitoring and evaluation challenges and the identification of a limited number of good practice examples as further obstacles. Responses also highlight the lack of centralised systems where information is shared on open platforms, and limited quality, representative and comparable data that are necessary at programming and policy-making levels but expensive to produce.

Figure 3.19. Data-related issues that prevent Adherents from better programming across the humanitarian-development-peace nexus



Note: DAC: Development Assistance Committee; UN: United Nations.

Source: Based on the results of the 2023 questionnaire.

104. Adherents have worked towards addressing some of the weaknesses regarding data. Notable efforts include DAC Adherents tackling part of their learning and evidence challenges through the DAC peer reviews and their related reports and recommendations. Similarly, UN entity Adherents subject to reviews by the Multilateral Organisation Performance Assessment Network are invited to follow-up on areas of potential progress. These two mechanisms, respectively, serve as useful sources of information on Adherents' work and performance for the purpose of collective monitoring and learning. Additional efforts include Adherents' recent efforts to focus on meta-analyses in various contexts (Zuercher, 2022^[13]) to extract key learnings on progress and failure.

105. Good practice examples of efforts to enhance the comparability and quality of data exist but remain limited (see Box 3.14).

Box 3.14. Improving the comparability and quality of data

- ***Quality, representative and comparable socio-economic data collection is expensive and joint efforts can be instrumental in enhancing the quality and comparability of databases.*** The United Nations High Commissioner for Refugees (UNHCR), together with the World Bank and through the Joint Data Center on Forced Displacement, has invested significantly to ensure comparable data between refugees, internally displaced people and host populations. This has proven invaluable for development actors as well as for host governments. It has allowed for great strides in a few countries and territories, with data relating to refugees and internally displaced people now included in national household surveys carried out by the government bureau of statistics. The UNHCR and International Organization for Migration enhance collaboration and leverage global tools in 15 pilot countries to emphasise data for solutions. They introduce a protection assessment tool for resident co-ordinators and UN country teams to aid decision making.
- ***This is still not common practice though, and for these data to be mainstreamed in national statistics requires more investments in capacity development.*** The same is true when it comes to including these data in global survey instruments such as the Demographic Health Survey (USAID), the Multiple Indicators Cluster Survey (United Nations Children’s Fund), the Labour Force Survey (International Labour Organization) and the Living Standards Measurement Survey (World Bank). Indeed, the uptake of data on the forcibly displaced in these surveys has not yet happened and more buy-in is needed from survey sponsors.

106. Adherents need to improve data systems between teams working in the same contexts, especially since data sensitivity and security concerns appear to play only a marginal role in current obstacles (see Figure 3.19). Gaps in data availability and evidence make it difficult for Adherents to ensure the timely deployment of informed and relevant HDP nexus approaches where needed. Different data processes, databases, evaluation timelines, etc., hinder improved collective programming across the HDP nexus. Data gaps relate to certain host countries and territories and regions, population groups (i.e. internally displaced people and stateless persons) and/or sectoral themes (i.e. education, employment, etc.). Given their importance in adequately tailoring HDP interventions, it is important for Adherents to address the issue of data comparability and collection as a key priority.

107. Responses also underline the need for data management processes to be inclusive of and sensitive to HDP nexus concerns and information needs. To date, data collection processes do not always cover those elements necessary to inform HDP processes (see the previous paragraph). Further, the sharing of good practices within and between organisations working across the HDP nexus needs to be enhanced. This would strengthen collaborative efforts among the diversity of HDP stakeholders, especially in a context where the availability of data in fragile and conflict-affected contexts remains an enduring challenge. A minimum requirement is for the international community to ensure coherence and complementarity between datasets. This represents a technical challenge more than a complex political or structural one and should be addressed as a priority moving forward.

108. In conclusion, it appears that an increasing number of Adherents engage in learning from collective HDP nexus engagements and in evaluating their individual performance in

that field. Since the 2016 World Humanitarian Summit where the concept of the HDP nexus was consolidated, there have been multiple reports and numerous pilot projects on the implementation of HDP nexus approaches. Different understandings of what the concept means have steered much research on the matter. As an important step for donors endorsing the concept, the DAC Recommendation gave an additional impetus on learning and research on the HDP nexus. In its vast majority, this investment in learning has come from the humanitarian community – there are limited records of HDP nexus research coming from peace organisations. This reflects the efforts still needed to organise and distil knowledge and buy-in on HDP nexus approaches from a diverse range of organisations that have not yet participated in the conceptualisation of the HDP nexus, albeit being key actors of the process.

Pillar 3 on financing across the humanitarian-development-peace nexus

109. The DAC Recommendation calls on Adherents to deliver better financing across the nexus. Financing, but also funding modalities are core to the HDP nexus, including many of the provisions discussed above. With crises and humanitarian financing requests ballooning over time, the amounts needed to achieve the Sustainable Development Goals continuing to increase, and limited financing and programming strategies in place to address the drivers of these crises, financing concerns have been a key factor motivating the development and adoption of the DAC Recommendation.

110. Reducing the risk of conflict and “ending needs” is not a matter of just spending more, but of spending more strategically (OECD, Forthcoming^[14]). The call for financing strategies throughout the HDP nexus recognises that co-ordination across HDP actors on financing issues is key for relevance and effectiveness, but that co-ordination can take place at a strategic level and does not always require fully joint implementation or “projectised” approaches.

Provision 1: Develop evidence-based humanitarian, development and peace financing strategies at global, regional, national and local levels, with effective layering and sequencing of the most appropriate financing flows

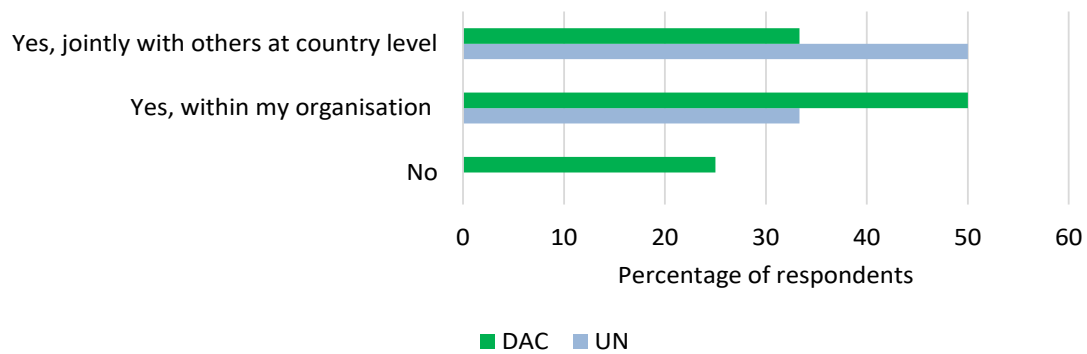
111. The DAC Recommendation was developed with a sense of untapped opportunities and growing evidence that building resilience, supporting development and promoting peace is cost-effective. What volumes are being spent, how they are being delivered and on what is increasingly recognised as playing an important role in implementing HDP nexus approaches and supporting long-term sustainable development options.

112. Adherents, both DAC and UN entities, appear to have made significant efforts to adjust their financing practices and participate in the development of financing strategies to support HDP nexus approaches. This constitutes an important area of progress, since the DAC Recommendation builds on the idea that HDP nexus approaches can better leverage the diversity and volume of financial resources in many fragile contexts. The 2022 Interim Progress Review reported enhanced financing instruments, approaches and individual projects, with a view to harness collective financing strategies for coherent action, although these sometimes remain relatively siloed (OECD, 2022^[5]). Many mechanisms and efforts already exist to map or bring development finance inflows into fragile or conflict-affected contexts. The UNDP’s Development Finance Assessment is a diagnostic tool that provides a methodology to understand the full financing landscape in a country, bringing together development planning and financing processes. The cornerstone of an integrated national financing framework is a financing strategy that sets out how country priorities will be

financed. As necessary, integrated national financing frameworks and financing strategies look at priorities across the HDP nexus.

113. This positive trend is largely ongoing, with a vast majority mentioning increased participation in developing financing strategies that span the HDP nexus, although with a large diversity of realities (see Figure 3.20). Half of Respondents – and within those, a majority of DAC Adherents – indicate participating in financing strategies for collective outcomes, but at the level of their own organisations only, thereby limiting the “collective” nature, relevance and impact of defined outcomes. A third of Respondents – of which UN entity Adherents are predominant – further report increased participation in the development of financing strategies jointly with others at country level, which is a positive development.

Figure 3.20. Degree to which Adherents’ participation in developing financing strategies that span the humanitarian-development-peace nexus has increased since the adoption of the DAC Recommendation



Note: DAC: Development Assistance Committee; UN: United Nations.
Source: Based on the results of the 2023 questionnaire.

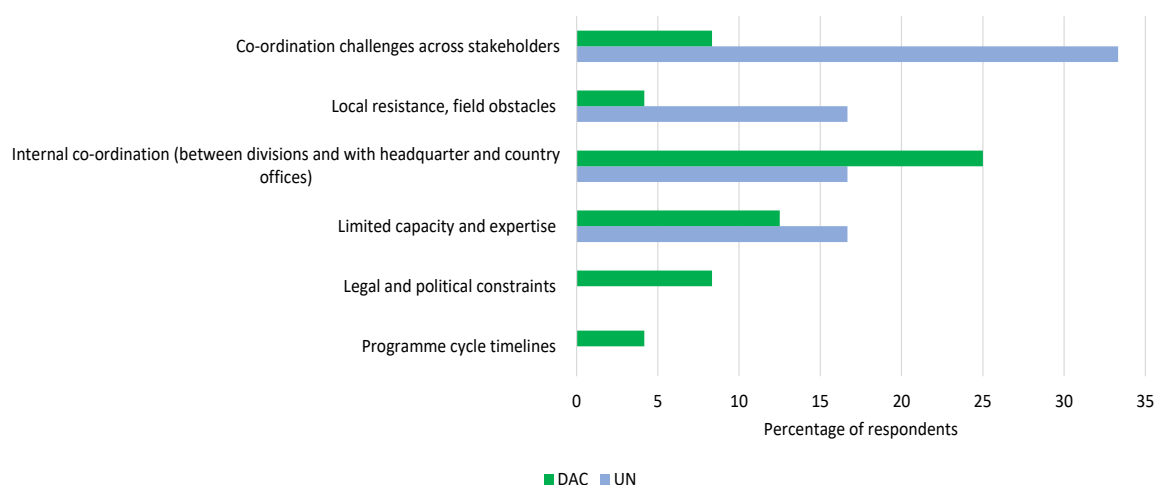
114. Prioritisation and sequencing – what to do more of, less of and when – is hard and inevitable, as needs always exceed existing resources. Several efforts are underway to integrate financing strategies into the development financing architecture, especially at country level to support this exercise (see Box 3.15).

Box 3.15. Fostering collective financing strategies: The example of Yemen

- ***In Yemen, donors provide a critical lifeline in the complex operating and financing landscape.*** While donors share the ambition for long-term inclusive peace as a prerequisite for sustainable development, and an ambition to shift towards more development funding, in practice they operate primarily with an emergency approach to financing. Adopting a more strategic, cost-effective and co-ordinated approach to funding and programming choices is important to increase the impact of donor efforts to support transitioning to peace. In this context, the OECD, in collaboration with the European Union, the RC Office and other key stakeholders, supported a financing strategy process for more effective donor co-ordination, funding and programming in Yemen. Developing a collective understanding of the existing financing landscape has allowed donors to consider how their individual and collective political will, framework, instruments and approaches could be used through a collective financing strategy to move from a crisis approach to a transition and scaling up of support so that preparations for a future peace scenario start early and are as coherent as possible across the international community, encompassing short-, medium- and longer term support measures.
- Building on various studies, including the “Financing the nexus” study, the Joint Steering Committee country mapping, the Inter-Agency Standing Committee’s Mapping of Good Practice, and INCAF’s study on nexus financing, Task Force 4 of the Inter-Agency Standing Committee aims to strengthen funding and financing instruments for joint humanitarian development programming.

115. Respondents mention several factors that prevent them from further engaging in the development or use of financing strategies to date. These include, here again, issues of limited co-ordination; limited capacities and expertise; and existing legal, political, operational or programmatic constraints (see Figure 3.21). Respondents also mentioned resistance by local counterparts. Programming timelines and cycles, siloed financing lines, and earmarked budgets further emerge, here as across the HDP nexus in general, as recurring obstacles across the three dimensions.

Figure 3.21. Factors Adherents consider to be obstacles to further contributing to – or using – financing strategies



Note: DAC: Development Assistance Committee; UN: United Nations.
Source: Based on the results of the 2023 questionnaire.

116. Progress on financing strategies that span the HDP nexus requires Adherents to address key bottlenecks, and work beyond the group of Adherents to the DAC Recommendation. In particular, the role of IFIs is increasing in fragile and conflict-affected environments. Yet, there are currently no IFIs adhering to the DAC Recommendation. In-country, RCs/HCs have a mandate to co-ordinate with IFIs and other bilateral and multilateral stakeholders, including to advance greater synergies, but co-ordination between DAC members, UN entities and IFIs at that level too often remains dependent on individual will.

117. Progress will further depend on current mindsets adjusting to HDP thinking. Adherents are used to working with their own budgets, priorities and decision-making processes. To enable HDP nexus financing strategies to take shape and deliver, Adherents would need to view their financing as a contribution to a broader process, which is hardly realistic given domestic financial accountability constraints.

118. Collective outcome processes rarely include consideration of financing questions. Part of the challenge is that the collective outcome guidance is separate from the humanitarian response plan and co-operation framework guidance and there is no clear tool for integrating them into the existing multilateral planning frameworks. This impedes the connections between the co-ordination, programming and financing pillars that enable HDP nexus approaches. Existing financing is not necessarily aligned to collective outcomes, and donors request participation in the dialogue and priority-setting exercise as partners, not merely funders, so that collective outcomes can be programmable. Further, collective outcomes remain driven by multilateral actors rather than being truly inclusive, failing to reflect the standards of the DAC Recommendation around the engagement of national and local actors and people-driven processes, and sometimes failing to bring coherence across the HDP nexus.

119. Echoing concerns raised on the programming section, peace financing not only constitutes a significant gap, but continues to decrease (see Paragraph 58) (OECD, 2023^[7]). There remains a lack of clarity about the definition and role of peace financing, and stronger engagement with and across the peace pillar is needed in the design and development of financing strategies. Importantly, the full picture on peace financing is not captured through ODA only, impacting the way peace financing is recorded. Yet, a decrease in peace ODA is a concern. It would require enhanced political steer – from the capital and in-country, to foster a strategic prioritisation of conflict prevention and peacebuilding in programmable ODA, and ensure these efforts lead to additional resources.

120. The way funds are currently allocated and programmes funded do not always support conflict prevention and peace. Peace ODA is unevenly distributed, and DAC members appear to make limited sectoral differentiations between fragile contexts and other developing countries and territories in their spending on peacebuilding activities, with some exceptions. If ODA is to effectively contribute to peace and conflict prevention objectives, donors must be more intentional when allocating it to recipient countries and territories. This includes ensuring it corresponds to the context-specific needs of fragile and conflict-affected contexts, that it clearly articulates peace objectives and realistic theories of change for peacebuilding and/or conflict prevention, and that it consistently integrates methods for evaluating the positive peace impact of such programmes. Steps are being taken under INCAF's leadership to enhance consideration of the peace pillar in co-ordination, programming and financing efforts across the HDP nexus.

121. In conclusion, Adherents are taking steps to adjust their financing practices to better support HDP nexus approaches but, in general, these remain stand-alone, unsystematised processes. The collective financing strategies envisaged by the DAC Recommendation are still largely missing and will be an important next step to support programming and co-ordination towards prioritised, common goals across the HDP nexus. The potential is significant to more fully mainstream and normalise these approaches, and for the humanitarian, development and peace financing streams to work together more coherently. Under the leadership of INCAF, and in close co-ordination with the DAC-UN Dialogue, Adherents and other organisations are working to enhance their understanding and practices in this area and ensure that adequate financing strategies, policies and mechanisms support HDP nexus approaches.

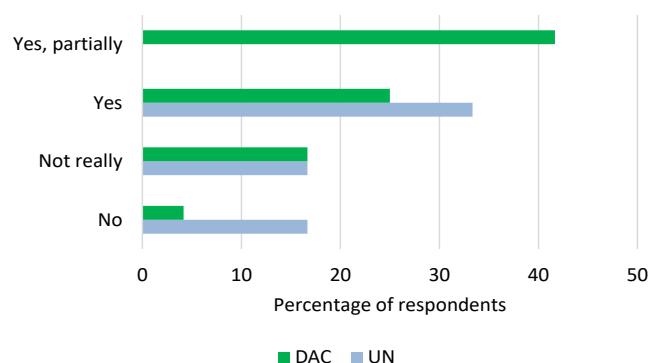
Provision 2: Use predictable, flexible, multi-year financing wherever possible

122. Deploying the right type of financial resources is also important for achieving the DAC Recommendation’s programming and co-ordination goals. It is important for DAC Adherents to provide predictable and flexible resources that are available at the right time, and for UN entity Adherents to work within such frameworks. This would allow for a timely crisis response and facilitate greater involvement from a broader set of actors, including local ones.

123. Overall, progress has been made in developing financing instruments and mechanisms that are HDP nexus-friendly. The 2022 Interim Report underlined that most Respondents aligned financing with activities across the HDP nexus where appropriate; kept unallocated or contingent financing available in case of changing needs; committed an adequate proportion of their resources, including humanitarian assistance, as multi-year financing; and adjusted their financing in response to changes in the context (OECD, 2022^[5]).

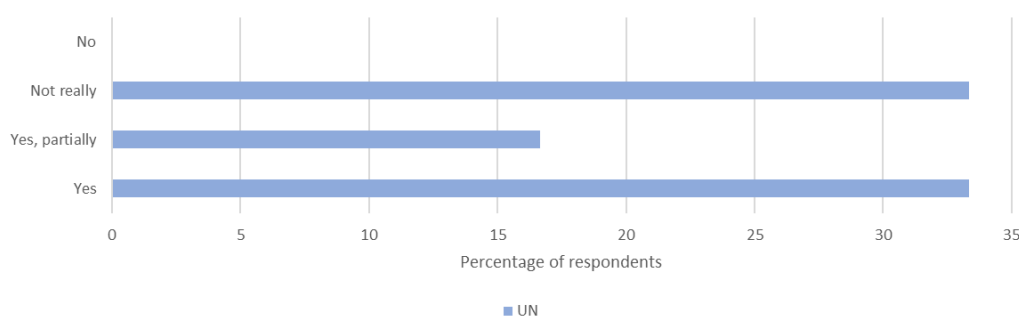
124. This trend is overall ongoing (see Figure 3.22 and Figure 3.23) although with differences in views between DAC and UN entity Adherents. Two-thirds of Respondents replied that the predictability, flexibility and multi-year financing that donors provide has improved since the adoption of the DAC Recommendation. However, only half of those Respondents that receive resources (UN entity Adherents) believe this is the case. This highlights a gap in the understanding and needs between donors and implementing partners. It also echoes the 2022 Interim Report’s finding that, despite Adherents working to enhance the nexus-readiness of their financing instruments and mechanisms, these do not necessarily ensure that their organisation is best suited to avoid fragmented, siloed or inappropriately short-term financing (OECD, 2022^[5]).

Figure 3.22. Degree to which the predictability, flexibility and multi-year financing that Adherents provide to their partners has improved since the adoption of the DAC Recommendation



Note: DAC: Development Assistance Committee; UN: United Nations.
Source: Based on the results of the 2023 questionnaire.

Figure 3.23. Degree to which the predictability, flexibility and multi-year financing that UN entity Adherents receive from their donors has improved since the adoption of the DAC Recommendation



Note: UN: United Nations.
Source: Based on the results of the 2023 questionnaire.

125. Progress has thus been made on implementing the DAC Recommendation's provisions on financing. Most Adherents have made significant efforts to adjust their financing practices to support nexus approaches, including by implementing organisational changes to provide more nexus-friendly financing, although a few face ongoing difficulties in adjusting their systems. These include obstacles of an organisational nature or linked to parliamentary procedures. More predictable and flexible financing is largely associated with unearmarked (or softly earmarked) contributions and multi-year financing.

126. Several DAC Adherents have now deliberately stopped working with dedicated humanitarian budgets for each country and context to be more flexible when matching financing and programming with needs and risk analysis (see Box 3.16).

Box 3.16. Adjusting financing mechanisms to eliminate silos and promote flexibility across humanitarian-development-peace components

- ***Ireland has established a new five-year funding scheme for Irish non-governmental organisations, Ireland’s Civil Society Programme.*** Through a new budget flexibility mechanism, it enables partners work across the nexus and to move funds across development and/or humanitarian/chronic crisis funding streams when needed. To facilitate the roll-out of the programme, Ireland made significant internal structural changes, for example, moving funds from the Humanitarian Unit budget to the Civil Society Unit budget to enable this flexible approach. The strategic framework that underpins this funding scheme integrates Ireland’s commitments to the DAC Recommendation throughout.
- ***In Bangladesh, Canada has partnered with the World Bank to adopt an innovative financing mechanism to better support the health and basic education needs of Rohingya refugees.*** The programme uses a phased and multi-sectoral approach to address the immediate and medium-term needs of displaced communities and the host communities in Cox’s Bazar. This flexible and long-term financing mechanism has helped increase refugees’ access to nutrition, sexual and reproductive health services, learning opportunities, and psychosocial support while simultaneously enhancing the government of Bangladesh’s service delivery systems to benefit host communities affected by the crisis.
- ***Another example is that of the United Kingdom’s cross-government Conflict, Stability and Security Fund (CSSF).*** The CSSF plays a key role in the peace dimension of the humanitarian-development-peace nexus and works to bring coherence to the United Kingdom’s response to conflict and fragility. The CSSF has helped enhance collaboration or “fusion” and coherence across government on peace and stability issues, especially on the ground in partner countries and territories. It facilitates co-operation among 17 different government departments and agencies, allowing them to work together effectively on security priorities. Operating across more than 85 countries and territories, the CSSF manages a portfolio of over 90 programmes that draw financing from both official development assistance (ODA) sources and other non-ODA financing streams. Its programmes address issues of peace, security and governance; strengthening resilience and response to crises; and tackling extreme poverty and supporting the world’s most vulnerable people.

127. Total financial integration might not always be desirable – even less realistic, but Adherents can certainly do more to improve the design of their financing instruments. This includes adjusting existing financial instruments to better respond to the needs and priorities across the HDP nexus – i.e. enhancing flexibility within existing regulations, increasing fungibility between different financing streams and increasing the potential for mixing funding streams. It also includes exploring the opportunities that can come with multi-purpose country-based pooled funds or multi-partner trust funds; area-based approaches; regional funding mechanisms; contingent financing; and the use of funds such as the Peacebuilding Fund, the Joint SDG Fund, the Central Emergency Response Fund, etc.

128. Many crises require humanitarian support over a multi-year time frame, and humanitarian assistance should be programmed and financed with that horizon in mind. As the COVID-19 crisis has demonstrated, not everything urgent is humanitarian and not

everything long-term is development co-operation: debt relief, macroeconomic stability or political engagement can be urgent in certain contexts. This calls for a modernised crisis response model that allows financing and programming across the HDP nexus based on a comprehensive analysis more than on that of available funding instruments.

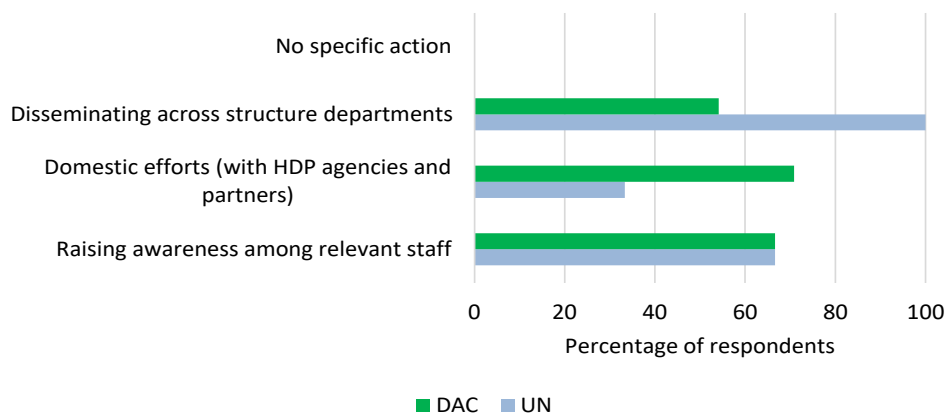
129. Notable also is the expanded role that IFIs and MDBs are playing across the HDP nexus. As mentioned in Paragraph 45 an increasing number of IFIs are tailoring their work to the needs of fragile contexts, with most development banks and the International Monetary Fund adopting fragility strategies. IFIs and MDBs – albeit not Adherents to the DAC Recommendation – are, therefore, encouraged to further engage in HDP nexus approaches, including pursuing innovative financing collaborations with DAC Adherents, to close some of the financing gaps.

130. Finally, enhanced collaboration between DAC and UN entity Adherents is critical to achieving further progress. Enhanced understanding is required on both sides of the challenges that DAC and UN entity Adherents face in, respectively, securing or operating financing in fragile contexts. Continued attention is needed by all to increase the levels of development and peace financing into the most fragile contexts alongside resources for emergency preparedness and humanitarian response.

4. Dissemination

131. Significant efforts have been made to disseminate the DAC Recommendation. Adherents and the DAC/INCAF Secretariat have raised the profile of the DAC Recommendation and enhanced knowledge of the policy approaches it recommends. All Adherents have engaged in some form of dissemination effort internally within their administration and have undertaken advocacy efforts with their partners (see Figure 4.1). The scale of dissemination efforts has been an important factor as the topic of the DAC Recommendation – the HDP nexus – is a policy priority for the entire international community engaged in fragile and conflict-affected contexts at least since the 2016 World Humanitarian Summit. As such, the DAC Recommendation benefitted from a pre-existing momentum. Also, as a donor-led policy instrument, the DAC Recommendation has had an important multiplying effect on priority-setting across the international development, humanitarian and peace communities.

Figure 4.1. Measures taken by Adherents to ensure dissemination of the DAC Recommendation



Note: HDP: humanitarian-development-peace; DAC: Development Assistance Committee; UN: United Nations.

Source: Based on the results of the 2023 questionnaire.

132. In terms of raising awareness among relevant staff, Adherents report engaging in several key activities: internal training and webinars around the DAC Recommendation and the issues it raises and participation in the Nexus Academy training offer (including a dedicated in-depth learning course and a self-run e-learning module). For instance, Spain organised an HDP nexus implementation course in November and December 2022. The objective of the course was to provide an understanding within the organisation of the HDP nexus, covering its fundamental aspects. The sessions featured experts from Sweden, the Inter-Agency Standing Committee, the United Nations Population Fund and the Nexus Academy, and showcased the progress and challenges experienced by partners involved in the HDP nexus (see Box 4.1). Korea engaged in similar efforts, holding internal KOICA training courses on the HDP nexus in 2022 and 2023 to enhance awareness on HDP nexus approaches and support staff at headquarters and country level. The ICVA-World Food Programme led community of practice maps Good Practices in the Implementation of Humanitarian Development of HDP Nexus Approach. The United Nations High Commissioner for Refugees developed two podcasts – “Displacement and the Nexus” and “Protection in the Nexus” – under the Inter-Agency Standing Committee Results Group 4 on Humanitarian- Development Collaboration. Several Respondents also reported having included specific references to the DAC Recommendation and/or given provisions on their webpages, national documents and guidelines, etc.

Box 4.1. Humanitarian-development-peace nexus capacity development

Adherents engage in a series of humanitarian-development-peace (HDP) nexus capacity development activities. Of particular interest for peer learning are the development of the Nexus Academy and the creation of the Nexus Helpdesk for DAC Adherents and of nexus advisor positions within several Adherents.

- ***The Nexus Academy as a means to develop a common language and shared understanding of HDP issues.*** The Nexus Academy is a product of the DAC-UN Dialogue to support the implementation of the DAC Recommendation. It was developed and is managed by the United Nations Development Programme with financial support of several DAC members, including Germany, Korea and Spain. The Nexus Academy has been instrumental in providing HDP-related training to over 300 HDP individual actors from over 60 different organisations to date. It provides “a comprehensive online training for which candidates are nominated by their institutions [...]; and a shorter online version widely accessible” – [The Nexus Essentials Course](#). The United Nations Development Programme also supports, when requested, dedicated courses organised by Adherents themselves, including a course held in November/December 2022 by Spain. Similar dedicated programmes have also been carried out in Germany and Portugal.
- ***A Nexus Helpdesk.*** The objective of the Nexus Helpdesk is to provide the INCAF Secretariat with the capacity to act as a source of *ad hoc* support to help with the development of HDP nexus approaches in headquarters across ministries and entities or in countries and territories. The Nexus Helpdesk supports the elaboration of coherent and complementary responses, including through the development of financing strategies.
- ***The creation of HDP nexus advisor positions.*** Several Adherents have created dedicated HDP nexus positions. These vary in nature, form and coverage: in some cases, they represent new positions – nexus advisors – or units created at both headquarters or country levels to work on HDP nexus approaches; in others, they consist in hiring, for short periods of time, advisors to provide specific support or to overcome existing challenges. A majority of Respondents report having a focal point or a small team specifically dedicated to HDP nexus policy and guidance at headquarters level.

133. Half of the Respondents also reference domestic efforts to disseminate the DAC Recommendation to relevant agencies and partners (with a slight predominance of DAC Adherents), and another half report engaging in initiatives to raise awareness across departments (with a slight predominance of UN entity Adherents). Such activities include, for example, organising conferences, seminars and webinars on the DAC Recommendation; and referencing specific provisions in given policy documents to ensure these are consistent with the provisions of the DAC Recommendation. In some cases, steps have been taken to update organisational policies to integrate HDP nexus approaches (for example, Czechia, Denmark, Korea, Sweden, Switzerland, the United Kingdom and the United States have engaged in such processes). The specific emphasis provided by DAC and UN entity Adherents to one or the other of these measures aligns well their specific roles and nature within the international aid system.

134. Notable also are efforts by several Adherents to use momentum and key international fora to raise the profile of the DAC Recommendation. For instance, the Czech

EU Presidency put the DAC Recommendation as a topic of discussion within various EU working parties. Key principles of the DAC Recommendation were mainstreamed in specific thematic insights such as food security, disaster risk reduction, gender and locally led development. The discussions culminated in the creation of practical guidelines for implementing the HDP nexus in the European Union's external actions. These guidelines were then shared with all EU delegations and bilateral embassies. Efforts initiated by Czechia were continued throughout the Spanish Presidency of the European Union, which placed a special focus on the link between the humanitarian and peace pillars, including a joint visit to Colombia.

135. DAC country peer reviews have also acted as a central tool for the effective dissemination of the DAC Recommendation at the level of DAC Adherents. Discussions on the DAC Recommendation and analysis of its implementation in the context of DAC peer review processes have contributed to raising awareness of the DAC Recommendation among different stakeholders, including domestic, private sector and civil society organisations among both DAC Adherents and partner countries and territories.

136. Dedicated donor-based training was also provided. Activities to present and discuss what is meant by HDP approaches and disseminate the principles put forward by the DAC Recommendation have also taken place at the request of specific Adherents. For example, in May 2023, the Portuguese development agency and the DAC/INCAF Secretariat delivered an in-person event to raise awareness among staff in several relevant ministries, such as the Ministries of Interior, Defence, Social Affairs or Health; co-ordination offices of the Portuguese government; and civil society organisations and academia, on the content, meaning and implication of the DAC Recommendation in their daily work. Several similar online workshops were organised between 2019 and 2024.

137. The First and Second High-Level Roundtables of the Partnership for Peace, which led to the creation of the DAC-UN Dialogue, also contributed to raising awareness and disseminating the principles put forth by the DAC Recommendation, including through the launch of the Nexus Interim Report in May 2022.

138. Moving forward, steps are being taken to disseminate the DAC Recommendation further, including by liaising with non-Adherents, some of which have expressed an interest in adhering to the DAC Recommendation. Steps include, for example, exchanges with other UN entities as well as with several IFIs. However, dissemination efforts would benefit from broadening beyond experts and potential Adherents, to cover MDBs for example. Most banks might face legal impediments to adhere formally to the DAC Recommendation. Yet, given their role in supporting the governments of fragile countries and territories and working with HDP nexus actors, it is important for them to understand the benefits of HDP nexus approaches on their portfolios of guarantees, loans and grants in the most challenging political contexts.

139. Additionally, several Adherents underscore a lack of knowledge and understanding of the DAC Recommendation at the country level. This has resulted in different and sometimes diverging understandings of what the HDP nexus is and entails. The conceptualisation of HDP nexus approaches could seek to better align HDP operations towards common objectives, while respecting individual mandates. However, it is sometimes – unhelpfully – understood as a new programming modality giving rise to HDP nexus projects.

5. Summary and conclusions

140. Adherents are giving a lot of value and importance to HDP nexus approaches. Several DAC members in particular have developed nexus strategies or integrated HDP nexus approaches in their development co-operation or humanitarian strategies. Some DAC Adherents have altered their administrative architecture for better coherence and complementarity across the HDP nexus, thereby leading to strengthened internal co-ordination and bringing development co-operation more coherently in line with foreign policy objectives. The evidence collected and the analysis indicate that the DAC Recommendation is a powerful instrument to foster positive change in the context of fragile and conflict-affected situations.

141. The DAC Recommendation did not create the HDP nexus concept, but it did create impetus for Adherents to ensure that the nexus has an impact on operational and financing practices. Across its three pillars, the DAC Recommendation has supported the development of a series of concrete HDP nexus-related initiatives in different countries and territories across the world. A number of changes in the co-ordination, design and operation of Adherents' approaches, as well as in issues of mobilising financing, were incentivised by the DAC Recommendation.

142. Progress on implementing the DAC Recommendation remains uneven – both between provisions and across Adherents. In particular, co-ordination challenges remain, not least in relation to joined-up efforts (i.e. analysis, programming, financing, evaluation, etc.), as well as several core obstacles to enhancing programming and financing across the HDP nexus. Adherents need to continue their efforts in this regard, including through the DAC-UN Dialogue. In doing so, they need to open up to key non-Adherent stakeholders such as IFIs and MDBs, and organisations and entities with a co-ordination and financing role.

143. The full potential of the DAC Recommendation will not be achieved without a fundamental change in the current crisis response models and architecture. HDP nexus approaches aim to bring coherence and complementarity between humanitarian, development and peace components of international engagement in fragile or conflict-affected contexts. Many Adherents have taken as many steps as possible to ensure better nexus approaches in their engagement within their current administrative, financing and legal framework.

144. However, by and large, the international community's current crisis response model broadly maintains programming and financing as separate segmented – rather than complementary – processes. This fails to address the key enablers of and constraints to implementing the DAC Recommendation identified in this reporting exercise. Effective implementation of the DAC Recommendation would require a solid analysis of the remaining challenges expressed in this Report and the initiation of a discussion among Adherents about what changes are necessary, relevant and, above all, possible in the context of the existing framework.

Implementation

145. A majority of Adherents have made progress in implementing the provisions of the DAC Recommendation. DAC Adherents in particular, have developed new policies, strategies or modalities to increase coherence and complementarity across their development and humanitarian instruments toward a peace objective. To a certain extent,

the DAC Recommendation has been instrumental in initiating new approaches to a shared understanding of risks, fragility and improved resilience.

146. Unsurprisingly, challenges remain. Given the very broad scope of the DAC Recommendation and its potential transformational effect, the full potential of these new approaches to fragility and crisis response is yet to be realised in most contexts.

147. Conflict sensitivity is increasingly understood and integrated into development and humanitarian aid mechanisms. The traditional “do no harm” approach is gradually evolving toward a conscious effort towards peace positivity. Initial questions about what the peace pillar represented in the DAC Recommendation have somewhat receded but the understanding of what it actually is remains uneven. To that point, Adherents underline insufficient analytical capacities and staff expertise on peace and conflict prevention as major constraints.

148. Co-ordination across the HDP nexus remains uneven. Internal co-ordination and coherence have started to improve, with some internal reorganisation being put in place for some Adherents. This effort needs to continue, but organisational and institutional changes are needed to shift away from organisation-centric models to initiate more collective work on programming and financing. The effectiveness of such joint processes or information sharing depends on their timing and on the early involvement of donors.

149. Leadership on co-ordination remains difficult across the nexus. Humanitarian co-ordination remains the strongest across the HDP nexus, based on a solid need assessment mechanism, a community of actors driven by a shared objective, and principles over a limited set of actors and activities. Development co-ordination, and in particular donor co-ordination, remains weaker. Leadership of RCs/HCs should be supported further, not only in terms of capacity, but also in terms of political support, especially in contexts where the political dialogue with the national government is constrained.

150. Adherents have yet to fully adopt conflict prevention and peacebuilding. There is significant scope for the peace dimension to be more strongly anchored in the rationale and deployment of the humanitarian and development dimensions, and for concrete progress on prevention efforts and measures. Analytical and programmatic engagement with peace actors and organisations must now be accelerated to include conflict prevention as a regular feature of programming.

151. People-centred programming still requires significant changes. People-centred policies and programming is a stated priority for all Adherents. Yet people-centred programming is based on the analysis of risks and coping capacity across all dimensions of fragility. Such analysis is rare, and programming is primarily based on the nature and labels of the available budgets. For instance, humanitarian programming is constructed to fill “humanitarian needs” for the most vulnerable that are reachable. Yet fragility and conflict do not only impact the most vulnerable. Across the HDP nexus, supporting the necessary transformation to positively alter the conflict dynamics requires crisis response mechanisms that can support local factors of economic, societal or political resilience in the same way it meets humanitarian needs.

152. Risk tolerance and management has not significantly evolved since the adoption of the DAC Recommendation. Adherents, in particular DAC Adherents, naturally pay particular attention to mitigating the potential financial and reputational risks that they may face in engaging public money in risky environments. This can be at odds with stated priorities and prevents some flexibility in adapting to evolving contexts. Adherents could further adapt to the risk environments in which they operate to ensure they develop and adopt the systems and frameworks necessary to effectively respond to a crisis when it occurs. Understanding and managing risks requires a solid contextual analysis, which is

also a pre-requisite for a “do no harm” approach. As Adherents adapt their risk frameworks, sharing lessons learnt will be valuable as new actors seek to engage in fragile contexts.

153. While a majority of Adherents have been working to strengthen national and local capacities, recent studies take stock of challenges in shifting a larger share of decision making and ODA to local stakeholders. The locally led development agenda seeks to alter the nature of partnerships between Adherents and local stakeholders toward shared development objectives. Developing local capacity is not primarily about helping local actors navigate their access to international finance, but more about accepting risks, divergent views and priorities and helping to develop an environment in which civic space can thrive. It should, therefore, result in substantial long-term engagement.

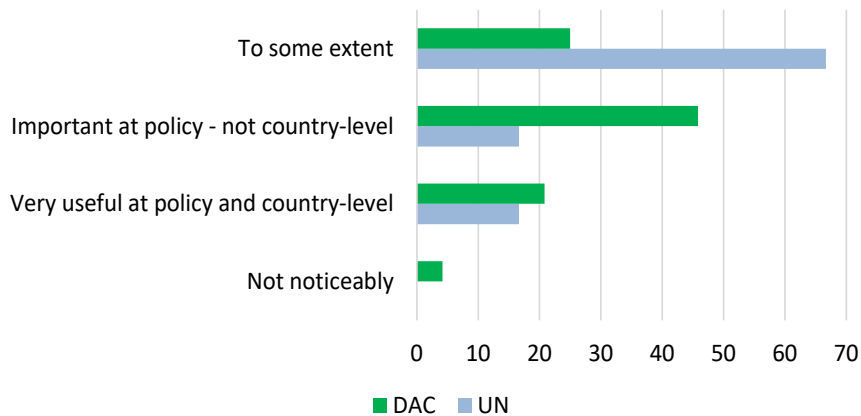
154. An increasing number of Adherents engage in learning from collective HDP nexus engagements and in evaluating their individual performance in that field. Efforts are needed to enhance the quality and sharing of data, learning, good practice examples and evaluation frameworks related to the development and implementation of HDP nexus approaches. There is now scope for Adherents to more regularly and systematically organise and distil knowledge and buy-in on HDP nexus approaches. The “Nexus Academy” initiated by the DAC-UN Dialogue and managed by the UNDP is a good instrument to increase so-called “trilingualism” across humanitarian-development communities. However, changes in practice will occur only when a critical mass of professionals have gone through the curriculum.

155. A vast majority of Adherents are taking steps to adjust their financing practices to better support HDP nexus approaches, although these remain unsystematised processes. The collective financing strategies envisaged by the DAC Recommendation are still largely missing and will need to be an important next step to support programming and co-ordination towards prioritised, common goals across the HDP nexus. Most Adherents have taken significant steps in terms of flexibility, predictability and the long-term visibility of their financing.

Dissemination

156. There have been efforts to disseminate the DAC Recommendation at multiple levels. As presented in Part 5 of this Report, DAC and UN entity Adherents have taken steps to enhance the visibility and awareness of the DAC Recommendation through DAC peer reviews, related discussions and meetings, dedicated policy exchanges, and/or trainings, etc. In parallel, the DAC/INCAF Secretariat has also taken specific actions to raise the profile of the DAC Recommendation and enhance knowledge around its content. This has included participating in, and organising, panel sessions and roundtables on the DAC Recommendation, as well as several high-level international events (see Partnerships for Peace I and II).

157. Further, Adherents consider the DAC-UN Dialogue as an important, useful and valued unique platform to discuss the operationalisation of HDP nexus approaches as embedded in the DAC Recommendation and to share and disseminate good practice examples. Interesting to note, however, is that, overall, the assessment by DAC Adherents tends to be more positive than that by UN entity Adherents (see Figure 5.1). Nuances expressed about the functioning and value added of the DAC-UN Dialogue relate to a couple of key points. First, the DAC-UN Dialogue is considered to have contributed to generating a common understanding of what HDP nexus approaches are and entail, but without yet having enabled these approaches to take form in country contexts. Second, and in terms of thematic and strategic focus, a number of Adherents have called for more emphasis to be put on the peace pillar.

Figure 5.1. Adherents' feedback on the value of the DAC-UN Dialogue

Note: DAC: Development Assistance Committee; UN: United Nations.

Source: Based on the results of the 2023 questionnaire.

158. Different policy fora have taken up nexus approaches in recent years. Many DAC and UN entity Adherents are also part of these policy fora and the need has emerged to avoid duplication when different parts of Adherents' administrations are discussing the HDP nexus in different set-ups.

Continued relevance

159. The objectives and issues, challenges and good practices identified in the DAC Recommendation remain relevant. This Report reflects for Adherents the growing importance of HDP nexus approaches since 2019, not least in view of the growing fragility following the COVID-19 pandemic, the war in Ukraine, the global power shift in a fragmented geopolitical context and the growing impacts of climate change. The questionnaire carried out in May 2023 reveals that a resounding majority of Adherents (95% of DAC Respondents and 85% of UN entity Respondents) consider that the DAC Recommendation serves its purpose and does not require any update at the moment.

160. The DAC Recommendation has become a widely accepted common standard, beyond the DAC membership. With the adherence of UN entities, the policy dialogue about implementation of the HDP nexus is also anchored in the multilateral system, allowing for a more consistent and meaningful execution of HDP nexus approaches.

161. The evolving context has highlighted the continued relevance of the DAC Recommendation despite remaining shortcomings in its implementation. With a view to enhancing Adherents' – and other key stakeholders' – operationalisation of the HDP nexus, it will be important to continue to support Adherents, including in identifying good practice examples and policies.

162. The call to Adherents to prioritise prevention and peacebuilding appears to not have been fully taken up yet, which is an obstacle to the relevance of the HDP nexus approaches. The scope is significant for reaching a shared understanding of what peace support entails for each aspect of humanitarian, development and peace interventions. This is particularly relevant given the increase in politically constrained environments since the adoption of the DAC Recommendation in 2019, as recalled in the [Communiqué of the DAC High Level Meeting](#) in November 2023.

Next steps

163. The findings presented in this Report show that all Respondents – even those most at the vanguard – have not yet fully explored or implemented all of the measures articulated in the DAC Recommendation. This is not surprising given the broad scope of the DAC Recommendation, the transformational aspect of many of its provisions, and the complexity of operating in fragile and conflict-affected contexts. The DAC Recommendation remains a framework for continued collective reflection among DAC and UN entity Adherents and beyond about the modalities of engaging in fragile and conflict-affected contexts.

164. Further support for the implementation of the DAC Recommendation will enhance Adherents' ability to operationalise HDP nexus approaches and develop a modernised model for conflict prevention and crisis response. The quality of development co-operation and the 2030 Agenda depend on humanitarian, development and peace actors working together. Continued assessment of Adherents' implementation of the DAC Recommendation, notably through DAC peer reviews or *ad hoc* requests for support, will foster collective learning and accountability by Adherents. Several Adherents have highlighted the fact that the DAC Recommendation lists a set of principles to aspire to, but that it lacks concrete guidance to support its implementation. More detailed and focused explanations of the provisions of the DAC Recommendation and guidance on how to implement it could also serve to enhance its effectiveness and implementation.

165. In addition to Adherents' dissemination efforts, including through the DAC-UN Dialogue, dissemination of the DAC Recommendation could be further enhanced both within and beyond Adherents. On the one hand, the objectives of the DAC Recommendation could be better translated at the operational level, combined with raising awareness internally about the corporate commitments made through the DAC Recommendation. This could be done by developing more user-friendly communication supports (i.e. infographics, informational and explanatory videos, short and focused material) in different languages; targeted communications for decision makers at both headquarters and country level; presentations on how to implement nexus approaches could be tailored to donor capacities on the ground; etc. Organising events on the operationalisation of HDP nexus approaches adapted to specific country contexts would enable relevant actors to gather to discuss key challenges, convening experts and practitioners from headquarters levels as needed. These dissemination efforts could be jointly undertaken by members of the DAC-UN Dialogue at the country level to maximise efforts and share costs and resources. On the other hand, more active relations with non-Adherents having a co-ordination and financing role could be developed. For example, engaging IFIs and MDBs active in fragile and conflict-affected contexts could serve to enable enhanced HDP nexus approaches given their central role in many co-ordination mechanisms.

166. With this in mind, it is proposed that INCAF continues to monitor through the peer reviews and report on the implementation, dissemination and continued relevance of the DAC Recommendation to the DAC thereon in ten years. This time frame would:

- Allow sufficient time to be allocated to support Adherents to foster and catalyse substantial systemic change in the way they approach fragility and crises. It would allow them time to sharpen their HDP nexus lens and approach in their co-ordination, programming and financing frameworks and instruments.
- Allow for information sharing and multiple exchanges among Adherents and relevant key stakeholders with a view to strengthen peer learning – and the

identification of good practice examples – on how best to operationalise HDP nexus approaches in fragile and conflict-affected contexts.

167. *Ad hoc* updates or thematically focused reports, regular reports on the progress of implementation, or specific evidence and learnings could be prepared as needed. To complement these activities, relevant partnerships will be sought with other policy networks working on nexus approaches to bring development, peace and humanitarian communities closer for greater coherence and complementarities. It is also proposed to maintain a regular discussion at INCAF level to share experience on efforts and challenges to implement the DAC Recommendation. This will foster peer learning and collective responses, ensuring that the momentum created around the HDP nexus continues. In doing so, these issues will remain high on the international agenda and will be better integrated with other global priorities such as climate, locally led development and development effectiveness.

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