



GUIDANCE NOTE FOR SIDA

# Humanitarian-Development- Peace Nexus

# WORDS FROM THE DIRECTOR GENERAL

Fragility, violent conflicts and crises do not only lead to increased humanitarian needs and displacement, it also threatens efforts to reduce poverty and ultimately to achieve the commitments made under the 2030 Agenda. In 2030, it is estimated that 80 % of the world's extreme poor will live in fragile contexts. Conflicts also drive the majority of all humanitarian needs globally.

In 2020, the 10 largest crises are home to approximately 6% of the world's population and produce 74% of the world's refugees. These crises are protracted, both in duration and complexity and include armed conflicts, disease epidemics and natural disasters. A majority of Sida's bilateral development cooperation is directed to these crises, in line with our operational objectives 2020-2022 to reach the world's poorest and most vulnerable.

Recognising these challenges, we need to continue to build more complementarity between humanitarian, development and peace actions. We need to reduce risks and needs, strengthen resilience, better prevent crises and contribute to solving root causes. It requires a common understanding of the importance of working together and a strong collaborative approach to achieve it.

In 2019, a DAC Recommendation was developed in response to the call for strengthened policy and operational coherence by humanitarian, development and peace actors. It reflects commitments made across key global frameworks including Agenda 2030, the Sustaining Peace resolutions and Agenda for Humanity, among others.

In 2020 further commitments have been made to strengthen coordination between adhering UN agencies and between UN and DAC members to increase efforts to operationalise the recommendation, to coordinate bilateral and multilateral efforts, and to support effective partnerships in fragile contexts as means to improve collective efforts to sustain peace, end humanitarian needs and drive sustainable development.

This guidance note builds on these commitments, but also on the good practices developed during the recent years in coordination, analysis and financing on country level by Sida. It will support and guide Sida's continued work, in operations on the ground as well as in our international dialogue with partners and other donors. Its implementation will strengthen coordination, programming and financing to address people's needs, risks and vulnerabilities, increasing their resilience and strengthen prevention efforts in order to ensure we reach the furthest behind.

*Carin Jämtin, DG*

**Cover photo:** A man and a woman from the Amhara province in Ethiopia sharing household chores. Photo: Paulos Berglöf/Sida.

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# INTRODUCTION

## Why there is a need for increased coherence between humanitarian-development-peace efforts

While the world has seen a global decline in extreme poverty over the last decades, poverty is increasingly concentrated to situations affected by armed conflicts, fragility and complex protracted crises. OECD/DAC estimates that as many as 80 % of people living in extreme poverty may live in fragile and conflict-affected countries by 2030 if their situation still are unaddressed.

Humanitarian needs and the number of refugees and internally displaced persons have escalated in recent years. Violent conflicts are now the main driver of both humanitarian needs and forced displacement.

At the same time, climate-related shocks and disasters are becoming more frequent and intense, adding to the complexity, severity and length of crises. Conflict and climate-related risks often overlap or reinforce each other; complex and protracted needs are fuelling local level tensions over key natural resources that increasingly result in violence. For example, increased food insecurity in many countries are linked to both conflict and climate shocks. The COVID-19 pandemic is likely to further deepen poverty, exacerbate needs and reverse development gains. The extent of the effects on poor and vulnerable populations remains to be seen but there are already reports on possible deepened conflicts and increased food crises in for example the Horn of Africa.

Swedish and international development cooperation is increasingly focused on conflict and crisis-affected countries. In 2020, out of Sida's ten largest recipient countries, eight are conflict-affected and receive both long-term development and humanitarian support. As a consequence, Sida's humanitarian assistance and development cooperation often target the same countries.

In order to more effectively strengthen people's rights, reduce peoples' needs, risks and vulnerabilities, support prevention of crises and conflicts and consequently shift from delivering humanitarian assistance toward sustainable development, Swedish and international aid need to increase coordination, collaboration and coherence between humanitarian,

development and peace efforts to reach the poorest and most vulnerable. This is in line with the principles of aid effectiveness, Agenda 2030 and 'leaving no one behind'.

### *Purpose and reading instructions*

The purpose of this guidance note is to increase the understanding of what the Humanitarian-Development-Peace (HDP) nexus means for Sida, and to provide guidance for a nexus approach for Sida's global, regional and bilateral work. The first part of this guidance note aims to clarify key concepts and define Sida's approach HDP-nexus. The second part gives guidance on how to implement the nexus approach and describes Sida's resources and support.

## The Humanitarian-Development-Peace Nexus and key terminology

The idea that humanitarian and development actors should work together for more effective aid and development in crises and conflict contexts is not new. There have been several different initiatives over the years, such as "bridging the gap", early recovery, linking relief, rehabilitation and development (LRRD), the New Way of Working, the double nexus, resilience, etc. The awareness that it is necessary to include peacebuilding efforts to efficiently address root causes of crises and conflicts has emerged over the past few years.

[The DAC Recommendation on the Humanitarian-Development-Peace Nexus](#) was adopted in 2019 (including by Sweden) and is the latest international commitment to achieve better development results and reduce humanitarian needs, particularly in protracted crises. The DAC Recommendation is a legal instrument on which signatories will be held to account through OECD/DAC peer reviews.

In the recommendation the HDP-nexus refers to the interlinkages between humanitarian, development and peace efforts. These interlinkages imply improved coordination, coherence and complementarity, as well as a shared understanding of the root causes of crises and conflicts, shared targets and goals, with the aim to reduce needs, risks and vulnerabilities and to prevent crises and conflicts. For Sida, the multi-dimensional poverty perspective will be a driver for engagement in the nexus.

Sida's humanitarian assistance is programmed through the Humanitarian Crisis Analysis and development cooperation is governed by the development cooperation strategies, this adage would imply an increased focus on prevention in both humanitarian and development cooperation. For the international community at large, prevention efforts needs to be improved at all levels, including through political and diplomatic dialogue, and peacekeeping missions, for example.

There are already several good examples at Sida from working with a nexus approach, especially from humanitarian-development interlinkages, including experiences from applying a resilience approach. However, both the [OECD/DAC Peer Review of Sweden](#) and a review of the [Swedish National Audit Office](#) have identified the lack of a more systematic approach to linking humanitarian with development efforts, something this guidance note aims to address.

The Policy Framework for Swedish Development Cooperation and Humanitarian Assistance underlines the importance of cooperation and establishing synergies between humanitarian and development efforts. The [Swedish government's response](#) to the National Audit Office review, states humanitarian assistance and development cooperation have the common goal of creating preconditions for better living conditions for people living in poverty and under oppression. The government stresses that the common goal underlines the coherence between humanitarian and development efforts as well as the importance of cooperation between the two. Also, Sida's Operational Plan takes the principle of 'leaving no one behind' as a starting point and outlines that Sida should "develop methods, ways of working and routines that enable an effective interplay between humanitarian aid and long-term development, including peacebuilding contributions".

Sida's approach to the humanitarian-development-peace nexus is based on the DAC Recommendation and takes the rights and needs of poor and crisis-affected people as its point of departure. The HDP-nexus approach is precisely that, an approach rather than specific or individual contributions. Sida's contributions and programming should be a part of and support the implementation of the nexus approach. To enhance a common understanding of the

nexus approach, the following definitions from OECD/DAC could be helpful:

- **Nexus** refers to the interlinkages between humanitarian, development and peace (HDP) actions.
- **Nexus approach** refers to the aim of strengthening collaboration, coherence and complementarity. The approach seeks to capitalize on the comparative advantages and relevance of each of the three pillars in a specific context in order to reduce overall vulnerability and unmet needs, to address root causes of conflict and strengthen risk management capacities.
- A way of operationalising the nexus is through a **joined-up approach**. This includes a coherent and complementary coordination, programming and financing of humanitarian, development and peace efforts that are based on shared risk-informed and gender-sensitive analysis, while ensuring that humanitarian action always remains needs-based and principled.
- **Collective outcomes** are commonly agreed measurable results or impacts enhanced by the combined efforts of different actors, within their specific mandates, usually over a period of 3-5 years. (More information can be found [here](#) and [here](#))
- **Resilience** as the ability of households, communities and nations to absorb and recover from shocks, whilst positively adapting and transforming their structures and means for living in the face of long-term stresses, change and uncertainty. Resilience is about addressing the root causes of crises while strengthening the capacities and resources of a system in order to cope with risks, stresses and shocks.

#### Box 1: Understanding resilience and the nexus.

For Sida, increased coherence between humanitarian, development and peace is closely linked to resilience in crises affected contexts – if the nexus is done well, it can be a way to strengthen people's and communities resilience to crises. Resilience raises the question about how to design effective support in these contexts in addition to responding to immediate needs. It also functions as a unifying concept where development and humanitarian assistance meet and serve a common purpose.

## The three pillars of the nexus

It is important to underline that the actors in the HDP-nexus are guided by different mandates, strategies, financing mechanisms and timeframes. The nexus is not about merging activities, but rather strengthening coherence, complementarity and collaboration between the three pillars; humanitarian, development and peace. Applying a nexus approach implies to shift mindset in analysis, programming and financing to work more with understanding risks and vulnerabilities and to focus more on prevention and building resilience. For Sida, the three pillars can be described as the following:

### *Humanitarian pillar*

Swedish humanitarian aid is based on international humanitarian law, guided by the humanitarian principles and aims to help to save lives, alleviate suffering and uphold human dignity for the benefit of people in need who are, or are at risk of becoming the victims of armed conflicts, natural disasters or other disaster situations.

#### **Box 2: The Humanitarian Principles.**

*Humanity:* Human suffering must be addressed wherever it is found. The purpose of humanitarian action is to protect life and health and ensure respect for human beings.

*Neutrality:* Humanitarian actors must not take sides in hostilities or engage in controversies of a political, racial, religious or ideological nature.

*Impartiality:* Humanitarian action must be carried out based on need alone, giving priority to the most urgent cases of distress and making no distinctions based on nationality, race, gender, religious belief, class or political opinion.

*Independence:* Humanitarian action must be autonomous from the political, economic, military or other objectives that any actor may hold with regard to areas where humanitarian action is being implemented.

Sida's humanitarian assistance is governed by the Strategy for Sweden's Humanitarian Aid. Humanitarian analysis and allocations are made on an annual basis to ensure flexibility to meet changing humanitarian needs globally. The humanitarian allocation mechanism is needs-based to ensure impartiality.

The DAC Recommendation refers specifically to the commitments made at the [World Humanitarian Summit](#) in 2016 and to the [New Way of Working](#) – essentially increased coordination and cooperation between actors working in crisis and conflict – affected countries in order to more effectively meet people's immediate humanitarian needs while at the same time reducing risk and vulnerability. The Recommendation also outlines the importance of preserving distinct humanitarian coordination structures and of protecting the space for principled humanitarian action.

There are some concerns that a close collaboration between humanitarian actors and other actors in the nexus – e.g. in the field of peacekeeping, political mediation and dialogue or security – may risk compromising the humanitarian principles. In a worst case scenario, applying a nexus approach could risk that humanitarian actors are perceived as part of a political agenda or process, and thereby not perceived as neutral and as a result losing trust from stakeholders and access to recipients.

Sweden's commitment to safeguard humanitarian principles and humanitarian access shall not be compromised by applying a nexus approach. Instead the nexus approach should help ensure that diplomatic, stabilizing and civil security efforts for peace and security are designed in coherence with overarching humanitarian, development and peacebuilding goals.

### *Development pillar*

Sida's development cooperation is governed by global (thematic), regional and country strategies. The importance of establishing synergies between strategies, not least between humanitarian assistance and development cooperation, is reflected in practically all of the Swedish development cooperation strategies, some recently even referring explicitly to the nexus approach.

The aim of Sweden's international development cooperation is to create preconditions for better living conditions for people living in poverty and under oppression. The perspective of poor people on development and the rights-based perspective are the points of departure for Sida's development cooperation. In addition, the following three perspectives should be integrated in Swedish development

cooperation: the environment and climate, gender and conflict perspectives. Sida has adopted a multidimensional approach to poverty, in essence meaning that poverty is not only the lack of material resources, but also the lack of power and voice, lack of opportunities and choice, and/or lack of human security.

[Agenda 2030](#) with the [Sustainable Development Goals](#) and the concept of 'leaving no one behind' informs both the DAC Recommendation and Sida's work.

#### *Peace pillar*

[International peacebuilding and peacekeeping](#) is guided by the Charter of the UN and several UN Security Council Resolutions, including key resolutions on [Sustaining Peace](#), which is referenced by the DAC Recommendation. In 2018 the EU Council adopted the [Integrated Approach to External Conflict and Crises](#) wherein the HDP-nexus is a priority. These commitments aim to prevent the outbreak and escalation of conflicts, to address root causes, to promote national reconciliation and to move towards recovery, reconstruction and development. As such the peace pillar includes both development cooperation efforts on peace, UN peacekeeping missions, as well as stabilization efforts, diplomatic and political dialogue and mediation.

The DAC Recommendation outlines that all actors in the nexus, within their respective roles and mandates should strive to make a positive contribution to prevent armed conflict and violence, promote sustainable peace, and at a minimum, adopt a 'do no harm' and conflict sensitive approach.

There is an international discussion about how to interpret the peace pillar. The discussion makes reference to the "**small p**", which includes long-term development cooperation efforts (under [ODA-eligibility rules](#)) for civilian peacebuilding, conflict prevention, inclusive approaches and social cohesion efforts. Whereas the "**large P**" includes military actors/activities, such as peacekeeping, political missions/mediation and civilian security actors (in short, non-ODA activities).

As noted above, Swedish development cooperation is increasingly focused on fragile and conflict affected countries. Several regional and bilateral strategies have goals relating to peaceful and inclusive societies. Sida has long supported conflict prevention and

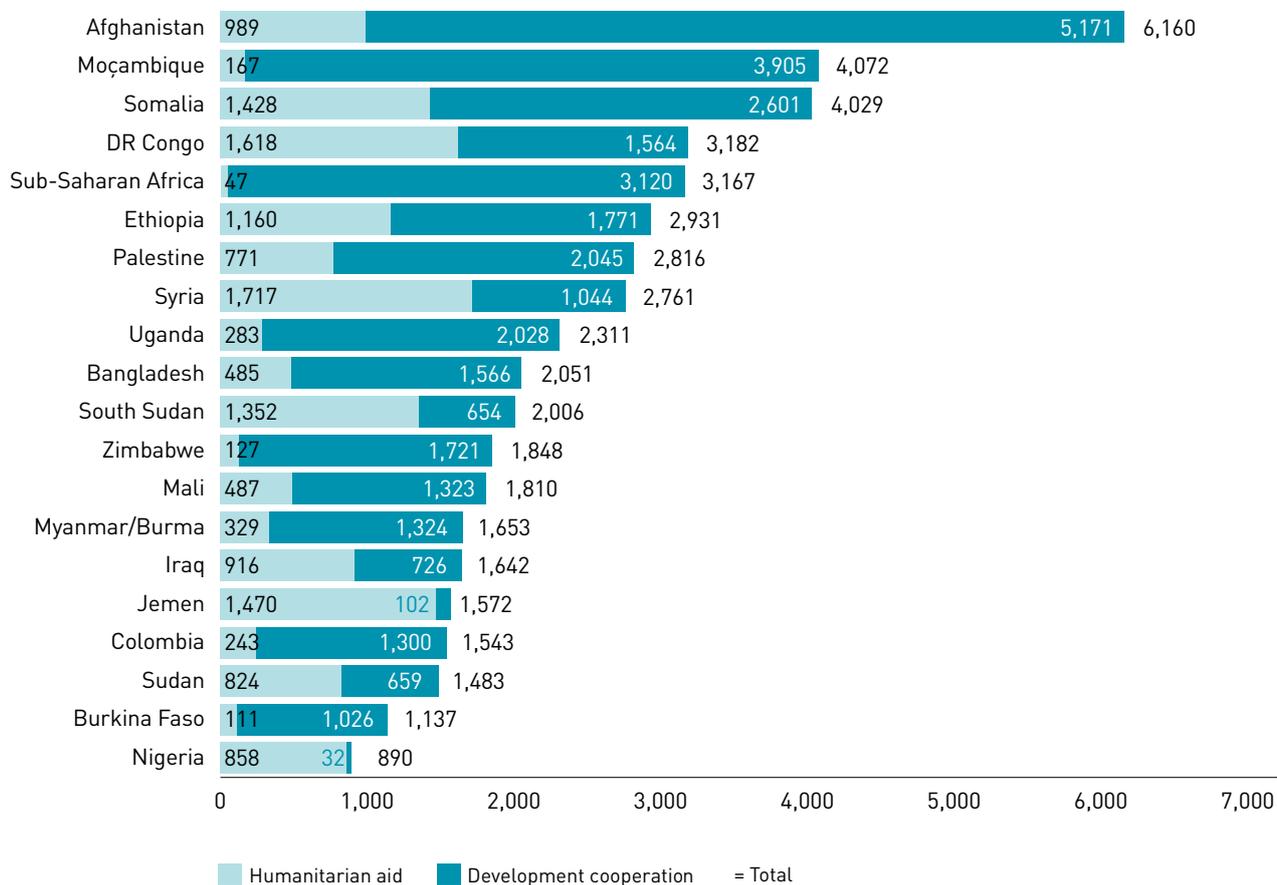
peacebuilding as part of development cooperation, as well as through the integration of the conflict perspective in both humanitarian assistance and development cooperation. As such, **peace efforts supported by Sida are part of the development pillar.**

With regards to activities under the "large P", where the context allows and with respect for humanitarian principles, it is important that Sida, as part of Team Sweden, promotes the nexus approach among "non-ODA actors", including through coordination and information sharing.

#### *Where Sida should work with the nexus approach*

A nexus approach is of particular importance in fragile and conflict-affected contexts, but should be applied by Sida in all contexts with humanitarian and development support. How prevalent activities are under each of the three pillars of the nexus in a given context will differ. Depending on the local conditions, the nexus approach will need to adapt to the specific context, in some places actors from all three pillars are present and active, in others places a sub-set of actors (e.g. humanitarian/development, development/peace or humanitarian/peace). However, under the nexus approach Sida's programming should to a larger extent be risk-informed and include aspects of crisis or conflict prevention. The level of Sida's engagement will also differ depending on if Sida predominately implements humanitarian assistance or development cooperation, and on the size of the humanitarian assistance and development cooperation respectively, and on if Sida has presence in a country. In all contexts, the conflict perspective should be applied.

Figure 1: Sida's top recipients of humanitarian aid and development cooperation, during 2014–2019.



# GUIDANCE

This part of the Guidance Note is structured along the lines of the DAC Recommendation, which has three overarching themes: Coordination, which includes analysis and dialogue, Programming, including learning, and Financing. The DAC Recommendation and this Guidance outline how to apply a nexus approach, including 11 principles outlined in the DAC Recommendation and included below in Figure 2.<sup>1</sup> It should be stressed again that there is no 'one-size-fits-all', the approach should be adapted to the local conditions and context. The DAC Recommendation states "prevention always, development wherever possible, humanitarian action when necessary", which is an important starting point.

## A. Coordination – Analysis, Dialogue and Coordination

Coordinated efforts based on a common understanding among stakeholders is the basis of the HDP-nexus. Coordination should therefore be based on a common analysis. In coordination, dialogue is a key tool for increased understanding and to promote the approach among stakeholders.

<sup>1</sup> See Annex 1

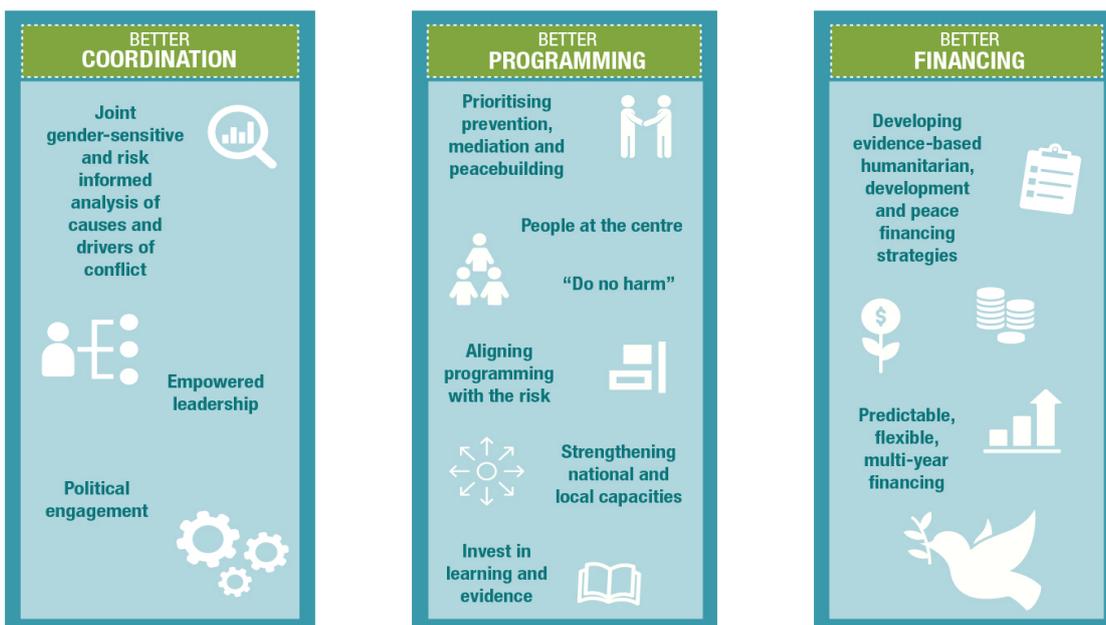
## Analysis

The point of departure for an HDP-approach is a shared understanding of risks, needs, vulnerability, rights, resilience and underlying causes of crises and conflicts. Separate humanitarian, development and conflict analyses risk separate responses and disparate activities.

To enable a HDP-nexus approach, Sida should therefore support joint, risk-informed gender sensitive analysis of root causes and structural drivers of conflict. The analysis should ideally identify national and local capacities for crisis and risk management, including conflict resolution.

Sida has two separate analytical tools – the Humanitarian Crisis Analysis (HCA) and the Multidimensional Poverty Analysis (MDPA). While these have different purposes they can and should inform each other.

**Figure 2: The DAC Recommendation outlines 11 principles for the HDP-nexus approach, as presented in the figure.**



Courtesy of OECD/DAC.

On an annual basis Sida prepares HCAs for the largest humanitarian crises. The HCA is Sida's tool for both analysing and programming humanitarian assistance. The process is separated from development strategies to ensure adherence with the humanitarian principles. It is based on the analysis and priorities outlined in UN OCHA's Humanitarian or Regional Response Plans (HRP/RRP). Sida's HCAs often have a strong focus on protection and multisector-support as well as on humanitarian coordination. The HCA includes a section on potential synergies with development efforts, including peacebuilding. To forge links between the pillars in the nexus Sida's humanitarian unit should continue to include bilateral, and if relevant, regional and global development colleagues, including on peace and security, in the HCA processes.

An MDPA deepens Sida's understanding of development needs by analysing who is poor and how poverty manifests itself, as well as the causes of poverty and the constraints to poverty reduction, and risks for increased or deepened poverty. Once an MDPA has been developed, it should be revisited and revised at strategic occasions, during the strategy proposal phase and mid-term review. Similarly as for the HCA process, when developing and updating the MDPA, humanitarian and peace advisors should actively participate, and humanitarian analyses and reports should inform the analysis. In conflict-affected contexts it is especially important to understand how the lack of human security affects other dimensions of poverty and how the conflict context constrains people from moving out of poverty. Living in poverty affects a person's vulnerability to different types of risks that can push them deeper into poverty. Understanding risks and vulnerability as well as peoples' and communities' abilities to manage these risks is therefore an important component of understanding the multidimensional nature of poverty, and should be used as part of the shared analysis in the nexus approach.

Other analyses might be needed to deepen the analysis of certain aspects, like gender, resilience or power analyses, political developments, etc. These should feed into the MDPA. In some cases Sida has developed country specific nexus plans which can be a useful tool to highlight opportunities for synergies and cooperation.

In Stockholm, Sida should invite the Ministry for Foreign Affairs (MFA) to take part in Sida's analyses, and Sida should encourage the MFA to share its analyses and relevant reporting. In strategies shared with the Folke Bernadotte Academy (FBA), the analysis should ideally be joint, but as a minimum coordinated and shared. In foreign missions, such exchange should take place continuously.

At country-level, Sida should encourage that a common or joined-up analysis is undertaken with participation from relevant stakeholders of the nexus. Sida should participate in such a multi-stakeholder analysis, or as a minimum, Sida's own analysis (HCA or MDPA or other) should build on such analysis. Reciprocally, where feasible, Sida should also be ready to share its analysis with partners. There are many examples of analyses at country-level which Sida could engage with or draw from, such as country/government specific development analysis/plans or corresponding processes from the EU, UN, World Bank, NGO's, think-tanks, etc.

**Box 3: Efforts at doing joint analysis and programming are taking place in several contexts.**

Multi-mandated-UN agencies (working both with humanitarian assistance and long-term development cooperation) such as FAO and WFP have joined forces with organisations with a focus on the peace pillar, such as SIPRI and Interpeace to enhance conflict sensitivity and seize opportunities to support peace outcomes. The World Bank and UNHCR are increasingly cooperating on sustainable solutions for refugees and migrants.

### Dialogue

To strengthen the effects of Sida's financial support, humanitarian assistance and development collaboration is combined with dialogue to advance Swedish policies, perspectives and thematic priorities. Hence, in the nexus approach Sida should work for a common understanding, position and messaging on the HDP-nexus together with the MFA, FBA and other relevant Swedish actors, to promote a "Team Sweden" approach across different fora, engagements and activities.

#### Box 4: Nexus in development strategy processes.

As mentioned, establishing synergies between humanitarian assistance and development cooperation is included in most Swedish development cooperation strategies. Therefore, when elaborating a strategy proposal, as well as in operationalising a strategy and reporting on it, it is important to analyse how Sida's development cooperation within the specified support areas can address the needs and vulnerabilities of people living in poverty as well as to contribute to resilience and crisis prevention. The following examples of questions, based on guidance from the MDPA poverty toolbox, could aid a HDP-nexus-oriented analysis:

- What are the most prominent risks or crises (recurring natural disasters, conflicts, economic shocks, etc)? How are peoples well-being affected by these risks? What are the root causes?
- Who are living in poverty, who are the poorest and most vulnerable? What are their development needs? Including questions such as: Who has or may need humanitarian assistance? Who is excluded? Who are most exposed to the effects of the crisis?
- How can Sida's development cooperation address poverty and vulnerability, increase resilience, address the root causes of conflict and crises, and strengthening risk management at local or national level?
- How do the goals in Swedish development cooperation complement humanitarian aid and correspond to collective outcomes, if such exist.
- Are there areas with humanitarian assistance as a result of recurring or protracted crises? Should specific geographical areas be targeted by development cooperation efforts?

In dialogue and collaboration with the MFA, Sida should also address the inclusion of the HDP-nexus at relevant international and country-level meetings and conferences, including advocating for the adherence to the DAC Recommendation on the HDP-Nexus. Another opportunity is to draw on the *good offices* of Sweden, including the MFA, ambassadors and the foreign missions, where relevant, to convene actors and to promote synergies between HDP efforts at all levels, as appropriate.

#### Box 5: Example of analysis from the Syria Crisis Strategy.

For its analysis of development challenges and opportunities for assistance in Syria and neighbouring countries, Sida piloted OECD-DACs method for mapping risks and resources for system-level resilience. The method puts the resilience of people and society in the centre and highlights how different risks and resources interact across sector boundaries.

Sida should advocate for the use of joint analyses and collective outcomes, among donors, multilateral organizations, NGOs and national and local actors at country level. Promote the use of joint funding and programming mechanisms (e.g. pooled funds), including monitoring, which improves coordination on the HDP-nexus. Sida should encourage such organizations to invest in local capacities and ensure that local capacities are a part of the coordinated response.

#### Coordination

In line with the aid effectiveness agenda, the DAC Recommendation states: Support local and national authorities, including legitimate non-state authorities, wherever possible and appropriate and in accordance humanitarian principles and maintained development cooperation objectives, so as to provide leadership of coherent humanitarian, development and peace actions. Supporting local and national ownership is part of the bedrock for Sida's development cooperation, and ideally collective outcomes are based on national or local development plans, where they exist. However, in several contexts it is not possible to work directly with the authorities, for a variety of reasons.

As outlined in the Swedish Humanitarian Strategy, Sida should support and strengthen local and national actors' participation in the cluster and sector cooperation; improve the capacity of government agencies and local and national organisations to implement effective humanitarian response. Moreover, Sida should increase synergies by ensuring that the humanitarian response plans take account of overarching national development plans and/or the UN's development plan and vice-versa – on the condition that the humanitarian principles are respected. This provides for possibilities for enhanced

coordination with development cooperation, strengthening national and local capacities to reduce the needs for humanitarian assistance.

However, in many contexts, Sida relies on the coordination mechanisms set up by UNOCHA under the UN Humanitarian Coordinator (HC). As has been described, coordinated humanitarian action is a priority for Sida, reflected by the support provided to UNOCHA. This support should also “strengthen and supplement national coordination mechanisms wherever possible and relevant”, according to the Strategy.

As the UN Humanitarian Coordinator is usually also the Resident Coordinator (RC) for UN development cooperation, the UN has a unique role in promoting and implementing the nexus. In countries with UN peacekeeping or political missions, the Office of the Special Representative of the Secretary-General (SRSG), enables the UN to provide important leadership and coordination across the HDP nexus at country-level. If appropriate, Sida should empower the leadership by the UN for cost-effective coordination, primarily through active participation, capacity support and potentially through financing.

The humanitarian Financial Tracking Systems (FTS) and similar donor accountability systems for development partners, should be encouraged to promote transparency and accountability to stakeholder. A good understanding of who is doing what and where is also crucial for improved coordination, coherence and complementarity better work together. Donor mapping are often weak in fragile contexts.

As a member state of the EU, there are opportunities for Sweden, and Sida in particular, to promote improved coordination among the other member states as well as within the EU (DG:s ECHO, DEVCO, NEAR and EEAS and FPI). This could be done with the EU Delegations and related fora at country-level, not least through the EU Joint Programming, but it is equally important in interactions with the EU institutions in Brussels. A key document that Sida can draw on and use for the promotion of the HDP nexus approach with EU partners, is the [Council Conclusions on the operationalisation of the humanitarian-development nexus](#). The EU has also developed an internal operational guidance to the HDP nexus, which Sida can use as an entry point for increased engagement.

#### **Box 6: Key messages in analysis, dialogue and coordination.**

- Promote adherence to and implementation of the DAC Recommendation on the HDP Nexus, and its principles.
- Where the context allows, advocate for the inclusion of “big P” actors in the nexus approach, in coherence with overarching humanitarian, development and peacebuilding goals.
- Do and support joint and joined-up analyses. At a minimum, share analyses.
- Encourage risk-informed analyses and programming.
- Ensure that development reaches the most vulnerable, including displaced populations.
- Promote prevention efforts at all levels, including through inclusive development programming.
- Use and promote Collective Outcomes where available.
- Advocate for increased donor coordination across nexus, including mappings – understanding who is doing what where and when is a basic starting point for improved coordination.
- Nexus is not a project – it is an approach that requires working better together.
- Nexus needs to be context-specific and locally anchored.

## **B. Programming**

In many ways, Sida’s approach to development cooperation is already aligned with the principles on Programming in the DAC Recommendation, while some principles will have to be strengthened in Sida’s work. The principles already inherent to Sida’s work, include a people-centred approach that tackles exclusion and promotes gender equality (including the Women Peace and Security agenda); conflict sensitivity; inclusive participation of affected and targeted populations in both planning and implementation, strengthening “voice and participation” and accountability to the beneficiaries; strengthen national and local institutions to foster self-reliance and resilience, in order to gradually phase out the need for humanitarian assistance.

An important part of the HDP-nexus approach is prevention – prevention of crises and conflicts that generate humanitarian needs and poverty and

undermine development. Prevention will take many forms, such as specific conflict prevention efforts through mediation and dialogue, or strengthening resilience of individuals and communities to withstand shocks and stresses. Prevention should not be seen as a specific sector or type of contribution, but rather something that should be a part of Sida's development cooperation portfolio. This can be done by applying Sida's five perspectives, and proactively designing programmes to address root causes and structural drivers of conflicts and crises, strengthening social cohesion, local capacities and building institutions capable of managing risks and crises and thereby reducing humanitarian needs.

While humanitarian assistance remains needs-based and in accordance with the humanitarian principles, the Swedish Humanitarian Strategy outlines that "Sida should promote a stronger interplay between humanitarian actors and development actors so as to strengthen the capacity of individuals and societies to deal with conflicts, disasters and health threats, such as epidemics, and to support sustainable solutions to protracted crises", ultimately paving the way for a transition to development cooperation efforts.

As has been described above, Sida's Humanitarian Country Analyses (HCA) covers both analysis and programming. While humanitarian support is decided at the Humanitarian Unit in Stockholm, most of Sida's bilateral and regional contributions are designed, assessed and decided at the foreign missions, a close dialogue and information sharing between responsible staff members in Stockholm and the field is required.

There are several internal processes in development cooperation where Sida should include the HDP nexus approach, such as operationalization of a new strategy, annual planning, strategy reporting and contribution management.

In operationalizing a new strategy Sida should ensure that humanitarian and peace advisors actively participate. The theory of change should preferably draw on an updated, nexus/resilience-oriented analysis from the strategy proposal, as well as relate to collective outcomes, if such exist. Sida should work together with partners to ensure a common understanding of the nexus approach, and should regularly follow-up with partners in annual dialogues.

#### **Box 7: Collective Outcomes.**

Collective outcomes should be simple, focused, measurable and jointly agreed. Sida should seek to find synergies between result areas in the bilateral country strategies, as well as humanitarian support in the country and relevant collective outcomes. Sida should actively work to maximise joint efforts in the relevant sectors where they coincide. Planning for collective outcomes at country level requires a review of which actor can contribute what to the collective outcome, and agreement on how best humanitarian, development and peace programmes can be sequenced, layered and integrated to best address the different needs of people living in poverty and vulnerability. An example of a collective outcome in the DR Congo is to reduce the number of people living in food insecurity by at least 20% and reduce and maintain the prevalence of wasting to less than 5% within 5 years in targeted provinces. [More on operationalising Collective Outcomes can be found here.](#)

The annual planning and strategy report processes provides opportunities to revisit and update analyses, the theory of change, planning for the portfolio, including identifying actions points for an improved nexus approach, both internally for Sida as well as externally with partners in the relevant country or region, through better joint analysis, dialogue, coordination, programming and financing. As Sida's HCA is the basis for an annual humanitarian programming, coordination between HCA process and the annual report for bilateral and regional development cooperation could be enhanced.

For geographical areas with humanitarian assistance, determine how development cooperation under the specified results areas, can complement humanitarian assistance, with the aim to reduce vulnerability and strengthen resilience, as well as to transition from humanitarian assistance to development cooperation, especially in situations of recurring or protracted crises.

Strategies that include human security or peacebuilding as an area of cooperation, present an opportunity for Sida to collaborate with partners and actors across all three pillars of the nexus. As noted above, even without it as a strategy cooperation area, Sida can still contribute to peacebuilding in different ways, primarily through the integration of the conflict perspective in its development cooperation.

Both the EU, UN and World Bank have piloted HDP nexus approaches in several countries. Even though nexus approaches are being rolled out in many contexts, these pilots should provide opportunities for Sida's engagement with multilateral partners on the HDP nexus, either through development cooperation or humanitarian assistance or, where possible, both.<sup>2</sup>

In some contexts, several HDP or related initiatives will exist in parallel, for example through EU, UN or country-led initiatives. In such circumstances, promotion of a joint analysis could be supported in an effort to enhance better coordination between the different actors.

**Box 8: Complementarity between HDP analysis and plans.**

There are examples of increased complementarity between analysis and plans, including for example the inclusion of internally displaced persons in national plans (e.g. Somalia), links between multi-year Humanitarian Response Plans (HRP) and the UN Sustainable Development Cooperation Framework (UNSDCF) (e.g. DRC) and development of multi-stakeholder vulnerability and resilience frameworks (e.g. by UN DAC in Liptako Gourma) or Recovery and Peacebuilding Assessment. Collective outcomes are also increasingly being developed (e.g. Somalia and DRC).

Social protection interventions can be effective tools in fragile, conflict-affected contexts and can be relevant in an HPD nexus approach, where both humanitarian and development actors supporting the poor and the most vulnerable people and preventing risks of future or recurring crises.

Complementarities between social protection instruments and humanitarian action should be encouraged, particularly in the areas of cash transfers, cash for works/public works, social insurances, social care/protection support as well as labour market/livelihoods support. Sida should engage in learning more about links between humanitarian action and social protection in fragile/crises contexts.

<sup>2</sup> EU pilots: Chad, Iraq, Myanmar, Nigeria, Sudan and Uganda.  
UN/WB pilots: Cameroon, Central African Republic, Guinea-Bissau, Somalia, Sudan, Pakistan and Yemen

**Box 9: Nexus examples.**

Sida has many examples of working with a nexus approach, some of these have been compiled by the [Helpdesk on Human Security and Humanitarian Assistance](#): An example which clearly shows that humanitarian assistance can be reduced by prevention is the Integrated Safety Net Systems (PNSP) for the most vulnerable women and children in rural and urban Ethiopia (PNSP) together with UNICEF and national/local actors.

## C. Financing

Sida has two main funding allocations, humanitarian and development. Support to peacebuilding is funded through Sida's development allocation. Funding can be used as a strategic tool to incentivize change.

The DAC recommends that financing in a nexus approach at global, regional, national and local levels, is evidence-based, and that it is flexible, predictable and multi-year, both with regards to humanitarian, development and peace actions. Sida should encourage humanitarian, development and peacebuilding actors, including the private sector and civil society, to identify and close financing gaps.

In fragile and conflict affected crises contexts, development cooperation should explore financing opportunities that build on and complement humanitarian assistance addressing different dimensions of the crisis, for example to increase and adapt development financing when a crisis arises (so called 'frontloading' development assistance). Thereby increasing flexibility for both humanitarian and in particular development actors. In other contexts, development support, including peace efforts, can be preventative when addressing the risk of crises and prevent the need for humanitarian assistance. In many rapid onset disasters or in certain protracted refugee situations, it can be sequential, where development assistance allow humanitarian action to phase out.

In keeping with the coherence and complementarity axiom, Sida's partners should focus their work on their comparative advantage and expertise. To enable a more coordinated approach, partner organisations can be encouraged to team with each other. NGO:s that form consortia can have an important added

value through close relationships with communities in a variety of areas. Multi-stakeholder pooled funds can add value in terms of bringing together donors and partners towards common goals within the nexus approach.

The so called “multi-mandated” or “double-hatted” organizations, engaged in two or even all three pillars of the nexus, can be supported from both humanitarian and development sides, so called “blended funding” to simultaneously address humanitarian needs, build resilience and address underlying causes of crises, conflict and vulnerability.

Flexible funding is important, but it will depend on the partner’s capacity for flexible programming, including having capacity and resources to adapt to changing circumstances. Sida should prioritize partners that have the capacity to adapt programming as context changes, that has proven sustained engagement and with a focus to strengthen local capacities and ownership. Sida should encourage partners to develop multi-year financing strategies in support of collective outcomes. See [Sida’s guide for Adaptive Management](#) for more information on how to enable cooperation partners to work adaptively.

### Learning and Follow-up

There is a recognised need for more evidence of ‘what works’ in relation to the HDP-nexus. In applying the nexus approach, Sida should prioritise evidence-based follow-up and learning in order to be an efficient and innovative donor agency.

Programmes should include monitoring, evaluation and learning processes, in a manner that is adaptive and supports iterative learning and that partners set-aside sufficient funds and efforts for such learning. Sida should explore innovative approaches in data collection, management and sharing – maintaining disaggregation of data by sex, age, disability, etc, as this can strengthen the effectiveness and complementarity of humanitarian, development and peace actions.

The annual strategy reports present important opportunities for reflection and learning what works regarding interlinkages between HDP and how Sida is contributing to them. Consider including participation by humanitarian and peace specialists in the

**Box 10: Sida should ensure flexibility and innovative approaches to respond to changing contexts. There are several ways to do so for example:**

- through exploring possibilities to maintain a contingency budget at the department or country-level,
- by including an emergency or contingency budget line in contributions,
- by providing core support to partners rather than project support, where relevant,

Sida should also through innovative approaches:

- support crises-modifiers, as a risk management tool to ensure that the most vulnerable are reached. These seek to enable response to possible shocks or crises in development programmes by enabling revision of budgets, applying flexible approaches or employing staff with diverse skills,
- when working with multi-mandated organisations, in order to respond to the changes in the context, consider topping-up existing grants from either the humanitarian or development allocation,
- consider financial support to strengthen leadership for coordination across humanitarian, development and peace architecture, including both local and national authorities, in line with humanitarian principles, as well as UN-lead processes, particularly RC/HC functions.

annual report process, and share finding with relevant stakeholders, including the MFA and FBA. In contribution management, the Sida Annual Conclusion on Performance presents an opportunity to evaluate how individual programmes are contributing to the nexus approach. Use the Conclusion on Performance for reflection on the way forward.

Sida should encourage joint monitoring activities, such as joint field missions or workshops with other donors, implementing partners and national stakeholders, in order to enhance understanding, learning and a common understanding. Joint monitoring mechanisms could be used to ensure regular reviews of progress and to update the joint analysis, in order to adapt the HDP-approach according to changes and challenges. The information and data collected should be shared, as appropriate, with relevant stakeholders to ensure transparency and accountability. Joint monitoring and follow-up is also useful for identifying good practices that can form a knowledge base and promote learning on the nexus approach.

## SIDA RESOURCES AND SUPPORT

In 2019 Sida decided to boost its capacity to work on the humanitarian-development-peace nexus. New staff positions were established at eight foreign missions (Bangladesh, Burkina Faso (regional), DRC, Ethiopia, Jordan (regional), Kenya (covering Somalia), Myanmar and Sudan (also covering South Sudan). In addition, several foreign missions have staff working with combinations of humanitarian and development support as part of their responsibilities. In Stockholm, a policy specialist position was created at the Department for International Organisations and Policy Support (INTEM) and an additional nexus specialist in the Department for Africa.

Foreign missions and Stockholm-based units may receive support from dedicated advisors at the operational departments in areas such as human security, gender, environment/climate resilience, multidimensional poverty analysis, portfolio analysis, support related to contribution assessment, and method support. To support the identification of opportunities for strengthened collaboration, coherence and complementarity across the nexus, services are available through several Sida helpdesks or through framework agreements, e.g. the helpdesks for Peace and Security and Humanitarian Assistance (which has specific HDP nexus competence), Environment and Climate, Gender, etc. Sida closely cooperates with the Ministry of Foreign Affairs and the Folke Bernadotte Academy on how to advance the nexus approach, particularly as regards conflict prevention and the peace pillar.

Ultimately, improved coordination and strengthened synergies requires resources, both human and financial. It is the responsibility of the Head of Development Cooperation at embassies and the Head of Unit at Sida Stockholm to prioritize and allocate resources for an increased engagement on the HDP-nexus approach.

The Nexus Committee, coordinated by the Thematic and Policy Support Unit (INTEM/TEMA), comprising of representatives from different departments, exists to further methods, routines and ways of working to strengthen Sida's nexus approach. The Nexus Committee will support the implementation of this guidance and share experiences from various countries.

Sida will continue to develop methods, routines and ways of working for the nexus approach. Information sharing, and iterative learning should be developed, and Sida Inside will be used for knowledge and experience sharing and exchange.

# ANNEX 1

## The DAC Recommendation on the Humanitarian-Development-Peace Nexus

Adherents are recommended to better **coordinate** across the nexus, and to:

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

Adherents are recommended to **programme** better within the nexus, and to:

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

Adherents are recommended to deliver better **financing** across the nexus, and to:

10. 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.
11. Use predictable, flexible, multi-year financing wherever possible.

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