INTER-AGENCY
HUMANITARIAN
EVALUATION

INTER-AGENCY HUMANITARIAN EVALUATION ON

GENDER EQUALITY

AND THE EMPOWERMENT OF WOMEN AND GIRLS

COMPANION PIECE

REVIEW OF PROGRESS:

MAINSTREAMING GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN AND GIRLS INTO THE HUMANITARIAN, DEVELOPMENT, AND PEACE NEXUS AGENDA

ANNEXES

Final
April 2021

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Annex 1: Screen for reviewing key documents

These questions have been selected because they cover the main areas where it would be expected that gender equality and empowerment of women and girls (GEEWG) would be included, given the focus of the Inter-Agency Standing Committee (IASC) Gender Policy and Handbook, the World Humanitarian Summit (WHS), current literature on GEEWG in the humanitarian, development and peace building spheres, and the findings of the Inter-Agency Humanitarian Evaluation (IAHE). They are also based on the indicators in the current gender accountability frameworks agreed across the UN system, the UN System-wide Action Plan (UN-SWAP) and the UN Country Team (UNCT) Performance Indicators (which cover global and country level gender mainstreaming),[1] and the Gender and Age Marker.

- **Reflection of GEEWG in strategic planning, analysis, and programming**. How is GEEWG reflected in general in these documents? Has an adequate gender analysis been carried out and applied ("adequate" being based on guidance on GEEWG from bodies such as the IASC)? Is the main focus on women as opposed to gender? Are women included as part of a list of "vulnerable" groups? Is there differentiation between different groups of women (based on socio-economic status, ethnicity, sexual orientation, location, disability and other socially defining factors)? Is GEEWG included adequately in results statements and in programming?

- **Transformative approaches**. Are structural causes of gender inequality and disempowerment of women and girls covered in adequate detail? Is there a discussion of the potential for the triple nexus to be transformative in terms of gender roles and gender relations?

- **Gender-based violence**. Is there an adequate level of coverage of gender-based violence, and how is discussion of gender-based violence related to discussions of gender mainstreaming?

- **Data**. Is key data disaggregated by sex? If not, are the reasons for this explained?

- **Coordination**. How far do coordination mechanisms adequately consider mainstreaming gender into the triple nexus process?

- **Participation and resilience**. Are men's, women's, girls' and boys' capacities adequately covered, e.g. as participants in development processes and programming, as major actors in peace building, and in promoting resilience and transformative development?

- **Consultation**. Have affected populations' perspectives (and particularly those of women and girls) been adequately considered in analysis, findings, conclusions, and recommendations?

- **Civil society.** How are perspectives of women's groups/NGOs reflected in the documentation? Has a representative set of NGOs been included?

- **LGBTI (Lesbian Gay Bisexual Transgender and Intersex) people.** Do the documents consider the specific perspectives, needs and capacities of LGBTI people?

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[1] https://www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability

Annex 2: Key informants

1	Global	April Pham	OCHA Senior Gender Advisor
2	Global	Njoki Kinyanjui	DPKO Senior Gender Advisor
3	Global	David Coffey/Tatyana Jiteneva	UN Women Humanitarian Specialists
4	Global	Mervat Shelbaya	Head of IASC Secretariat
5	Global	Lene Aggernaes	UNFPA/IASC RG 4
6	Global	Peter Batchelor	Head, Crisis and Fragility Policy and Engagement Team, UNDP
7	Global	Andreas Schuetz	Humanitarian Development Collaboration Section, OCHA
8	Global	Christoph Oberlack	Humanitarian Development Collaboration Section, OCHA
9	Global	Leah Zamore	New York University
10	Global	Julie Lafreniere	Oxfam Canada
11	Global	Chris Demerse	Global Affairs Canada
12	Global	Xavier Devictor	World Bank
13	Global	Dan Schreiber/Charlotte Goemans	Policy Analyst, Crises and Fragility/Gendernet OECD-DAC
14	Global	Terrence Jantzi	Team Leader, IAHE on Gender Equality and the Empowerment of Women and Girls
15	Global	Trude Strand	OCHA/GenCap
16	Global	Carina Staibano, Eva Johanson, Jessica Elisson	SIDA
17	Global	Caitlin Boyce	UNDP
18	DRC	Isabelle Monga	Chairperson of the DRC National Rural Women's Network
19	DRC	Nadine Puechgirbal	GenCap Adviser
20	DRC	Barbara-Anne Krijgsman	Former nexus focal point
21	DRC	Jack Pope	Women, peace and security specialist, UN Women DRC
22	Sudan	Alexandra Simpson	RCO Team Leader, Resident Coordinator's Office, Sudan
23	Sudan	George Odongo & Halima Mohamad	UNAMID Gender Unit
24	Sudan	Regina Chinyanga & Ghada Nsreldeen	Head, Field Coordination Section, OCHA Sudan
25	Somalia	Maria Masullo	Formerly OCHA Somalia
26	Somalia	Madhumita Sakar	Gender advisor and Head of the Gender Theme Group
27	Somalia	Sadiq Syed	UN Women Representative and GTG Head

Annex 3: Key informant questionnaire

Please note that this is a core set of questions and not all questions will be asked in each interview. Additional questions will be added depending on the interviewee.

General questions: name, position, involvement with the triple nexus

1. To what extent do humanitarian, development and peace actors have a coherent and consistent understanding of GEEWG in relation to the nexus?

Sub-questions:

- To what extent do you think that GEEWG has been mainstreamed into the triple nexus at various levels – international, including inter-agency processes, regional and country?

- Are other cross-cutting themes, e.g., human rights or the environment, better mainstreamed than gender in the triple nexus process?

- In the discussions of GEEWG and the triple nexus, how far has a transformative approach been included, and how far is this feasible?

- Is there a common understanding of what gender mainstreaming in the triple nexus means both conceptually and in practice at different stages of the programme cycle (needs assessment, analysis, and planning (including sex-disaggregated data), implementation, monitoring and evaluation)?

- If the common understanding is not adequate, what hinders this and what can be done to improve the situation?

- To what extent have the perspectives of the affected population (and in particular women and girls and LGBTI people) been taken into account during implementation of the triple nexus?

- To what extent have the perspectives of civil society (and in particular women's groups and NGOs) been taken into account during implementation of the triple nexus process?

2. What are the key policy, governance, resource, or other constraints that need to be overcome to achieve greater inclusion of GEEWG considerations into planning and implementation of the nexus agenda?

Sub-questions:

- Where do the main constraints to mainstreaming gender into the triple nexus process lie?

- What can be done to overcome these constraints?

- Can you point us towards any good practice either at the global, regional, or country levels in terms of a) documentation, b) through the programme cycle (needs assessment, analysis, and planning (including sex-disaggregated data), implementation, monitoring and evaluation)?

3. What are some of the immediate and medium-term practical measures that IASC governance can undertake to address these constraints?

Sub-questions:

- What is currently being done by the IASC to mainstream gender into the triple nexus process?

- How far does current guidance, and in particular IASC guidance, tools and frameworks, support decision makers and practitioners in mainstreaming gender into the triple nexus process at HQ, regional and country levels?

- To what extent has the IASC been able to effectively communicate/coordinate with other inter-agency bodies, in particular the JSC and UNSDG, about mainstreaming gender into the triple nexus process?

- How can this be strengthened in the near and medium term?

- Which are the key IASC bodies (e.g., Results Groups) and members which can/should take the lead in strengthening gender mainstreaming in the triple nexus process?

4. What initial recommendations could be articulated to ensure gender is mainstreamed in field implementation efforts across the nexus, with a particular view to analysis, planning, coordination, programming and monitoring and evaluation?

Sub-questions:

- What do you think should be the next steps in terms of mainstreaming gender into the triple nexus process at the global, regional, and national levels?

- How far can recommendations for next steps include a transformative approach, e.g., to what extent will the international system be able to focus on transformative issues such as structural causes of gender inequality and the disempowerment of women and girls as it moves forward?

- Which actors, including inter-agency actors, are best placed to follow up on the findings of this review?

- Is there any documentation that you think we should be reviewing that is not in the bibliography to the Inception Note?

Annex 4: DRC consultation

Background

The Democratic Republic of Congo (DRC) is one of the seven priority countries of the Joint Steering Committee to advance Humanitarian and Development Collaboration (JSC). There are two elements that make the DRC an important case study from which to draw lessons on both: gender nexus-focused programming in complex and protracted crises, and the functioning of existing coordination structures under a "mixed-situations" model.[1]

- In-country alignment of the planning process as well as compatible planning, and

- Link between different development and stabilization actors in a humanitarian response that operates under a "mixed-situation"; with a humanitarian coordinator leading an internal displacement/emergency response (across the Humanitarian Programme Cycle – HPC), and a refugee-response led by the United Nations Refugee Agency (the UNHCR (under the refugee coordination model – RCM[2]) is also active, which, as reflected in the 2019 HDP Roadmap in DRC,[3] "represents a unique intersection for humanitarian actors, development and peace for mobilizing jointly to reduce long-term humanitarian needs".

The UN's Humanitarian Response Plan (HRP) of 2020 for the country was the second largest appeal worldwide.[4] More than five million people were internally displaced people (IDPs), constituting the largest IDP population in Africa. The fact that DRC has not yet adopted a national legal framework on IDPs, including the inflows and outflows of refugees, further complicates the humanitarian-development-peace nexus approach (hereinafter referred to as "nexus") operationalization.[5] By August 2020 the DRC hosted 528,752 refugees and asylum seekers[6] in an out-of-camp policy[7] with 934,381 Congolese refugees being hosted in other African countries.[8]

- This complex and protracted crisis is the result of decades of violence and conflict, population displacement, systemic gender inequalities, food insecurity, malnutrition, tensions over natural resources, changes in weather patterns, poverty, inadequate or inexistent access to basic social services, and to the rule of law in certain areas of the country (especially in the eastern provinces). Disease outbreaks (such as measles, cholera, malaria, yellow fever, and Ebola) also magnify gender-based violence (GBV)- and sexual exploitation and abuse (SEA)-related risks. In the eastern provinces the situation is particularly volatile due to the presence of national and foreign armed groups and inter-communal violence, with targeted attacks against civilians, **growing figures of**

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[1] This model is applied in "mixed" settings where the populations of humanitarian concern include refugees, IDPs and other affected groups.

[2] The refugee response in DRC brings together the Government of DRC's National Refugee Commission supported by UNHCR, in coordination with UN agencies, national and international NGOs to ensure protection and assistance for refugees.

[3] "Implementation of the HDP Nexus in DRC, The Collective Results", Draft Roadmap 2019, February 2019.

[4] "Global Humanitarian Overview 2020", Humanitarian InSight, OCHA Services portal https://hum-insight.info/home/2020

[5] Since the legal status of IDPs is no different from that of the other DRC nationals, the IDP legal framework is essential for a long-term, gradual process to provide effective and durable solutions for IDPs, where IDPs' displacement-specific needs progressively reduce through humanitarian, development, human rights and peacebuilding initiatives, ensuring complementarities and synergies to sustainable address crisis. The 2014 IASC Framework on Durable Solutions (https://www.internal-displacement.org/sites/default/files/publications/documents/201004-training-IASC-framework-ENG.pdf) provides general guidance and key principles to national and local authorities, as well as humanitarian, development, human rights and peace-building actors on how to achieve durable solutions.

[6] "DR Congo Fact Sheet", UNHCR, August 2020. https://reliefweb.int/sites/reliefweb.int/files/resources/UNHCR%20DRC%20-%20Fact%20Sheet%20%28August%202020%29.pdf

[7] 75% of refugees live in communities in rural areas, while some 25% live in camps and settlements and fewer than 1% live in urban areas. Source: Democratic Republic of Congo Country Refugee Response Plan January 2019-December 2020, UNHCR.

[8] "DRC Situation", UNHCR Portal, 31 October 2020. https://data2.unhcr.org/es/situations/drc

GBV (sexual violence being the most reported form of GBV[9]) and civilian protection needs on the rise.

- Stabilization and peace efforts in the DRC are at a crossroads, with the Security Council "seeking new ways to stabilize the DRC". The UN Security Council adopted, on December 18, 2020, the Resolution 2556 renewing the two decade-old UN peacekeeping mission in the DRC[10] (MONUSCO) mandate for a year and, including, on an exceptional basis, its Intervention Brigade.

- Meanwhile, in the majority of DRC provinces the situation is stable and with potential to advance towards more sustainable development. As stated in the 2019 HDP Roadmap in DRC, [11] the overarching goal of the nexus approach in DRC is "to expand the scope of development results for people and vulnerable communities in fragile and conflict-affected areas and reduce long-term humanitarian needs".

- **Gender is a critical component of the nexus** and takes on **special relevance in the protracted situation in the DRC:** "So many years of conflict have left lasting reverberations across a Congolese society which was already historically rooted in a kinship system with pre-existing gender inequalities. The exceptionally high levels of ongoing conflict have served to further entrench the duality of males and females, as well as the inferiority of women relative to men at both household and societal levels".[12]

Implementing the nexus

As reflected in different DRC related documents[13] and extracted from key informant interviews, the DRC nexus implementation approach and the chronology of the process can be summarized as follows:

- In August **2015,** the Humanitarian Country Team (HCT) in the DRC agreed to the adoption of a multi-year humanitarian plan ("Humanitarian Response Plan"- HRP) in which the three main objectives were to:

  i. Strengthen the collaboration and linkages among the different humanitarian, development, stabilization, and peacekeeping planning frameworks.

  ii. Ensure a more sustainable and effective response by adopting a longer-term time horizon and a multi-sectoral approach.

  iii. Support local and national authorities more closely and in a more fruitful way.

- In August **2016**, efforts were made to align the development, humanitarian and peace and security programming cycles by the UN to allow common contextual analysis, objectives, planning and programming as supported by the global commitments made at the World Humanitarian Summit (WHS) and Grand Bargain. Some of these efforts are detailed below and were intended to be consolidated by 2019:

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[9] "Gender Based Violence in the Democratic Republic of the Congo: Key Facts and Priorities of Humanitarian actors", GBV Sub-cluster DRC, May 2019.
https://reliefweb.int/sites/reliefweb.int/files/resources/endsgbvoslo_advocacy_note_may2019.pdf
[10] The UN Organization Stabilization Mission in the DRC- MONUSCO's with civilian, police and military components.
[11] "Implementation of the Nexus HDP in DRC, The Collective Results", Draft Roadmap 2019, February 2019.
[12] "Gender Analysis: Prevention and Response to Ebola Virus Disease in the Democratic Republic of Congo", Care International in DRC, January 2020 https://reliefweb.int/report/democratic-republic-congo/gender-analysis-prevention-and-response-ebola-virus-disease
[13] "Mission Report Interagency mission on MYP to the Democratic Republic of Congo (DRC)", 24-28 October 2016 https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/25012017_drc_interagency_mission_final_report_docx.pdf, "Etude de Cas, République Démocratique du Congo, OCHA, 2016 https://www.unocha.org/sites/unocha/files/Case%20study%20DRC_FR.pdf and "Democratic Republic of Congo Country Study", Humanitarian Financing Task Team Output IV, April 2019.https://www.nrc.no/globalassets/pdf/reports/190621-output-iv-drc-report.pdf

- To help orientate all stakeholders towards multi-year humanitarian planning and its implications, the HCT requested an inter-agency technical support mission that took place in October 2016.

- A three-year planning system (the "HRP 2017-2019" with yearly updates) was devised aligning with the new United Nations Development Assistance Framework (UNDAF) - renamed "United Nations Sustainable Development Cooperation Framework" (UNSDCF) in 2019 - and the security and stabilization support strategy for the DRC.

- The first country multi-year HRP saw the light when the humanitarian situation was deteriorating and the multi-cluster and multisectoral approach to identify (beyond the scope of the HRP) sector- specific resilience strategies (that had been started with no engagement with development actors) was insufficiently followed.

- In May **2018,** the DRC was prioritized by the Joint Steering Committee (JSC) for rolling out the New Way of Working (NWoW). To ensure an effective nexus process, "the DRC has taken a different approach than most other countries to ensuring a "nexus" approach. A full-time "nexus" adviser was hired within the Resident Coordinator (RC)/Humanitarian Coordinator (HC) office, allowing for dedicated resources to focus on raising awareness and ensuring cross-stakeholder buy-in. Government engagement was established through the Ministry of Planning (MoP) and the Ministry of Solidarity and Humanitarian Affairs".[14] The nexus adviser with the key partnerships of the Organisation for Economic Co-operation and Development's (OECD) technical support, and the Government of Canada were instrumental in: a) the conceptualization of the humanitarian-development-peace (HDP) country strategy centred on the concept of fragility and vulnerability and b) its operationalization. Later on, the nexus adviser also played a key role in the HDP nexus alignment of relevant planning frameworks such as (amongst others): The Government of DRC (GoDRC) 2019-2024 National Development Plan (NDP), the United Nations Sustainable Development Framework (UNSDF) and the 2019 and 2020 Humanitarian Response Plans (HRPs).

  - Regarding the inclusion of peace under the nexus, MONUSCO was also involved in the HDP discussions through the Stabilization Support Unit (SSU).

  - The entire UN Country Team (UNCT) buy-in and the Swedish leadership of the nexus Donor Group were also key in the success of this process during 2018 and 2019.

  - A concept note to operationalize the HDP nexus in DRC was endorsed by the entire UNCT in November 2018.[15] It included a preliminary choice of collective outcomes (COs) for further participatory validation, which were directed at improving the common understanding of the COs, and additionally, to encourage sufficient buy-in for stronger engagement and ownership. The strategy of enlarged partnerships and multi-stakeholder platform participation (beyond the UN) in the process, helped leverage a common understanding on the expectations and processes to come.

- During **2019**:

  - After the concept note endorsement, three pilot projects with a clear road map to be followed by the nexus Core Team were initiated in three provinces by pairs of UN agencies aiming for a practical learning-by-doing approach: in Kasaï Central WFP/UNICEF,[16] Tanganyka FAO/WHO,[17] and in North Kivu UNHCR/UNDP.[18] At the geographic level, these pilots focused on return areas with women, children and youth as priority populations, and SDG 16 ("*to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build*

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[14] "Democratic Republic of Congo Country Study", Humanitarian Financing Task Team Output IV, April 2019 https://www.nrc.no/globalassets/pdf/reports/190621-output-iv-drc-report.pdf
[15] "L'opérationnalisation du Nexus Humanitaire Développement Paix en RDC", UNCT, 22 Novembre 2018.
[16] Sustainable Development Goals (SDGs) 2, 3, 4, 6, 7 and 10.
[17] SDGs 2 and 3.
[18] SDGs 3,4,6,7,10, 10 and 16.

effective, accountable and inclusive institutions at all levels") and UN Resolution 1325 as cross-cutting themes.

- o In March 2019, MONUSCO's mandate was renewed (a one-year extension) to promote stabilization as a primary mission objective, alongside the protection of civilians and to support the stabilization and strengthening of state institutions, governance, and security reforms.

- o The OECD and its International Network on Conflict and Fragility (INCAF) facilitated the identification of thematic areas that would need to be prioritized for the design of the COs. This was conducted in different country visits and through the methodology of a Resilience Common Analysis Process (RCAP) [19] and focus on highlighting vulnerabilities, risks and capacities. The final choice of four COs was made in a workshop with the participation of all key stakeholders in the country (more than 100) in October 2019: the **chosen COs were Food Security and Nutrition, Population Movements, Gender-Based Violence and Access to Essential Services for the most vulnerable, with Violence Reduction as a transversal topic across all COs.**

- o During November-December 2019, technical working groups were established to fine-tune each of the COs (which were left as final pending formal endorsement). The first prioritization of geographic areas and mapping of HDP actors (9Ws: the 3 Ws cartography of Who, Where, What for humanitarian, development and stabilization actors to identify overlaps and collaboration – operational programming) was finalized, and the Terms of Reference (ToR) for the nexus Steering Committee in DRC and its composition were drafted.

- Among other things, the **plan for the first quarter of 2020** included: The first meeting of the Steering Committee, constituting its launch and validating its ToR; the validation of the COs; the finalization of the provincial localization process (key in a decentralized state as the DRC, where the provincial level holds considerable decision-making and policy powers); programmatic frameworks of the COs for the target provinces; and the launch of an OECD supporting mission to develop the financing strategy. Unfortunately, the process slowed significantly with the end of the two-year nexus adviser's presence (which reinforces the importance of resourcing this type of position). In the end, with the outbreak of the COVID-19 pandemic, the 2020 planning was shifted to focus on the COVID-19 response.

- The **post COVID-19** period could bring more challenges to the nexus implementation such as funding challenges in spite of increasing needs which might lead to competition between UN agencies and other actors for reduced donors' budgets combined with reduced risk-appetite among donors for non-traditional approaches. Encouragingly, adaptation opportunities for organizational cultures towards enhanced coordination and collaboration will help locating and securing additional funds empowering the nexus implementation. Consequently, a shift towards a humanitarian response, engendering a long-term solution environment, and improving the sense of equality among actors with different mandates appears to be pivotal in achieving nexus outcomes.

Regarding the **key in-country (DRC) planning frameworks that include nexus narratives**, the fact that the new Government of DRC (GoDRC) was not announced until August 2019 (the new President elect had taken office in January 2019, following elections in December 2018) left the National Development Plan (NDP) waiting to be issued and endorsed. The NDP was not approved until December 2019, which conditioned the rest of the processes and in-country planning frameworks intended to support the Government's national priorities. In some cases, this left a gap in key policy

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[19] The approach supports the identification of programmatic priorities and highlights who should be doing what in the short, medium and long term to strengthen resilience of systems and most vulnerable populations.

frameworks amongst development actors. However, this also provided the opportunity for in-country alignment of the planning process and compatible planning.

The table below lists the main country planning frameworks, that include consistent nexus narratives and, in some cases, clear CO wording:

Lead	Frameworks	Endorsement
GoDRC, Ministère du Plan	NDP 2019-2024	December 2019
UN	Common Country Analysis (CCA) 2019	November 2019
UN	The United Nations Sustainable Development Framework UNSDF 2020-2024	December 2019
UNHCR	The Democratic Republic of Congo Country Refugee Response Plan January 2019-December 2020	2018 (unknown date)
HCT	Humanitarian Needs Overview (HNO) and HRP 2019	December 2018
HCT	HNO and HRP 2020	December 2019

It is also worth mentioning that:

- The HRP 2019 updates the multi-year 2017-2019 HRP to suit the current context. After the first multi-year HRP, the 2020 planning was formulated on a yearly basis (due to the transition period). Whilst the 2019 HRP for the country required USD 1.65 billion for 12.8 million people in need, the 2020 HRP identified 15.6 million people in need and required USD 1.82 billion. These figures were revised in June 2020 (due to negative impacts of the COVID-19 pandemic) to USD 2.07 billion for 25.6 million people in need. The 2020 revised (mid-year) HRP estimates that 18 million people have protection needs and targets 5.8 million people, whilst the first 2020 HRP had reflected that 7.7 million people had protection needs.

- The 2019 and 2020 HRPs allocate full pages to the nexus and the 2020 HRP also mainstreams the nexus throughout the whole document, facilitating the humanitarian-development nexus by including identification of areas for potential resilience support (beyond the HRP framework) for development actors. Whilst the humanitarian-development nexus is clearly prioritized in these documents, the peace component receives less attention (it is poorly reflected).

  o The nexus is also reflected in some of the regional Operational Plans (OPs) that develop the HRP response at a regional level, notably in the OP that responds to North Kivu, Ituri, Tshopo, Bas-Uele and Haut-Uele. The narrative in the South-Kivu and Maniema OP points out the insufficient coverage of humanitarian actors vis-à-vis needs and notes the minimal presence of resilience and development actors, which reflects the difficulties involved in any nexus programming.

- The situation changed after the HRP mid-year revision took place to adapt the response to the realities of the COVID-19 pandemic (a re-prioritization exercise). In the revised HRP version[20] there is no reference of the nexus, which also applies to the revised OP for North Kivu, Ituri, Tshopo, Bas Uele and Haut-Uele (also absent from both is the response not related to COVID-19 and the COVID-19 direct response). The South-Kivu and Maniema revised OP maintains the same narrative of the first semester.

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[20] "Plan de Réponse Humanitaire Révisé, République Démocratique du Congo", Cycle de Programmation Humanitaire 2020, Juin 2020. https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/rdc_hrp_revise_juin_2020_vf.pdf

- The 2021 Joint Intersectoral Analysis Framework (JIAF), HNO and HRP drafts were not made available for this review but considering the new templates for the HPC 2021 exercise, the nexus inclusion in both documents should be expected. While DRC is not officially implementing the Comprehensive Refugee Response Framework (CRRF),[21] the DRC out-of-camp assistance model follows the same approach and seems to be a good example of **collaboration in a "mixed-situation"**. The DRC Country Refugee Response Plan, defined in the 2019-2020 Regional Refugee Response Plan (RRP) for "The DRC Situation", strengthens the nexus outlining coordinated and joint programming initiative measures in area-based development-oriented approaches in refugee hosting areas, and facilitating contributions to the DRC HRP, the UNSDCF and other planning processes under the RCM model.

- UNHCR and UNDP also participate in one of the three HDP DRC nexus pilots cited previously in this document and have developed country-specific joint programming initiatives in response to the needs of refugees and host communities.[22]

Mainstreaming gender into the triple nexus

Nexus DRC strategy

As per the endorsed UNCT concept note dated November 2018,[23] the conceptualization and operationalization of the nexus approach in the DRC placed the principles of UNSC Resolution 1325 on Women, Peace and Security (WPS) at its centre. Most notably in relation to 1) the disproportionate impact of violent conflicts and wars on women and girls, and 2) the critical role that women can and already play in the prevention, management and resolution of conflict and in peacebuilding efforts. This was reflected in the design of the three provincial nexus pilots, as well as in the CO participatory process.

- There is no UN-Gender strategy in DRC that is likely to affect the mainstreaming of gender within the nexus. One of four COs is focused on GBV but the other three COs (food security and nutrition, displacement, and access to basic services), do not incorporate a gender perspective, even though it would be essential to achieve all three of them. This missed opportunity for gender mainstreaming as a key issue in the nexus shows a weakness in how gender prioritization and the articulation between UN agencies occur. Gender parity could have an impact on both: the leadership for gender prioritization and the GEEWG mainstreaming. In its UNCT 2019 baseline, the DRC Gender Parity Compact showed that parity was far from being achieved with women constituting only 27 percent of national staff and 30 percent of international staff. The figure for international staff drops further in leadership positions: to 25 percent in D1 and 20 percent in D2 positions. The over-representation of men in the UNCT mirrors the in-country trends for International Financial Institutions (IFIs), INGOs and NGOs.

- In the absence of a UN-Gender strategy and a humanitarian gender strategy, the Humanitarian Country Team (HCT) uses the 2017 IASC Policy on Gender Equality and the Empowerment of Women and Girls (GEEWG) in Humanitarian Action as reference beside each UN agency having its own gender perspective anchored in their respective mandate. The 2017 IASC Policy on GEEWG is used by some clusters but not systematically across the board. The closest collective initiative on gender mainstreaming is the 2018 draft of the "DRC Compact on Accountability to Affected

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21 "The framework presents a comprehensive response designed to ensure a) rapid and well-supported reception and admission measures; b) support for immediate and ongoing needs (e.g., protection, health, education); c) assistance to national/local institutions and communities receiving refugees; and d) expanded opportunities for durable solutions"; https://www.unhcr.org/events/conferences/584689257/new-york-declaration-faqs.html

22 "UNHCR & UNDP Joint Programming", Offices of UNHCR's Regional Refugee Coordinator for the DRC Situation and UNDP's Sub-Regional Platform Coordinator for East and Southern Africa, January 2019. https://reliefweb.int/sites/reliefweb.int/files/resources/67603.pdf

23 "L'opérationnalisation du Nexus Humanitaire Développement Paix en RDC".

Populations",[24] but it was never adopted by the HCT. A DRC Gender Roadmap is currently in the design process with the support of a GenCap adviser.

- The concept of fragility and vulnerability is at the base of the HDP country strategy, and in a context where crisis, conflict and movements of population overlap, women and girls rise to the surface as one of the disproportionally affected groups.

- Out of the four COs included in the 2019 draft, there is one specific GBV CO, which is extremely relevant for the context, as the CO aims for at least a 10 percent reduction in the prevalence of GBV by 2024.

GBV and the WPS agenda in DRC

There is a normalization of GBV as "sexual violence has migrated from a conflict-related issue to one which is increasingly commonplace, as demonstrated by the sheer number of incidents of a civilian nature. Perpetrators are no longer solely members of armed forces or armed groups, but also family members, teachers, health care workers, and religious figures, amongst others".[25]

- As recognized in the DRC COs, the nexus is seen as key in addressing GBV. The principal needs and gaps in the overall GBV response showed in 2019[26] that both major challenges and key advocacy points fall beyond humanitarian programming and relate to the GBV root causes, thus increasing the nexus relevance.

  o "Principal needs and gaps: impunity and access to justice including reparation; the effectiveness of a 'pan-governmental' approach; coordination capacities and dedicated national budget to ensure national coverage and avoidance of discontinuity in prevention and services".

  o "Key advocacy priorities: To reduce the impact of activities in mineral rich resourced areas as they are contributing to sexual exploitation and abuses but also to ethnic conflicts which inadvertently lead to the use of rape as a weapon of war as well as other forms of Gender-Based Violence; To fight the culture of impunity and invest in the judicial systems; to support strategy to address the inadequate humanitarian access due to continuous armed conflicts and weak infrastructures".

- The Ministry of Gender, Family and Children (MoGFC) has issued two plans consistent with the nexus: "The Call to Action National Roadmap for Protection against GBV in the DRC"[27] in March 2018 and "The National Action Plan for implementing the United Nations Security Council Resolution 1325 on Women, Peace, and Security, 2nd Generation (2019-2022)"[28] issued in September 2018 to be implemented for the period 2019-2022.[29] "The NAP [National Action Plan] is in tandem with the country's National Gender Policy[30] and its focus on advancing women's and girls' human rights during and after conflict and working against impunity for crimes perpetrated against women and girls. A post-conflict recovery framework also marks the NAP, as the document states that the

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[24] "Compact de l'Equipe Humanitaire Pays République Démocratique du Congo", Version draft 2 – 12/07/2018.

[25] "Gender Analysis: Prevention and Response to Ebola Virus Disease in the Democratic Republic of Congo", Care International in DRC, January 2020. https://reliefweb.int/report/democratic-republic-congo/gender-analysis-prevention-and-response-ebola-virus-disease

26 "Gender Based Violence in the Democratic Republic of the Congo: Key Facts and Priorities of Humanitarian actors", GBV Sub-cluster DRC, May 2019. https://reliefweb.int/sites/reliefweb.int/files/resources/endsgbvoslo_advocacy_note_may2019.pdf

[27] In DRC this multi-stakeholder initiative at the global level also involves development actors with a nexus approach and counts 71 partners among national and international NGOs, UN agencies, government structures and donors.

[28]Unofficial translation French-English available at: https://www.wpsnaps.org/app/uploads/2019/09/DR-Congo-NAP-3-2019-2022English-translation-DP160100212.pdf

29 The first NAP, issued in 2010 did not have any specific timeframe.

30 The National Gender Policy of 2009.

general objective of the country's second action plan is "to promote a secure environment that guarantees the fair inclusion of women, men and young people in consolidating peace in the DRC".[31]

- These initiatives were complemented by the November 2019 Congolese National Police's (PNC) Action Plan on the fight against sexual violence that followed months of consultations and advocacy from MONUSCO, and its implementation will be tracked in the annual Report of the Secretary-General on Conflict-Related Sexual Violence. MONUSCO's mandate to engage in direct military interventions against non-state armed groups in collaboration with the Congolese army (the *Forces Armées de la République Démocratique du Congo* - FARDC) and the difficulty to differentiate it from the Stabilization Support Unit (SSU), which is established within the Integrated Office of the DSRSG/RC/HC, makes it difficult for a better gender mainstreaming in the nexus articulation with the peace component (especially for the humanitarian pillar).

The Common Country Analysis (CCA) and the UNSDCF

The 2019 CCA and the 2020-2024 UNSDCF, as per the HRP 2020, reflect the COs as the nexus priorities in the DRC (including GBV as a specific CO).

- The CCA integrates a reflection of gender inequalities and the importance/burden of GBV in DRC, including a specific chapter on gender, which identifies immediate, underlying and root causes for gender inequality. The CCA also reflects the nexus CO dedicated to GBV but there is no further mention of GEEWG in the other three COs. Sex, age and disability disaggregated data (SADD) is weak, reflecting gender-blind terms and no evidence of disability data disaggregation. Gender analysis does not contain the same level of information on the specific capacities of men and women than on needs.

- In the UNSDCF there is evidence of the mainstreaming of GEEWG and its prioritization as a cross-cutting issue within the framework. As in the CCA, gender analysis is more focused on needs than on the specific capacities of men and women, and there is no evidence of disability disaggregation and the use of gender- and age-disaggregated data. Overall SADD is lacking systematic integration with an overuse of gender-blind terms (IDPs, refugees, etc.) as opposed to women, men, boys and girls (which also applies for the GBV programming) limiting the possibility to strengthen gender equality and enhance the links between humanitarian, durable solutions, peacebuilding and development.

  o In the narrative, the UNSDCF identifies socio-cultural and political constraints as well as impunity in the face of multiple forms of violence against women, and the lack of access to resources as the main obstacles and constraints to be overcome.

  o The Theory of Change makes GEEWG considerations explicit but with insufficient analysis of implications for women and men.

  o In relation to the nexus, the UNSDCF document states that several common tools and a matrix of collective results of nexus programmes/projects should be developed.

Responding to outbreaks – Ebola and COVID-19

Whilst the NDP 2019-2024 is clear about the nexus and gender, other key strategies and documents, like the response to Ebola and COVID-19 have minimum gender integration or are gender-blind, overlooking the reality of GBV.

- The Ministry of Health took a strong stance in terms of leadership of the response of the parallel coordination system that was put in place for the Ebola response. The first National Plan strategy

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31 "Women's International League for Peace and Freedom" web: https://www.peacewomen.org/nap-drc

dated from August 2018 was gender-blind[32] and in a more developed Ministry of Health (MoH) document, like the Strategic Response Plan (July-December 2019)[33], there is no gender analysis and gender is insufficiently mainstreamed, when as of 24 November 2019: "the majority of fatalities consist of women (56%) and children (28%), whilst adult men constitute just 11 percent of Ebola virus disease deaths".[34]

- Even when the nexus approach has been instrumental in reinforcing the response to the Ebola outbreak, the same weaknesses apply to the June 2019 "Concept of Operations of the UN Scale-up Strategy for Ending the 10th DRC Ebola Outbreak".[35]

- For the COVID-19 response, the most recent GoDRC documents that were reviewed within the framework of this consultancy do not integrate lessons learned from the Ebola response on the importance of mainstreaming gender concerns when addressing outbreaks which also magnify GBV- and SEA-related risks.[36]

Potential for further mainstreaming and inclusion of the triple nexus approach

The in-country alignment of the key planning process as well as compatible planning under an initial COs agreement contributes to the creation of synergies that could lead to a major focus on equity and gender equality outcomes in the nexus implementation. The fact that the GoDRC adopts the nexus around COs is a positive first step, not only in setting priorities for humanitarian, development and peace actors, but in providing an opportunity to accelerate the needed organizational adaptation within the nexus actors and programming – without letting COVID-19 and associated responses threaten (as is currently happening) what has been achieved.

In the November 2018 endorsed concept note by the UNCT, a preliminary Health CO was included and entitled "Health with a focus on epidemics which are exacerbated by chronic deficits of development, especially basic services, and conflict". Despite this, it was not prioritized during the participatory CO planning and validation process. Given the country health and epidemiological profile, its structural systemic weaknesses, the deeply rooted gender inequalities, and the gendered dimensions and implications of the different epidemics:

i. a CO on health/epidemics is needed;

ii. a gender lens should be applied in (nexus) health response, integrating a gender equality and GBV lens in the preparedness and response to epidemics, developing systematic gender analysis and gender-responsive planning;

iii. further inter-cluster commitment would be necessary, as well as the identification and confirmation of gender focal points at national and provincial levels. For the clusters/sub-national clusters, the same PSEA focal points could be prioritized for better integration and coordination.

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[32] "National Plan for the Response to the Ebola virus disease epidemic in North Kivu Province", Ministry of Health National Coordination Committee, August 2018. "Strategic Response Plan for the Ebola virus disease outbreak in the provinces of North Kivu and Ituri, Democratic Republic of the congo", Ministère de la Santé. July-December 2019.

[33] "Strategic Response Plan for the Ebola virus disease outbreak in the provinces of North Kivu and Ituri, DRC", Ministère de la Santé, July-December 2019.

[34] "Ebola Virus Disease DRC", External Situation Report, WHO, 26 November 2019 https://reliefweb.int/report/democratic-republic-congo/democratic-republic-congo-ebola-virus-disease-external-situation-84

[35] This was the second-worst Ebola outbreak ever recorded, lasted nearly two years and took place, for the first time, in an active conflict zone in the country's northeast that are also the areas most affected by displacement: Ituri, North Kivu and South Kivu provinces.

[36] "The syndemic of COVID-19 and gender-based violence in humanitarian settings: leveraging lessons from Ebola in the Democratic Republic of Congo", Stark L, Meinhart M, Vahedi, BMJ Global Health 2020. https://gh.bmj.com/content/5/11/e004194

- A specific gender mainstreaming mechanism could be put in place, incorporating a mandatory (IASC and JSC directive) context-specific gender-age marker to each key planning and programmatic document to retain the cross-cutting result of GEEWG in the nexus.

- The WFP Democratic Republic of the Congo country strategic plan (2021-2024), dated 2 October 2020, incorporates a gender and age marker result, which could be adapted and extrapolated as a good practice for the purpose of nexus GEEWG mainstreaming.

- A better understanding of risk and vulnerability is key for a more effective GEEWG mainstreaming and prioritization, which would require the reinforcement of joint risk-informed, gender-sensitive analysis of root causes and structural drivers of conflict for both development and humanitarian actors.

- An improvement in the UNCT gender parity at key leadership positions and clear and mandatory directions on GEEWG mainstreaming would undoubtedly contribute to a more systematic implementation.

- At the GoDRC level, the pressure exerted by the female-led MoGFC and the Special Adviser to the President on Youth, Gender and Violence against Women within the GoDRC won't be sufficient to truly mainstream GEEWG principles, and more support and additional role models for their male colleagues in leading key ministries are needed, accompanied by clear directions, better gender focal points' profiling, alongside leadership within the GoDRC and by extension, within the UNCT.

And finally, as it was suggested by some of the key informants interviewed in preparation of this case study, the IASC Gender handbook and related training on IASC guidelines should integrate a nexus module with practical indications for a systematic GEEWG prioritization and mainstreaming.

Mainstreaming in DRC strategic planning documents

Topic	CCA (dated November 2019)	UNSDCF (dated December 2019)	HNO 2020 (dated December 2019)	HRP 2020 (dated February 2020)
Reflection of GEEWG in strategic planning, analysis, and programming	There is: One full chapter (2.6) on gender inequalities and the importance and burden of GBV in DRC that identifies immediate, underlying and root causes for gender inequality. One CO dedicated to GBV. There is no specific mention of GEEWG in the non-GBV COs and very limited on the specific women and men capacities.	There is explicit recognition in the UNSDCF General Objective[38] and acknowledgment that women are victims of inequality, exclusion and violence, suffering several deprivations (the most important of which relate to their right to dignity to benefit from their rights: civil, economic, etc.) and limitations, such as: access to basic social services (education, health, social action), to justice, resources (employment, finance, land, capacity building), decision-making bodies and economic opportunities at the same level as men.	It gives attention to the gender-, age-related and (to a lesser extent) to disability needs of the more affected populations. A clear women and girls empowerment approach is found in two sub-cluster sections: GBV and Housing, Land and Property (HLP).	The nexus section (beyond the GBV CO) makes no reference to gender mainstreaming or GEEWG. Limited degree of gender and SADDD analysis (differential needs, risks and capacities across diversity) informing the HRP formulation.
Transformative approaches	The document refers to the nexus approach and the 4 COs (one of them on GBV) as well as to the gaps in SDG 5 linked to the low systematic gender mainstreaming, which requires adjustment and specific UNSDCF focus for women to benefit from the multiplier effects of their full participation and empowerment.	In the nexus there is insufficient explicit consideration to GEEWG but the UNSDCF includes one group of results (No. 2) for protection and gender equality, as well as different GEEWG products alongside different Groups of Results.	There is no mention related to gender and the nexus. Overall, there is an inadequate consideration of structural causes of gender inequality across the document with the exception of the Education cluster in the Sectoral Analysis section, that develops a thorough gender and GBV analysis in relation with age and other relevant factors.	Inadequate discussion of the nexus as gender- transformative.

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[38] "L'objectif général est que le SNU contribue efficacement à la réalisation des ODD tout en mettant en avant les synergies des actions entre toutes les entités des Nations Unies grâce aux nouvelles approches stratégiques comme le Nexus et le développement de programmes intégrés à forts impacts sur la réduction de l'insécurité humaine dans ses multiples dimensions (juridiques, civiques, économiques, etc.), la consolidation de la paix, l'autonomisation des femmes et des jeunes ainsi que l'amélioration de la qualité de la gouvernance nationale, provinciale et locale".

Gender-Based Violence	Acknowledgement that the situation remains worrying in terms of gender-based violence, especially in conflict zones. Inclusion of the GBV CO in the document.	Explicit and adequate GBV consideration in the narrative but insufficiently mainstreamed in the results' formulation and indicators.	Explicit and adequate consideration throughout the narrative and the specific GBV sub-cluster section and also mainstreamed in the Shelter and Essential household items, Protection, Education and Child Protection sectoral narratives.	Explicit and adequate consideration throughout the narrative, but heavily oriented towards sexual violence.
Sex, age, and disability disaggregated data (SADDD)[39]	Data is not always adequately disaggregated by sex and very weak in relation with age, using gender-blind terms, such as "IDPs", "refugees", etc. (as opposed to women, men, boys and girls). There are no breakdowns for persons living with disabilities.	The COs results matrix of indicators has to be developed. The indicators reflected in the UNSDCF results matrix are not systematically disaggregated by sex and very weak in relation with age, with no breakdowns for persons living with disabilities, which also applies to the GBV-related results. As in the CCA, the UNSDCF makes an overuse of gender-blind terms.	Gender and SADDD analysis are established as a priority in the narrative, but the reflected figures are based on projections (derived from a very approximate country-wide demographic average). Gender and SADDD analysis are not consistent throughout the different clusters-sectoral section (with the exception of Education, Protection and the GBV subgroup).	Except for GBV, there is limited evidence of SADD and SADDD being used to inform the HRP's formulation. On a positive note, the HRP states that for the monitoring of the response, all sectoral data indicators will be disaggregated by gender, age and disability (to strengthen inclusive monitoring and data collection).
LGBTI people or other vulnerable populations	No mention of LGBTI populations.	No mention of LGBTI populations.	No mention of LGBTI populations.	No mention of LGBTI populations.
Coordination	The document states that several cross-cutting topics should guide the UNSDCF, in particular there are two mentions of gender: Inequalities in income, gender and regional development and	Explicit mention of the nexus as being instrumental for a better coordination between HDP actors. The gender reflection is explicit at the operational and thematic level under the Coordination and Follow-up UNSDCF Mechanisms (5.5) where Gender and Protection Equality is one of the eight	There are four regional coordination centres (Goma, Bukavu, Kananga, Kalémie) where specific coordination mechanisms exist for GBV (not nexus-related). There is no mention of any specific nexus	The HRP reflects in a two-page table (pages 29 and 30) how, by each of the four COs, coordination of the HRP and other relevant resilience or development framework can happen to ensure a transition to humanitarian

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[39] The DRC has not held a census in over 30 years, as a result of which gender, age and disability disaggregation of data can only be derived from country-wide demographic estimations.

	Gender, with an emphasis on the fight against violence in all its forms, access to legal services and economic promotion.	UNSDCF's Groups of Results that will be supported by three working groups: Human Rights and nexus and also Gender.	and/or gender coordination arrangement.	action,[40] strengthening the potential complementarity and collaboration with development and peace stakeholders but gender coordination structures are not identified.
Participation	Regarding the CCA methodology, gender and women's empowerment are included as an analysis dimension, but there is no specific mention of affected women and girls' participation in the CCA analysis and formulation. There is an identification of limiting factors for women's participation in political, economic and social life in the gender chapter. Other limitations for women's participation are included alongside the document.	No gender mention in the COs. In the UNSDCF narrative, there is an explicit recognition of gaps related to the low systematic gender mainstreaming (SDG5) that requires adjustment in order to benefit from the multiplier effects that the full participation and empowerment of women can induce. That specific gender gap is later on insufficiently translated into gender-sensitive participatory indicators (in the UNSDCF results matrix).	There is no mention to gendered participation. As stated in the HNO, the available and updated data collected from populations on their perceptions are very limited and made it impossible to make a country global analysis. According to the HNO, that is mostly due to: the lack of an inter-agency accountability mechanism and the non-consolidation of the existing partners' data. A specific effort was made to include in the needs analysis process, the views of persons with disabilities (through focus groups with representatives of 39 organizations).	There is no mention to gendered participation. The HRP states that accountability to affected populations will be a focus of the humanitarian community in 2020 and the creation of an inter-agency working group on PSEA will contribute to consolidate PSEA capacities.
Resilience	Gender is not explicitly mentioned.	In spite of "Resilience and Assistance" being one of the eight UNSDCF's Groups of Results that will be supported by three working groups: Human Rights and nexus and also Gender, gender is not explicitly mentioned throughout the narrative, and very limited at the indicators' level.	The HNO states that the consequences related to resilience have not been quantified for 2020 to maintain continuity with the triple nexus approach (in progress since 2018) and the RCAP, which will constitute a	Gender is not explicitly mentioned in the reflected nexus search for development and peace partners to tackle the underlying causes of the crisis and strengthen the resilience of populations. The GEEWG, beyond GBV and PSEA, is lacking systematic integration in the

[40] As per the HRP narrative (section 1.3. "Approche Nexus") it includes, among others, the HRP 2020, the GoDRC NDP, the UNSDCF, the SDGs and MONUSCO's mandate and the International Strategy to support the DRC's security and stabilization (ISSSS 2013-2017).

			baseline for the 2021 analysis of resilience needs.	humanitarian response, which limits the possibility to identify and inform additional GEEWG-oriented resilience, development and peace gender needs assessments, analysis and programming to reach those furthest behind.
Consultation	Gender is not explicitly mentioned and there is no evidence of consultation with affected women.	Gender is not explicitly mentioned, although it is expected that there will be mainstreaming for monitoring progress in GEEWG implementation (see the previously developed point on Coordination).	As previously reflected under Participation, the HNO acknowledges the lack of up-to-date and valid data on affected populations' perceptions (except for persons with disabilities where a clear effort was made to consult them). There is no gendered participation, neither an articulated and separated consultation with women and girls and with men and boys.	Gender is not explicitly mentioned although the HRP reflects that: -consultation has taken place in different provinces on the preferred assistance modality (cash or in-kind) and in community and/or groups' consultations alongside the interventions (detailing Education sector). -there is commitment to include systematic consultation of affected populations in protection planning (security, dignity, access and participation) and for refugees and host populations.
Civil Society	Gender is not explicitly mentioned.	Gender is not explicitly mentioned in the narrative and there is minimum inclusion of women associations in civil society-related indicators.	Gender is not explicitly mentioned.	Gender is not explicitly mentioned.

Background

Somalia is a good case study on gender and the triple nexus as organizations in the country have begun to intentionally consider the New Way of Working in their programs. The UN in Somalia carried out a joint analysis that identifies the links between humanitarian issues, development, and peacebuilding challenges with considerable national input.[1] Somalia is also one of seven priority countries of the Joint Steering Committee.

- The country is essentially in a protection crisis with armed conflict and insecurity displacing thousands of people. This has been exacerbated by climate-related shocks, mainly drought and flooding. These have forced more people to abandon their homes, adding to the numbers of IDPs from conflict-affected areas.[2]

- These sudden onsets created financial strain on the humanitarian response plan (HRP), such that when October 2019 floods hit, even though the 2019 HRP was about 80 percent funded, the Somalia Humanitarian Fund and the Central Emergency Response Fund had to respond with $18 million dollars additional funding.[3]

- The 2020 Common Country Analysis highlights that "the interconnected nature of these elements means that progress or regression in one area can have significant knock-on implications in other areas".[4] This makes the triple nexus approach even more appropriate.

- The UN Strategic Framework for Somalia "encapsulates and articulates the UN's collective commitment to support Somalia's humanitarian, development, political and security priorities as outlined in the Somalia National Development Plan", highlighting a foundation for a triple nexus approach on the country.[5]

- In late 2016, Somalia launched its National Development Plan (NDP), the first since 1986, which included the creation of the Somali Development and Reconstruction Facility (SDRF). Several working groups under the SDRF have been created which "focus on humanitarian and nexus related issues such as durable solutions for IDPs".[6] The country has since launched another NDP in December 2019, covering the years 2020 – 2024. The UN responded to this NDP by developing the latest Sustainable Development Cooperation Framework to guide the UN's "collective contribution to the realization of the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs) in Somalia".[7]

Implementing the triple nexus

In the most recent government endorsed Strategic Framework (UNSF), the UN has noted the importance of consolidating its resilience portfolio through "enhanced collaboration between humanitarian, early recovery and development interventions".[8] A review of country documents

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[1] Zamore, 'The Triple Nexus in Practice: Toward a New Way of Working in Protracted and Repeated Crises | Center on International Cooperation'.

[2] OCHA, 'Somalia Humanitarian Response Plan 2020 (January 2020) - Somalia', 5.

[3] OCHA, 5.

[4] United Nations Somalia, 'Common Country Analysis 2020', 8.

[5] 'UN Strategic Framework Somalia 2017-2020', 3.

[6] Zamore, 'The Triple Nexus in Practice: Toward a New Way of Working in Protracted and Repeated Crises | Center on International Cooperation', 30.

[7] United Nations Somalia, 'UN Sustainable Development Cooperation Framework for Somalia 2021-2025', 13.

[8] 'UN Strategic Framework Somalia 2017-2020', 26.

demonstrates that while more focus has been on the double nexus, there is a push for furthering the triple nexus.

The UNSF notes that linking responses to the resilience pillar in the NDP through intensifying efforts to provide early recovery and development response will enhance the double nexus. Furthermore, there are efforts to "decentralize coordination in ways that bring together humanitarian and development agencies with the Peacekeeping Mission".[9] Herein lies the potential for implementing the triple nexus when extending the same responses to populations affected by conflict and crisis. The UNSF also highlights that "Somalia requires a coordinated approach among stakeholders across sectors - at national, Federal Member States,[10] community and household levels – engaging and benefiting the whole of society" and that this is a reflection of the "New Way of Working".[11] Generally, there is growing appreciation from government, NGOs, and the UN organizations of the important but nuanced role that social protection can play in preventing violence.[12] The Joint Steering Committee review on Somalia also noted that for the nexus to be effective in Somalia, it needs to be "systematically operationalized at sub-national level",[13] taking advantage of the sub-federal administrative structures of the country.

There are practical ways in which Somalia has begun working on implementing the triple nexus. An example is that the UNSF notes that "a complementary results matrix, in addition to that of the Strategic Priorities, will measure the UN's commitment to collaborative approaches in the realization of common objectives".[14] This is in line with the New Way of Working. Similarly, according to the Somalia UN Gender Equality Strategy, the UN in Somalia has institutionalized a robust monitoring and reporting framework. The Gender Equality Strategy has as its goal to institutionalize gender equality and the Women, Peace and Security (WPS) mandate in order to support the government and people of Somalia to realize its stabilization and development priorities in an inclusive and sustainable manner. This is done through the UN's political, development and humanitarian settings. The UN in Somalia has also aligned its communication efforts with the 'Communicating as One' pillar of the 'Delivering as One' approach. This will be done through a yearly revised joint communications strategy and an integrated working group between United Nations Country Team (UNCT), United Nations Assistance Mission in Somalia (UNSOM) and the UN Information Group (UNIG).[15] Additionally, the Resident Coordinator's office used funding from the United Nations Peacebuilding Fund (PBF) to pilot a multisectoral analysis "combining humanitarian, development and peace data to inform the operationalization of the Community Recovery and Extension of State Authority / Accountability (CRESTA/A) strategy".[16]

In November 2020, the triple nexus approach in Somalia was revived by the United Nations Sustainable Development Cooperation Framework (UNSDCF) covering common outcomes for five years 2021 – 2025. The cooperation framework institutionalizes the triple nexus across the collective work of the UN system in Somalia to support the four pillars of the NDP. The four pillars that became the Cooperation Framework Strategic Priorities are:

     i.   Inclusive Politics and Reconciliation

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[9] Zamore, 'The Triple Nexus in Practice: Toward a New Way of Working in Protracted and Repeated Crises | Center on International Cooperation', 31.

[10] Federal member states are sub-federal administrative division in Somalia- there are six federal member states and Banadir Regional Administration (BRA) which form the Federal government in Somalia.

[11] 'UN Strategic Framework Somalia 2017-2020', 29.

[12] Zamore, 'The Triple Nexus in Practice: Toward a New Way of Working in Protracted and Repeated Crises | Center on International Cooperation', 13.

[13] Joint Steering Committee to Advance Humanitarian and Development Collaboration (JSC), 'Somalia: Joint Steering Committee Progress Review', 1.

[14] 'UN Strategic Framework Somalia 2017-2020', 46.

[15] 'UN Strategic Framework Somalia 2017-2020', 47.

[16] Perret, 'Operationalizing the Humanitarian–Development–Peace Nexus: Lessons from Colombia, Mali, Nigeria, Somalia and Turkey -', 11.

ii.   Security and Rule of Law

iii.   Economic Development

iv.   Social Development

These priorities are to "enable the UN in Somalia to advance the operationalization of the humanitarian-development-peace nexus".[17] The nexus is referred to in some of the theory-of-change sections for some of the outcomes. For example, in outcome 4.1 of priority 4, the theory of change notes that if the most vulnerable Somalis, including women and children, demand and use improved social services, including for "response and recovery using the humanitarian/development nexus", then more Somalis will have equitable access to services. The document points to Results Groups as the drivers of the implementation of the triple nexus in Somalia with the responsibility to monitor and report on results within the Cooperation Framework workplans.[18]

One of the weaknesses that was revealed with regard to the triple nexus in Somalia is the lack of streamlining coordination at lower levels, and a lack of transparency and accountability. The UN system in Somalia is guided by the UNSF, the HRP, a Comprehensive Approach to Security, and more recently the Recovery Resilience Framework; all of which are supported by mostly separate coordination structures with parallel meetings. "The result, at the Mogadishu level, is that some staff have to take part in more than 30 meetings per week where similar issues are discussed in slightly different configurations with the same group of people. This diffuses accountability and effective decision-making."[19] The lack of coordination and coherent messaging between agencies is also highlighted in the forthcoming FAO Humanitarian-Development-Peace Nexus (HDPN) evaluation. The report states that there is lack of clarity in the messaging on FAO's role in emergencies in Somalia, which causes a break in the humanitarian-development connection of the triple nexus. This is because in some programmes it may not be clear if FAO's involvement, which would enhance the triple nexus, is within its operational mandate. A similar point was also raised in the key informant interviews. It was noted that there are numerous cases in Somalia where specific agencies could be useful, but because there is a siloed approach to humanitarian vs. development work their involvement is minimal. An example is in the climate resilience agriculture programming, in which expertise from FAO or UN-Habitat would be essential. However, due to the messaging around what is considered humanitarian and what is considered development, such opportunities for collaboration are not adequately exploited.

In summary, the table below lists the main country planning frameworks, that include a triple nexus narrative (even though it can be improved upon).

Lead	Frameworks	Endorsement
UN	UN Somalia Gender Equality Strategy (2018-2020)	2018
UNCT and Gov. of Somalia	UN Strategic Framework Somalia (2017-2020)	2017
HCT	Humanitarian Response Plan (2020)	January 2020
UN	Common Country Analysis (2020)	2020
UN	Sustainable Development Cooperation Framework (2021 – 2025)	2020

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[17] United Nations Somalia, 'UN Sustainable Development Cooperation Framework for Somalia 2021-2025', 26.
[18] United Nations Somalia, 55.
[19] Perret, 'Operationalizing the Humanitarian–Development–Peace Nexus: Lessons from Colombia, Mali, Nigeria, Somalia and Turkey -', 7.

Mainstreaming gender into the triple nexus

Generally, there is no explicit reflection of mainstreaming gender into the triple nexus. While there is no direct mention of the triple nexus in the Humanitarian Response Plan (HRP), the study by Zamore highlighted that there are promising examples of joint or aligned planning processes in operationalizing collective outcomes (COs).[20]

The Somalia HRP shows gender is a major cross-cutting theme in all four COs, which are:

i. By 2022, the number of people in acute food insecurity decreases by 84 percent, with Gender Age Marker (GAM) rates reduced by 5 percent and sustained below the emergency threshold.

ii. Risk and vulnerability reduced and resilience of internally displaced persons, refugee returnees and host communities strengthened in order to reach durable solutions for 100,000 displaced households by 2022.

iii. Number of vulnerable people with equitable access to inclusive basic social services increases by 27 per cent by 2022.

iv. Proportion of population affected by climate-induced hazards (drought and flood) reduces by 25 percent by 2022.[21]

While gender is a cross-cutting theme in the COs highlighted in the HRP, it is not adequately integrated in the indicators for each outcome. Only one indicator in the fourth collective outcome integrates gender: "Number of gender-sensitive laws, policies and strategies formulated and adopted for strengthening DRR and climate change adaptation".[22] Furthermore, CO 1 does not state its potential connection to SDG 5 on gender equality. Although COs are an effective tool to implement the triple nexus, the May 2019 JSC review on Somalia revealed that they were yet to become "key drivers for the programming and resourcing decisions of the government, agencies, and key bilateral donors".[23] Some key informant interviews revealed that on the ground there is little effort to implement COs for two reasons. The first is because the focus is on immediate humanitarian needs. Secondly, when looking at gender issues, there is a general assumption that considering GBV is what entails mainstreaming gender, so issues on women and girls' participation are not adequately discussed.

In the strategic framework, the UN has developed an accountability framework that provides a tool that enables the UN to embed gender equality across its operations in Somalia. This framework could guide specific actions towards GEEWG in "accountable leadership and improved coordination; improved programming and capacity development; and stronger monitoring and reporting".[24] This is also linked to the Gender Equality Strategy as upon its adoption, an "implementation plan with clearly defined roles and responsibilities of all UN entities and specific timeframes for deliverables" was developed to "ensure timely and effective delivery of results to enforce accountability for gender equality."[25]

In a similar way, in the strategic framework, a collaborative Results Matrix was developed after bringing together relevant actors across the UN system. This matrix, with its indicators, baselines, targets, and means of verification will be the basis for monitoring and evaluation of progress in the implementation of the UNSF and the collective outcomes. To ensure consistency, coherence and continuity, this Results Framework complements other M&E frameworks such as those of the Strategic Priority Working Group

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[20] Zamore, 'The Triple Nexus in Practice: Toward a New Way of Working in Protracted and Repeated Crises | Center on International Cooperation', 32.

[21] OCHA, 'Somalia Humanitarian Response Plan 2020 (January 2020) - Somalia', 6.

[22] OCHA, 94.

[23] Joint Steering Committee to Advance Humanitarian and Development Collaboration (JSC), 'Somalia: Joint Steering Committee Progress Review', 1.

[24] 'UN Strategic Framework Somalia 2017-2020', 42.

[25] United Nations, Somalia, 'UN Somalia Gender Equality Strategy 2018-2020 | United Nations in Somalia', 4.

Joint Work Plans and Joint Programmes.[26] Although the Results Matrix does not explicitly mention the triple nexus, it implies it by incorporating collaborations between various humanitarian, development and peace actors which include the federal government as well. It also includes gender indicators that need to be reported on by all actors.

The Gender Equality Strategy explicitly considers the bodies involved in mainstreaming gender into the triple nexus. Output Statement 1 on outlining how to deliver gender equality results states that "gender equality considerations are central to the decision-making of all inter-entity and coordination mechanisms of the United Nations and the NDP implementation and aid coordination mechanism".[27] Under this output, the first action point names UN decision bodies, Senior Management Group (SMG), United Nations Country Team (UNCT), Programme Management Team (PMT), Integrated Coordination Office (IO), and UN Information Group (UNIG) as required to adopt gender as a standing agenda item and integrate gender-related benchmarks into the workplans of the Senior Management Group (SMG), United Nations Country Team (UNCT), Programme Management Team, and United Nations Assistance Mission in Somalia (UNSOM) in particular. This strategy lays out the groundwork for successfully mainstreaming gender into the triple nexus. Additionally, insistence on applying sex-disaggregated data supports gender mainstreaming into the triple nexus approach. Output Statement number 2 explicitly states that "sex-disaggregated data and gender analysis are generated and used by PMT and all clusters in UN's development and humanitarian work through programming that considers differential needs, priorities and vulnerabilities of women, men, girls and boys."[28] This best practice was further supported by information provided in key informant interviews.

Potential for further mainstreaming and inclusion of triple nexus approach

There are various opportunities to further mainstream gender in the triple nexus in Somalia. One of those opportunities is the UN's role in supporting socio-economic opportunities for Somalis, laid out in the UNSF. The framework highlights the need to pay special attention to the "gender dimension of vulnerabilities to ensure the use of gender analysis informs interventions".[29] The UNSF also lays the groundwork for gender mainstreaming to be included within the internal operational structures of the UN. The UNSF notes that the UN will "enhance internal accountability for adherence to commitments and corporate obligations (including greater gender parity/equality in staffing and appropriate budgeting)".[30] While this is specific to the development pillars, this shows an opportunity to work with humanitarian and peace agencies, especially when considering that the 'gender dimension of vulnerabilities' is intersectional and affects different aspects of an individual's life. This is what was referred to in the key informant interviews, that once gender is at the forefront, there is more room visible for collaboration. That the UNSF highlights the centrality of gender mainstreaming shows that there is potential to incorporate more explicitly the triple nexus through mainstreaming gender. Additionally, the UN Somalia Gender Equality Strategy notes that the institutionalization of gender mainstreaming is yet to become truly non-negotiable in the UN. However, a push for this institutionalization creates potential to take a triple nexus approach and effectively mainstream gender. This was also highlighted in the key informant interviews.

A report by IOM on the triple nexus noted that there were structures in place in Somalia that could be mobilized more effectively for the triple nexus. One of these is the CRESTA/A unit set up by the RC since 2016: "While the DSRSG/RC/HC had envisioned it to play an enabling role for humanitarian, development and UNSOM teams to work together on Community Recovery and Extension of State

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[26] 'UN Strategic Framework Somalia 2017-2020', 46.
[27] United Nations, Somalia, 'UN Somalia Gender Equality Strategy 2018-2020 | United Nations in Somalia', 4.
[28] United Nations, Somalia, 5.
[29] 'UN Strategic Framework Somalia 2017-2020', 31.
[30] 'UN Strategic Framework Somalia 2017-2020', 42.

Authority and Accountability, the team has primarily remained focused on its stabilization support role".[31] Unfortunately, the document does not address the reasons for this or how these constraints to a broader role could be overcome.

Further structures that could be mobilized to effectively operationalize the triple nexus and mainstream gender are country-level partnerships between agencies. The forthcoming FAO evaluation report highlighted that at headquarters level International Peacebuilding Alliance (Interpeace) and FAO maintain a partnership that operationalizes the triple nexus effectively. However, there was little knowledge of this partnership at FAO Somalia country-level. Such partnerships that headquarters may be invested in could be further explored and expanded to mainstream gender in the triple nexus at country-level.

Finally, another potential to implement the nexus approach in Somalia was highlighted in key informant interviews. This is because the current COVID-19 pandemic exacerbated the humanitarian situation in the country, increasing the need for more funds. International donors such as ECHO incentivized actors to work together by requiring that any programmes being created in response to this have input from both development and humanitarian actors. Although this particular example alludes more directly to the double nexus, it shows that it is possible for humanitarian, development, and peace actors to come together to collaborate on an urgent need.

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[31] Perret, 'Operationalizing the Humanitarian–Development–Peace Nexus: Lessons from Colombia, Mali, Nigeria, Somalia and Turkey -', 12.

Mainstreaming in Somalia strategic planning documents

Topic	HRP (Dated January 2020)	UN Sustainable Development Cooperation Framework (Dated November 2020)	UN Somalia Gender Equality Strategy 2018-2020 (Dated 2018)	UNSOM CRESTA/A (Dated September 2019)	JSC Progress Review (Dated May 2019)	UN Strategic Framework (2017-2020) (Dated 2017)	UN Somalia Common Country Analysis 2020 (Dated 2020)
Reflection of GEEWG in strategic planning, analysis, and programming	Collective outcome 2 (reduce risk and vulnerability and strengthen resilience of IDPs, refugee returnees, and host communities) and 3 (to increase number of vulnerable people with equitable access to inclusive basic social services) are noted as being related to SDG 5 on achieving GEEWG.	Under the 2nd strategic priority of security and the rule of law, gender equality is mentioned as an outcome; among many others, of reducing Al-Shabaab influence.	The entire document lays out a strategy to achieve GEEWG.	GEEWG not mentioned or reflected.	GEEWG not mentioned or reflected.	GEEWG is in the accountability framework that enables the UN to embed gender equality across its operations. GEEWG is also integral to the security pact and the New Partnership for Somalia (NPS), through gender mainstreaming into the WPS agenda. The document commits to concrete milestones and deliverables for all related programs.	GEEWG mentioned in Somali Federal Government efforts to create key policy frameworks to promote GEEWG.
Transformative approaches	No mention of transformative approach.	The Cooperation Framework is anchored in a human rights-based approach and is underpinned by the	Objective 2 of the Gender Equality Strategy seeks to transform gender	No mention of transformative approach.	No mention of transformative approach.	Commits to taking a systematic approach to inclusion of women in peace and political processes and recovery efforts. The	No mention of transformative approach.

		principle of leaving no one behind and reaching those furthest behind first.	stereotypes, perceptions, and biases. The strategy also pushes for the empowerment of women in order to transform institutions and structures that reinforce inequality.			aim is to increase the number of women trained in transformative political leadership.	
Gender-Based Violence	Document recognizes the presence of GBV in Somalia as a priority critical problem and states that failure to respond will put GBV survivors at risk.	The framework commits to preventative investments in urban development, economic recovery, justice, security, and the rule of law to ensure women are free from GBV.	Extensive discussion of GBV as very common in the socio-political context of Somalia.	Not discussed.	Not discussed.	Not discussed.	GBV is discussed extensively: causes, efforts to eradicate and issues faced. Operational mentoring of Somali police is discussed as a way of reducing and addressing SGBV.
Sex, age, and disability disaggregated data (SADDD)	Data is disaggregated by sex and disability, but not by age.	Data in indicators is disaggregated by sex, age, and disability. However, some baselines are at 0% - not stating whether	Data disaggregated by sex in narrative, e.g., "Women in Somalia experience	No disaggregated data.	No disaggregated data.	No disaggregated data.	Data is disaggregated by sex and disability, but not by age.

		this an absence of data.	higher unemployment rates than men: 74% for women and 61% for men."				
LGBTI People or other vulnerable populations	No mention of LGBTI or vulnerable communities.	Discusses other different forms of vulnerability (rural, nomadic communities etc) but there is no mention of LGBTI.	No mention of LGBTI or vulnerable communities.	No mention of LGBTI or vulnerable communities.	No mention of LGBTI or vulnerable communities.	No mention of LGBTI but it discusses other different forms of vulnerability in outcomes (IDPs, immigrants, refugee returnees, and host communities).	No mention of LGBTI or vulnerable communities. Discusses types and causes of vulnerability for people in remote locations.
Coordination	To support the objectives of the Grand Bargain in increasing better coordination of Cash and Vouchers Assistance (CVA), the Somalia Cash Working Group (CWG) has operationalized six regional CWG hubs operating under the overall supervision of the national CWG. The CWGs will take the lead in tracking	The framework aims to ensure maximum alignment between the UN and government planning frameworks, facilitating greater integration of the coordination and implementation arrangements for the cooperation framework with the Somali Government-led aid coordination architecture.	Coordination is central to delivering the strategy's gender equality outputs. Output 1 explicitly states that gender equality considerations must be central to inter-entity and coordination mechanisms of the UN as well as the NDP	Discusses coordination between the Ministry of the Interior and UN Country Team to achieve advocacy around National Stabilization Strategy.	During 2016 and 2017 one of the best practices noted were the joint drought operations coordination centres (DOCCs).	The UN notes that its role is to provide sustainable solutions through coordination in institution building and resilience. These programmes are coordinated together with government ministries. The UN also coordinates funds and programs for various agencies to penetrate newly recovered/ accessible areas. Lastly, the UN will also coordinate the	Where there is risk of instability, mitigation measures include coordination between aid partners to ensure adequate response.

	Multi-purpose Cash Assistance (MPCA) projects, which will be reported to the groups, while inter-cluster coordination group (ICCG) will continue to monitor sectoral (restricted and conditional) CVA.		implementation and aid coordination mechanisms.			auditing of local organizations receiving funds from different UN agencies.	
Participation	Through site management and coordination, populations will have improved access to multisectoral services at site level, as well as opportunities to provide feedback on those services, to ensure appropriate community participation and empowerment.	Participation of affected communities is seen as central to achieving some of the outcomes including strengthening the formal federal system. However, no explicit mention of gendered participation.	Strategy prioritizes focus on women's participation and representation in decision-making and leadership roles across all political and executive posts and recruitments at all levels—national, state, and local.	Participation of affected communities not mentioned.	Participation of women and girls, and affected communities is not mentioned.	States that participation of women in peace and federal processes in the federal government remains a challenge but does not address a strategy to improve this.	Participation of women and youth is mentioned as a challenge in the discussion of the country context, but it is said to be currently improving.
Resilience	Resilience is mentioned in the objectives to do with food security, to	Resilience is discussed as an outcome and a result of the theory of	Resilience is not discussed, only states that gender must be	Resilience is not discussed.	2016 and 2017 drought led to the creation of Recovery and	The National Development Plan has a resilience pillar which is supported by	The document mentions resilience efforts

	support household and community resilience. It is also mentioned in the discussion of the creation of the 2016/17 Recovery and Resilience Framework (RRF).	change regarding sustainable management of natural resources and improving the lives of people affected by climate change.	mainstreamed into all UN development assistance including Recovery and Resilience Frameworks (RRFs).		Resilience frameworks and joint drought operations coordination centres (DOCCs). However, in 2019 there was no funding for the resilience and recovery framework, which became apparent after the drought as it created need for immediate financing.	the UN. This is a joint approach to the humanitarian and development nexus.	by the federal Government.
Consultation	In consultation with NGOs, Government, UN and donors, a pool of consultants led by the NGO Consortium drafted a Localization Framework to inform localization initiatives in Somalia in 2020. This informed aspects of the HRP. The risk analysis in the HRP projects also included	The summary of consultations does not mention affected communities but does mention "Representative Groups".	No mention of any consultation with affected communities.	There was no consultation of affected communities in the crafting of this document.	There was no consultation of affected communities in the crafting of this document	There was no consultation of affected communities in the crafting of this document	There was no consultation of affected communities in the crafting of this document.

	consultations with vulnerable groups.						
Civil Society	There is need for a stronger leadership and greater buy-in among civil society and donors to develop an implementation and resourcing plan for the collective outcomes.	The document was created through consultations with Women's NGOs and CSOs that are listed in the appendix.	While civil society organizations are considered important partners in implementing the outputs of the strategy, there is no mention of civil society involvement in the crafting of the strategy.	No mention of civil society involvement.	Recognition of need for civil society buy-in to develop an implementation and resourcing plan for collective outcomes. However, there is no mention of civil society involvement in crafting the document.	Civil society, including women's groups, was consulted to provide an understanding of the vision they have for Somalia within the next 5 years.	No mention of civil society involvement. There is however recognition that the current conflict hinders development efforts of Civil Society Organizations

Annex 6: Sudan consultation

Background

In spite of a large rural-urban migration driven by conflict, drought and desertification, Sudan is largely a rural population (58 percent according to Central Bureau of Statistics).[1] Years of conflict have impacted millions of people with 2019 being a notable year of civil unrest. At the beginning of 2020, OCHA noted that some 9.3 million, which is about 23 percent of the population, would need humanitarian assistance.[2] Disease outbreaks, malnutrition, food insecurity and climate shocks affect livelihoods of many.[3] Sudan hosts over one million refugees, asylum seekers and internally displaced persons (IDPs) sharing meagre resources, a situation that operationally complicates the Humanitarian, Development and Peace nexus. The documents reviewed on Sudan as well as the key informant interviews conducted all revealed that the country's current transitional status is complex, but this also means that there is an even greater need for cohesion through the triple nexus. The current transitional government in Sudan is prioritizing peace and ending the economic crisis, both of which is strongly linked to the humanitarian needs in the country.

- Although incidents of violence have diminished, the conflict still creates a dire situation for those displaced. About 1.87 million IDPs and 1.1 million refugees and asylum seekers continue to need humanitarian assistance and protection. This is compounded by the fact that there is a lack of basic services; natural disasters like floods continue to affect people each year. The economic crisis continues to deepen as a result of stagnation in investment, causing increased food insecurity, deteriorating health care and inadequate public services in general.

- Following months of civil protest, President Omar Al Bashir was removed from power on 11 April 2019, and a Transitional Military Council (TMC) was established. Civil protests, led by the Alliance for Freedom and Change Forces continued, calling for establishment of a civilian government, one that is now headed by Prime Minister Abdalla Hamdok, for 39 months beginning 21 August 2019. The UN Security Council unanimously adopted resolution 2559 which ended the African Union/United Nations Hybrid Operation in Darfur (UNAMID)'s mandate on 31 December 2020. This has left some strain and concerns for the implementation of the triple nexus and for the protection of women and girls.

- While 2019 was the year of the revolution, 2020 was also difficult as a result of the global pandemic, rampant inflation, unstable exchange rates, and a new influx of refugees from Ethiopia.

- Although Sudan is not one of the priority countries of the Joint Steering Committee to advance Humanitarian and Development Collaboration (JSC), JSC principals met in March 2020 to discuss and agree on areas to support and the triple nexus in Sudan by focusing on five priority areas: "analysis and planning, macro-economic stability, enhanced capacity, closer programmatic collaboration and alignment with UN mission planning".[4]

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[1] OCHA, 'Sudan Humanitarian Response Plan 2020 (January 2020)'.
[2] OCHA, 'Humanitarian Needs Overview - Sudan'.
[3] OCHA, 'Sudan Humanitarian Response Plan 2020 (January 2020)', 5.
[4] Joint Steering Committee to Advance Humanitarian and Development Collaboration (JSC), 'Principal-level meeting on Sudan, 18 March 2020: Outcome Document', 1.

Implementing the triple nexus

The document review and the key informant interviews were carried out with the various actors. While that did not necessarily outline a chronology of events regarding the implementation of the triple nexus, it helped build a picture on the understanding and the current state of affairs with regards to the triple nexus.

The United Nations Development Assistance Framework (UNDAF) does not use the term "nexus" but mentions that a workshop in November 2015 informed by the Common Country Analysis started a process to roll out a collaborative approach. This was overseen by the UN Country Team (UNCT) and coordinated by a UNDAF Task force, co-chaired by the Ministry of International Cooperation and the UN Resident Coordinator's Office. This was a realization of the need to activate joint programming for agencies working in the country. The document was founded on the need to ensure "greater coherence and results orientation in the development work of the UN" to lead to better development outcomes.[5] While the focus appears to be on the interconnectedness of development and humanitarian outcomes, UNDAF Focus Area 5 on community stabilization focuses on conflict areas and the need to use peace infrastructure for stabilization. The UNDAF holds that this goal is to be achieved by 2021. When it comes to the language and messaging, the humanitarian-development nexus appears to be more common and more central.

The triple nexus is implicit in one of the UN initiatives outside the UNDAF results matrix. The UNDAF mentions that in order to help coordinate activities in Darfur, the UNCT and UNAMID "develop bi-annual Integrated Strategic Frameworks that bring together the mission's and the UNCT's mandates into an agreed upon set of priorities and measures".[6] There is also mention of the involvement of peace agencies in the United Nations Interim Security Force for Abyei (UNISFA) which was established in 2011 with a "mandate that includes protecting civilians, facilitating the delivery of humanitarian aid and ensuring security in the Abyei Area".[7] This is an example of how peace players can be more effectively integrated into the triple nexus. One of the challenges remains the political situation in Sudan: that the current UNDAF was signed and approved by the previous Government. This would usually require that the UN creates a new document in collaboration with the current Government, but as a key informant pointed out, this is still a moment of transition.

Although UNAMID's mandate has ended, there were examples of collaboration and a nexus approach alluded to in the interviews. UNAMID provided logistical support to assist humanitarian actors to access populations in need. They also collaborated by providing security for humanitarian actors, allowing for the objectives to be realized. Humanitarian actors also alluded to the challenges that are likely to be faced by ending UNAMID's mandate as there are still IDPs who were receiving assistance and were sheltered in UNAMID stations, as a result of the joint effort between humanitarian, development, and peace actors.

The current COVID-19 global pandemic created an opportunity to consider the triple nexus. To account for the immediate humanitarian consequences of the pandemic, Sudan issued a COVID-19-specific addendum to complement its Humanitarian Response Plan. Once again, the plan does not explicitly reference the New Way of Working or the triple nexus. The plan, however, considers collaboration among organizations. Under the overall guidance of WHO, the Strategic Coordination Group (SCG) – chaired by the Resident Coordinator/Humanitarian Coordinator (RC/HC) and comprised of WHO, UNICEF, OCHA, WFP, UNDP, UNHCR and UNFPA – is to ensure that "the UN and the humanitarian community are aligned in supporting the government's preparedness and response efforts".[8] It is important to note here that peace

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[5] United Nations Country Team, 'UNDAF', 2.
[6] United Nations Country Team, 12.
[7] United Nations Country Team, 12.
[8] OCHA, 'Sudan Humanitarian Response Plan COVID-19 Addendum', 10.

organizations are not explicitly listed as potential partners in this nexus approach, something that seems common to other cases as well.

Due to the current emergency context in Sudan, the Humanitarian Programme Cycle takes centre stage, making humanitarian actors more visible. The humanitarian response plan (HRP) was guided by the Humanitarian Country Team (HCT) Emergency Response Framework which aimed to assist partners to work to ensure that response to sudden-onset emergencies happens within two weeks to prevent loss of life.[9] The HRP promises that "synergies will be sought with planned social protection and development programmes, to leverage the comparative advantage of different actors to address multi-dimensional vulnerabilities".[10] This means that actors in Sudan are not only open to implementing the triple nexus but also continue to consider possible synergies to do so. This was also reflected as an ongoing effort in the key informant interviews.

Although the latest Common Country Analysis (CCA) available is a bit dated (2016), even then there was recognition of the importance of a nexus approach, albeit with the exclusion in mentioning peace actors. The CCA noted that there was "a need to develop a clear vision and strategy for WASH services in protracted crises with a focus on strengthening the humanitarian and development nexus and forging a balanced nationwide WASH programme that delivers equitable services".[11] This is in relation to achieving the SDGs. The changing nature of the conflict opens up potential to consider peace actors in achieving this.

One of the challenges to the implementation of the triple nexus mentioned in key informant interviews was the lack of funding dedicated to the triple nexus. The JSC in the principal level meeting did make funding a priority and addressed it in Priorities 1 - 4. Under Priority 1, the JSC members agreed to "provide technical deployment and financial support to help establish an information management and analysis hub in the RCO [Resident Coordinator Office] Sudan".[12] Under Priority 3, the JSC members agreed to mobilize financial support to help build the capacity of the Government of Sudan's infrastructure, while under Priority 4 they committed to build on existing joint analysis programmes and pilots and using CERF and other funding mechanisms.

In summary, the table below lists the main country planning frameworks that include a triple nexus narrative (even though it can be improved upon).

Lead	Frameworks	Endorsement
UN	Common Country Analysis	2016
UNCT and Gov. of Sudan	Sudan United Nations Development Assistance Framework (UNDAF)	2018
HCT	Humanitarian Needs Overview (HNO) and Humanitarian Response Plan (and COVID addendum) 2020	January 2020 and March 2020

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[9] OCHA, 'Sudan Humanitarian Response Plan 2020 (January 2020)'.
[10] OCHA, 17.
[11] Unites Nations, 'Common Country Analysis for Sudan Desk Review', 52.
[12] Joint Steering Committee to Advance Humanitarian and Development Collaboration (JSC), 'Principal-level meeting on Sudan, 18 March 2020: Outcome Document', 1.

Mainstreaming gender into the triple nexus

Deep-rooted gender inequality, anchored in history and cultural norms, persists throughout parts of Sudan, and requires the humanitarian, development, and peace systems to consider the specific needs of women, men, boys, and girls in any intervention, especially with regard to GBV. While the initial document review shows that there is adequate consideration of gender mainstreaming in general, mainstreaming gender into the triple nexus is not explicitly mentioned or adequately addressed. For example, the UNDAF highlighted five focus areas, each of which considered gender mainstreaming and transformative approaches, but there was no clear link to the triple nexus. One of these is UNDAF Focus Area 3, the outcome of which is that "by 2021, populations in vulnerable situations have improved health, nutrition, education, water and sanitation, and social protection outcomes".[13] Under this focus area the UN set an "aim to strengthen the link between humanitarian and development interventions through a coherent and coordinated approach"[14] in order to develop women's capacities and strengthen women's participation.

The Humanitarian Needs Overview highlights the importance of gender mainstreaming as a response to GBV but does not consider the triple nexus approach. Key informant interviews further revealed, however, that there were efforts to mainstream gender into the triple nexus approach. One of these efforts indicated by the key informant interviews was inspired by the Women, Peace and Security agenda which has galvanized the efforts to mainstream gender into the triple nexus approach. In order to achieve gender equality and the empowerment of women, the UNAMID gender advisor unit collaborated with the UNCT and in particular UN Women through the years of the presence of UNAMID from 2008 up to the termination of the mandate. Via joint efforts, agencies enhanced local actor capacity, particularly women, encompassing increased numbers of qualified women to articulate urgent issues impacting woman of all ages. This occurred through joint sensitization, joint advocacy strategies, and also joint lobbying strategies within the UN and extending to the government to advance the Women, Peace and Security (WPS) agenda.

Capacity building of the different agencies took a nexus approach. In order to ensure that there is a critical mass of experienced gender officers embedded in the UNCT, UN Women led a training of gender focal points in humanitarian, development, and peace agencies. The end goal was to strengthen the experience of the UNCT in integrating gender perspectives into all programmes, activities, and plans, while solidifying the network of gender focal points across humanitarian, peace, and development agencies. Key informant interviews also revealed the joint implementation of commonly shared outputs, including the annual events like International Women's Day, 16 days of activism against gender-based violence campaign, and 1325 Global Open Days. Humanitarian, development, and peace actors jointly implement these events and come up with joint action plans, which are then translated again into feasible activities that are jointly implemented. This has been made possible by the strengthened network of gender focal points across the different agencies.

Potential for further mainstreaming and inclusion of triple nexus approach

Addressing the core issue of framing and understanding the triple nexus could create more potential for the inclusion of the triple nexus approach. The triple nexus needs to be seen as a holistic way of working on all areas of humanitarian, development and peace. For example, the UNDAF mentions that it "presents the collective contribution of the UN in addressing priority development challenges in Sudan and therefore

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[13] United Nations Country Team, 'UNDAF', 7.
[14] United Nations Country Team, 8.

does not encompass the peacekeeping work carried out by UN entities".[15] That it does not consider peace actors as relevant to development challenges closes the doors to implementing the triple nexus.

The current context in Sudan with regard to the influx of refugees and the growing numbers of IDPs also provides potential to include the triple nexus approach. The HRP states that "while Sudan is not officially implementing the Comprehensive Refugee Response Framework (CRRF), the out-of-camp assistance model in Sudan follows the same approach, with an aim towards improved humanitarian-development "nexus" approaches to supporting national service providers".[16] Peace actors such as UNAMID, prior to the end of its tenure, were also involved in assisting with the situation as reflected by key informant interviews. This synergy could be explicitly highlighted in guidance documents, and in doing so, further strengthen the New Way of Working as responding specifically to the unique context of Sudan. For example, UNAMID assisted in some of the IDP camps in Darfur. That the HRP is "aligned with the 2020 Sudan Refugee Response Plan (RRP), a comprehensive multi-sectoral inter-agency plan" [17] is already an essential foundation from which the triple nexus approach can be built.

There are various opportunities to further mainstream gender in the triple nexus in Sudan. One of those opportunities is in the vision and strategy around WASH services in protracted crises that is mentioned in the Common Country Analysis.[18] It highlights that this strategy and vision needs to have a "focus on strengthening the humanitarian and development nexus and forging a balanced nationwide WASH programme that delivers equitable services".[19] That these services are required in cases of protracted crises only makes the involvement of peace actors more pertinent.

The other opportunity to mainstream gender into the triple nexus is reflected in the strategic objectives listed in the HRP. The HRP focuses on how partners will focus on three strategic objectives:

  i.   Provide timely multi-sectoral life-saving assistance to crisis affected people to reduce mortality and morbidity.

  ii. Contribute to building resilience to recurrent shocks and improving vulnerable people's access to basic services.

  iii. Enhance the prevention and mitigation of protection risks and respond to protection needs through quality and principled humanitarian action.[20]

This is an important starting point to further develop a triple nexus approach among the humanitarian agencies with the potential to extend to development and peace agencies, and also to mainstream gender explicitly which is currently a gap in phrasing. This is because the objectives cover humanitarian, development, and peace focus, and can thus offer a point for more collaboration.

While in the documents reviewed, peace actors appear to be side-lined, on the ground the potential to further mainstream gender into the triple nexus is presented by the incoming United Nations Integration Transition Assistance Mission to Sudan (UNITAMS), which will replace UNAMID. While the key informant interviews revealed that there are concerns regarding UNITAMS' comparative capacity and access, the mission is expected to have a gender advisor as well, allowing for collaboration with humanitarian and development actors already on the ground.

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[15] United Nations Country Team, 12.
[16] OCHA, 'Sudan Humanitarian Response Plan 2020 (January 2020)', 58.
[17] OCHA, 57.
[18] Unites Nations, 'Common Country Analysis for Sudan Desk Review'.
[19] Unites Nations, 17.
[20] OCHA, 'Sudan Humanitarian Response Plan 2020 (January 2020)', 14.

Mainstreaming in Sudan strategic planning documents

Topic	CCA Desk Review (Dated April 2016)	UNDAF (Dated 2018)	HRP 2020 (Dated January 2020)	HNO 2020 (Dated January 2020)
Reflection of GEEWG in strategic planning, analysis, and programming	One of the development priority areas of the Government is development of human capital and educational institutions to build capacities and income generating activities with special attention to gender equality and vulnerable people.	UNDAF's first core principle is "Human rights, gender equality and women's empowerment". UNDAF lists five common Focus Areas and each has an outcome relating to human rights, gender equity and women empowerment as an important programming principle incorporated into it.	GEEWG mentioned in accountability to affected communities, "The humanitarian community will aim to mitigate gender protection risks, particularly GBV and to effectively mainstream and integrate gender equality and the empowerment of women in the overall response" (HRP, 26).	Outside recognising SGBV as a critical problem and highlighting the gender divide, the document does not reflect GEEWG.
Transformative Approaches	There is no discussion of transformative approaches.	SDGs are the platform used to analyse plan programme a coordinated change towards progressive transformation.	No discussion of integrated transformative approaches.	There is no discussion of nexus to show a deliberate transformative approach.
Gender-Based Violence	GBV, including SGBV (one of whose major causes is resource scarcity) is committed with impunity and there is need to consider special protection.	Protection against GBV will be strengthened by integrating it in the outcomes.	Absent reliable data, GBV Area of Responsibility (AoR) endeavour to continue understanding the effects of GBV on girls, boys, women, and men with the understanding that all members of the community are affected differently and thus responses need to be tailored differently. (HRP, 50).	The document notes extremely weak SGBV protection services due to lack of government investment, political and cultural sensitivities, low capacity of service providers and lack of resources.

			Establishing and reactivating women centre,s which act as safe spaces for women and girls to enable them to meet safely and discuss topics of their interest.	
Sex, age, and disability disaggregated data (SADDD)	The document does not have disaggregated data. Data is presented in narrative form. However, it recognises the need for the national information system to be strengthened for the timely availability and use of reliable data and knowledge disaggregated by sex, environment, disabilities, and geographic area to ensure evidence-based policy advocacy, strategic planning and monitoring of progress on the SDGs, national and sector strategic plans and programmes, and the UN development assistance.	There is sex disaggregated data but no age and disability disaggregated data in the document.	The document adequately includes sex and age disaggregated data, and disability is considered in indicators and targets of people in need. Document also notes that there are data gaps in the country, for example, collecting data on SGBV is challenging.	The document includes sex, age, and disability disaggregated data. It also notes that there are, however, a lot of data gaps and limitations so that data used is gleaned from baseline data by various agencies and national common data sets such as disease, conflict and flood broken down to sex and age.
LGBTI people or other vulnerable populations	There is no mention of LGBTI. Humanitarian action has main focus on vulnerable populations/protection needs of vulnerable populations.	No mention of LGBTI.	Advocates for the mainstreaming of gender and diversity considerations in national mine action policies, institutions, and programmes. But there is no specific mention of LGBTI.	Assistance to victims of explosive ordnance that is responsive to the needs of women, girls, men, and boys who are among the most vulnerable groups. There is no mention of LGBTI.

Coordination	Lack of coordination is noted as a systemic issue, and it is hoped that the African Development Bank loan will aid sector coordination.	The Sudan UNDAF Steering Committee chaired by a Government Minister and the RC coordinates operations of all operations agreed by the Government.	An inter-sector coordination group exists. Humanitarian Country Team (HCT) coordinates HRP while Emergency Relief Coordinator, Humanitarian Coordinator, and Cash Working Group also coordinate their Area of Responsibility.	The Inter-Sector Coordination Working Group (ISCG) is in operation and has validated the severity of the need from both national and state actors.
Participation	Commitment to participatory planning processes is also limited and the top-down approach remains prevalent in practice. Also, the ability of institutions to participate is also limited.	Government-UN thematic groups were formed around each Focus Area and each engaged in an inclusive, participatory process to refine and reach consensus on the five UNDAF outcomes. The Leave No One Behind policy calls for full participation of all.	Participation of vulnerable persons in programmes that involve them such as refugees is mentioned in programmes. The Sudan Humanitarian Fund (SHF) has provided guidance on accountability to affected populations (AAP) and communication with communities (CWC) and requires all project proposals and reporting to integrate AAP.	The SHF has provided guidance on accountability to affected populations (AAP) and communication with communities (CWC) and requires all project proposals and reporting to integrate AAP.
Resilience	Access to services that are much needed to empower people and build their capacities and make communities and families resilient to vulnerabilities are seriously needed.	UNDAF Focus Areas build in resilience to climate change, community, and household resilience.	One of the three strategic objectives of HRP is to contribute to building the resilience shocks to recurrent and improve vulnerable people's access to basic services.	The Inter Sector Coordination Group (ISCG) in Khartoum and state level agreed that humanitarian sectors. will focus on two of the four humanitarian consequences one of which is resilience
Consultation	There seems to be a top-down planning and flow of	"Leave no one behind" calls for consultation with Ministries	Participation and inclusion are mostly seen in the response	There seems to be ongoing consultation between sectors

	information in many development issues.	and stakeholders in all negotiations.	modalities of the protection sector, which are to include consultations with IDPs and affected communities.	and state with regard to needs maps. UNHCR coordinates Refugee Consultation Forum and Government Commissioner of Refugees.
Civil Society	Development of a strategic framework to address sanitation included civil society, but it does not specify if the organizations were gender specific. Civil society is also noted as an important player in the field of environmental management, but yet again no gender equality specification.	Document notes that the UN will support local Civil Society Organizations (CSOs) but does not specify on gender equality or women's organizations.	No mention of civil society in the document.	No civil society participation is mentioned.

Annex 7: Advisory Group – member list

1	Canada	Kataryna Sherysheva	Senior Program Officer
2	Gender Unit – Department of Peace Operations	Njoki Kinyanjui	Senior Gender Advisor and Chief of the Gender Unit
3	IASC RG 4 (UNFPA)	Lene Aggernaes	Senior Inter-Agency Cooperation Advisor Member of RG 4
4	OCHA	April Pham	OCHA Senior Gender Advisor & Co-Chair IASC Gender Reference Group
5	Oxfam	Julie Lafrenière	Co-Chair IASC Gender Reference Group
6	The GenCap Project	Deborah Clifton	GenCap Advisor
7	UN Women	David Coffey	Humanitarian Specialist
8	UNFPA	Jennifer Chase	GBV AOR Coordinator
9	UNICEF	Lauren Rumble	Principal Advisor Gender & Development
10	UNSDG Task Team (UN Women)	Priya Alvarez	Senior Gender Advisor Co-Chair UNSDG Task Team
11	UNSDG Task Team (UNFPA)	Leyla Sharafi	Gender & Gender-Based Violence Advisor (Development-Humanitarian-Peace Nexus) Co-Chair UNSDG Task Team
12	WFP Gender Department	Cecilia Roccato	Senior Gender Advisor
13	Women's Empowerment Organization Iraq	Suzan Mohammed Aref	Founder & Director
14	Women's Refugee Commission	Stephanie Johanssen	Senior Advocacy Officer

Annex 8: Validation workshop – participant list

1	OCHA/EOS	Ali Buzurukov	Senior Humanitarian Affairs Officer
2	OCHA	April Pham	Senior Gender Advisor
3	The Konterra Group	Belen Diaz	Director Evaluation & Organisational Learning
4	UNDP	Caitlin Boyce	Women Peace and Security Consultant
5	CARE	Caitlin Shannon	Research and Inquiry Lead
6	UNICEF	Carlotta Tincati	Director of the Gender Office
7	WFP	Cecilia Roccato	Senior Gender Adviser
8	OCHA	Christoph Oberlack	Humanitarian Development Collaboration Section
9	OECD-DAC	Dan Schreiber	Policy Analyst, Crises and Fragility
10	UN Women	David Coffey	Humanitarian Specialist
16	OECD-DAC	Diana Koester	Associate Adviser
17	UNFPA	Emily Krasnor	Gender/GBV policy expert in humanitarian emergencies
18	UNHCR	Henri van den Idsert	Senior Evaluation Officer
19	UNFPA	Hicham Daoudi	Evaluation Adviser
12	UN Women DRC	Jack Pope	Women, Peace and Security Specialist
7	Oxfam	Julie Lafreniere	Co-Chair IASC Gender Reference Group
20	Canada	Kara Mitchell	Deputy Director of Global Affairs Canada
21	OCHA/EOS	Kelly David	Chief of OCHA/EOS, Chair of the IAHE Steering Group
22	OCHA	Kimberly Lietz	Humanitarian Affairs Officer
6	NYU	Leah Zamore	Program lead at the Center on International Cooperation
4	UNFPA	Lene Aggernaes	IASC RG 4
23	OCHA/EOS	Paula Krieg	Humanitarian Affairs Officer
24	UN Women	Priya Alvarez	UNSDG Task Team
26	OECD-DAC	Seve Loudon	Junior Research Analyst and Coordinator
9	The Konterra Group	Terrence Jantzi	Team Leader, IAHE on Gender Equality and the Empowerment of Women and Girls
10	OCHA	Trude Strand	GenCap Lead
27	OCHA/EOS	Verena Lauer	Humanitarian Affairs Fellow