

Exploring the Nexus between Humanitarian and Development interventions: Trends, challenges and opportunities for Africa



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Report of the Maendeleo Policy Forum held on 04 July 2016
UNDP Regional Service Centre for Africa, Addis Ababa, Ethiopia.

Disclaimer

Views expressed in this report represents the opinions of panelists and participants.

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Background

Complex crisis and post-conflict situations are a significant and, regrettably, growing part of the current landscape of the developing world. Of the world's 20 poorest countries, most have experienced violent conflict in the past decades. In Africa alone, 29 of the 45 UNDP programme countries have experienced some form of political or civil crisis. It is evident that violent conflicts and development do not co-habit. The 23 – 24 May 2016 World Humanitarian Summit held in Istanbul, Turkey, emphasized key areas of focus which are of great concern to UNDP and required for the achievement of the Sustainable Development Goals. These areas include 1) political leadership to prevent and end conflicts, 2) uphold the norms that safeguard humanity (Respect Rule of Law), 3) leave no one behind; and change people's lives – from delivering aid to ending need (working differently to end need), and 5) investment in humanity. The summit succeeded in raising awareness of the massive problem confronting the international community: the increasing frequency and complexity of humanitarian crises and emergencies that is overwhelming the ability of nations, multilateral agencies, and nongovernmental organizations to respond.

It has been established that an intricate relationship exists between humanitarian and development assistance. Every stage of crisis and post-conflict has a development dimension. The 'relief to development' or 'continuum' concepts have been shown to be inadequate paradigms in capturing the complex reality of crisis and post-conflict situations. In real life, development and humanitarian concerns overlap, affect one another and rarely follow any fixed sequence. Today's complex crises make this fact even more profound – as they are increasingly internal and protracted and, therefore, have long-lasting social, economic and environmental impacts. Additionally, in many countries in crisis there may be pockets of relative calm where development can continue, therefore, development concerns should never be ignoredⁱ. One of the commitments from the World Humanitarian Summit aptly captures the linkage by stating that “the new way of working is not about shifting funding from development to humanitarian programmes or from humanitarian to development actors — rather, it is about using resources and capabilities better, improving SDG outcomes for people in situations of risk, vulnerability and crisis and shrinking humanitarian needs over the long-term; and galvanizing new partnerships and collaboration – such as through the private sector, local actors or Multilateral Development Banks - that provide additional capabilities and resources in support of achieving collective and measurable outcomes for people and communities.

The African Union indicates that Africa region plays host to $\frac{3}{4}$ of the world forcibly displaced population comprising of over 6 million refugees and 11 million IDPsⁱⁱ. This represents 1.4% of Africa's population of 1,194,637,434 which is an estimated population of 13 African countries namely Cape Verde (526993), Comoros (807,118), Equatorial Guinea (869587), Djibouti (899598), Mauritius (1,227,458), Gabon (1,769,142), Guinea Bissau (1,888,428), Gambia (2,054,989), Lesotho (2,160,308), Botswana (2,303,820), Sao Tome and Principe (194,390), Seychelles (97,026), and Namibia (2,513,981)ⁱⁱⁱ.

A number of humanitarian situations have contributed to the growing population of refugees and internally displaced population in Africa. The protracted and unending longstanding conflicts in the Democratic Republic of Congo, violent extremism in Somali and Nigeria and epidemics like the recent Ebola outbreaks in West Africa have created a new phenomenon of humanitarian crises that threatened the social, political and economic fabric of Sub-Saharan African^{iv}. The growth of violent extremism and the devastating impact of groups espousing violent ideologies is not only setting in motion a dramatic reversal of development gains already made, but threatening to stunt prospects of development for decades to come. Climate change on the other hand is ravaging the continent with drought and floods and causing unrepresented hardship on the population.

In the Horn of Africa, the effect of El Nino has been enormous – resulting in about 100 deaths, 300,000 displaced and 18.5 million population facing food insecurity in the region as at December 2015^v. In the Sahel, over 20million are food insecure, from 11million in 2013, of which 2.5million need urgent humanitarian assistance to survive^{vi}. OCHA indicates that Humanitarian requirements in the Horn and Great Lakes Region alone totaled USD 5.7 billion in 2015. It is interesting to note that only 49% of the amount was funded as at the end of the year. Increased funding and political will are necessary for addressing both increasing displacement and refugee situations on the continent.

Common African Position (CAP) on Humanitarian Effectiveness

In order to ensure coherence in messaging from Africa, the African Union coordinated and issued a Common African Position on the World Humanitarian Summit. Africa faces huge humanitarian challenges resulting from natural and man-made disasters. Africa's engagement on humanitarian issues has included establishment of high level mechanisms and strengthening of normative frameworks and new ways of conflict prevention, resolution and peace building, through the peace and security architecture^{vii}. The AU in its forward looking AU Agenda 2063 clearly outlines aspirations^{viii} for peace and security of the region.

The Common African Position, being Africa's contribution to the World Humanitarian Summit emphasizes five priority areas considering that Africa is centre stage for humanitarian activities.

The 5 priority areas:

- a. strengthening role of the State in humanitarian action;
- b. reforming of the humanitarian architecture;
- c. addressing root causes and durable solutions;
- d. moving from norm setting to implementation;
- e. taking measures to link humanitarian action and sustainable development.

It is pertinent to note that prior to the WHS, the AU has had a number of existing normative and policy frameworks that respond to the issues of refugees and IDPs; some of which include the

OAU Convention Governing the Specific Aspects of Refugee Problems in Africa; the AU Convention for the Protection and Assistance of IDPs Africa, the AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention); African Charter on Human and Peoples' Rights (1981/1986). In addition, there have been conferences to address humanitarian situation in Africa including the AU Summit on Refugees, Returnees and IDPs in Africa held in October 2009. The conference helped to set AU's Agenda on humanitarian action. The challenge has been largely political will to act, resources and effective partnership with all stakeholders which the World Humanitarian Summit was set to deliberate on.

The World Humanitarian Summit – Istanbul Turkey, May 2016

The World Humanitarian Summit was organized against the backdrop of increasing humanitarian situation around the world. Africa has had its fair share of crisis and natural disasters with crippling outcomes on sustainable development. Africa is not alone. Around the world unending crisis such as Syria, Iraq, Yemen and Ukraine including the never-ending Palestinian – Israeli conflicts have contributed to worsening humanitarian situation and stunting development gained previously. The impact of natural disasters such as earthquake and climate change have also contributed to worsening humanitarian situations around the world.

The Summit was expected and seen as a watershed in the way and manner stakeholders – development partners, private sector, non-governmental organizations, regional institutions and national governments coordinate and respond to humanitarian situations. The UN SG therefore emphasized in his Agenda for Humanity that the Summit “must lead to genuine change in the way we deliver assistance and reduce risk and vulnerability; in our commitment to respecting, promoting and implementing international law; in the progress we make in reaching those furthest left behind; in the way we commit to collective outcomes and based on comparative advantage; in the way we resolve to reduce the fragmentation of international assistance into unmanageable numbers of projects and activities; and in the greater investments we make to prevent and resolve conflicts and human suffering”^{ix}

Opening Remarks by Lebogang Motlana, UNDP RSCA Director

The Director of the UNDP Regional Service Centre Mr. Lebogang Motlana welcomed participants and expressed his pleasure for their participation in the 4th Edition of the Maendeleo Policy Forum. The Director informed the participants that the Maendeleo Policy Forum was launched in 2015 to provide space for leaders, international mediators and negotiators, researchers, policy makers, development practitioners, activists and writers on African issues, to debate on critical issues of development in Africa. Since its launch, the Director emphasized, 3 editions on different themes had been held at the Regional Service Centre in Addis Ababa. He further expressed his pleasure for participants who had participated in previous editions who could be considered as Maendeleo veterans - those who have been so faithful and participated in every edition of the Maendeleo Policy Forum. He expressed appreciation and how well he cherished their presence and participation.

The Forum derives its name from the Swahili - **Maendeleo** which means development. The 4th edition of the Forum focused on examining the relationship between humanitarian and development assistance in Africa. The Forum will interrogate and obtain a better understanding of the trends, challenges faced both by those receiving and those giving humanitarian and development assistance, explore opportunities that exist for making improvement and doing them better in Africa.

The World Humanitarian Summit calls for dedication, recommitment, increased partnership and coordination for effective solution. In the era of dwindling resources, creative and innovative ways have to be found to deliver a cocktail of support that enables countries anticipate and deal decisively with crisis of humanitarian dimension. UNDP's tagline: Empowered lives; Resilient Nations derives from this notion.

Africa plays host to a number of complex and post conflict situations – from the Horn of Africa where El Nino has resulted in deaths, displacements and increased food insecurity, the unending crises in the Democratic Republic of Congo, the situation in South Sudan, the Boko Haram induced displacements in Northern Nigeria to the challenges posed by the Ebola virus disease in Sierra Leone, Guinea and Liberia. All these test the capability of the state to respond appropriately. While some are natural, a number of the crisis in Africa are man-made, meaning they are also predictable, preventable and avoidable. At this juncture, the Director maintained that good governance matters. Africa needs effective states that can govern justly, provide basic services and create a stable environment for economic growth and development. This is why the former UN Secretary General Koffi Anan maintains that good governance is “perhaps the single most important factor in eradicating poverty and promoting development”.



The Director expressed conviction that without understanding and establishing the link – conceptual, programmatic, and resource wise, no single solution can arrest humanitarian crisis in Africa. With the adoption of the Sustainable Development Goals and AU Agenda 2063, business not-as-usual becomes the watchword. The Director further expressed confidence in the panellists for their deep knowledge of the subject and enormous experience in dealing with the issues. He therefore invited participants to expressed themselves and participate fully in the discussion without fear of any form of inhibitions.

Introduction

The Moderator, Dr. Ozonnia Ojielo while introducing the 4th Edition emphasized that the Forum provides the space for reflection and new thinking on development issues in Africa. He stressed that the Horn of Africa crisis is cyclical and recurring as are the dynamics in the Sahel, Great Lakes, and migration – affecting every part of the continent. The moderator highlighted the key questions that the Forum would be addressing as follows:



- How do we shrink the gap between humanitarian relief and development?
- How can we build a more predictable response system?
- World Humanitarian Summit outcomes: what will be Africa's investment?
- What is Africa's roadmap for the implementation of the WHS outcomes?
- How can UN/UNDP play a more pivotal/effective/central role in supporting Africa to on humanitarian and development effectiveness?



Reflections by Panellists

The Panelists were Ms. Izumi Nakamitsu, Assistant Secretary-General and Assistant Administrator, Crisis Response Unit, UNDP HQ, Ms. Ahunna Eziakonwa-Onochie, UN Resident Coordinator, UN Humanitarian Coordinator and UNDP Resident Representative for the Federal Republic of Ethiopia and Mr. Olabisi A. Dare, Head, Humanitarian Affairs, Refugees and Displaced Persons Department of Political Affairs African Union Commission, Addis Ababa.



Ms. Ahunna Eziakonwa-Onochie, UN Resident Coordinator, UN Humanitarian Coordinator and UNDP Resident Representative for the Federal Republic of Ethiopia.

The hosting of the policy dialogue is timely and coming in the backdrop of the recent World Humanitarian Summit (WHS) held in Istanbul Turkey. The Summit raised global awareness on the complex challenges of humanitarian crises and emergencies and the imperative of linking humanitarian relief and development through galvanizing new partnerships.



The humanitarian crises pose a serious socio-economic cost and fragile conflict situations have become the new normal. According to the World Bank, global humanitarian financing has surged from \$2bn in 2000 to nearly \$25bn in 2014, and continues to rise. The ratio of humanitarian aid within Official Development Assistance – an indicator of international aid flows – is above 50%

in many states categorized by the UN as “least developed countries”, and is far higher in the most fragile environments. In spite of this growth, humanitarian assistance remains incapable of responding to all the needs with UN appeals already under-funded by nearly 40%. Last year alone conflicts cost the global economy an estimated \$14.3tn – more than 13% of world GDP.

This is even more pertinent for UNDP operating programmes in countries that are either afflicted by conflicts or emerging from crises. For example, 29 of the 45 UNDP programme countries have experienced some form of political or civil crisis while the effect of El Nino and La Nina has led to thousands displaced and millions facing food insecurity in the Horn of Africa region alone. In Ethiopia, over 10.2 million people were in need of emergency food and non-food aid as of December, 2015.

The question therefore is how do we strategically position UNDP to effectively deliver on development assistance, reduce risk and vulnerability and create conducive environment for the achievement of the SDGs? The following dimensions may help in answering the question above:

1. How do we shrink the gap between humanitarian relief and development?
2. How can we build a more predictable response system?
3. How can UN/UNDP play a more pivotal/effective/central role in supporting Africa on humanitarian and development effectiveness.

In shrinking the gap between humanitarian relief and development, there is strong need for revamped strategies and approaches on models that optimally identify humanitarian and development measures that will address emergencies and humanitarian crises as key development challenge. The 2030 agenda (SDGs) provides an opportunity to focus on extreme poverty, conflict, forced population displacement, disaster and fragility that have continued to jeopardize prospects for sustainable development. The proportion of global poor living in fragile states is expected to increase from 20% in 2005 to 50% in 2014.

In order to build a more predictable and strong response system, Ms. Eziakonwa-Onochie Maintained the importance of emphasizing humanitarian reform agenda underlining 3 critical pillars of delivering a strong response, inter-alia, strengthening the overall humanitarian response capacity; ensuring predictable funding for emergency response; Improve humanitarian coordination (local, national, international). The response capacity on the ground is particularly important in building key partnerships, mobilizing resources, needs based planning and strategy, monitoring and reporting on the impact and strong cluster system to respond.

The 2015/16 drought experienced in Ethiopia is the worst in 30 years but the response from the government and partners helped to minimize the impact and from mutating to a famine. Stronger national capacity helped to build a stronger and better responses to the emergencies and the Government was able to mobilize US\$172 million of own resources to deal with the humanitarian crises.

UNDP has partnered with the Ethiopian Government and other development actors to enhance the national level risk profiling and climate information sharing network to strengthen the early warning and response system. The interventions target vulnerable communities to access up-to-date climate information to build their resilience against disaster and impacts of climate change. UNDP targets to provide support to pastoral and agro-pastoral communities in 7 regions of Gambela, Somali, Afar, Benshagul-Gumuz, Southern Nations and Nationalities Peoples Region (SNNPR), Oromia and Amhara to be able to cope with imminent droughts, floods and refugees' influx that exacerbate stress on their livelihoods.

Mr. Olabisi A. Dare, Head, Humanitarian Affairs, Refugees and Displaced Persons Department of Political Affairs African Union Commission, Addis Ababa

Forced displacement has reached historic proportions. Africa hosts 25% of the 7m with the number in protracted/IDPs increasing since 2009. What is behind this trend? Conflicts and environmental degradation are the main cause and significant factors, respectively. Resurgence of many old conflicts and situations lasting longer than the communities can manage and many misconceptions about internally displaced persons (IDP) all contribute to the humanitarian situation on the continent. They impact negatively the communities where they live.



The question of the relief and development debate: from the AU perspective, the dichotomy is man-made. Where you have displaced people they are in depressed areas that need development themselves. There is a need to bring global development into play. Forced displacement has deep rooted and structural causes, governance plays a major role. There is therefore need to look at approaches to bring development/humanitarian actors together – greater investment in services, infrastructure and improvement in livelihoods needed to build resilience.

The Common African Position (CAP) sets up parameters which emphasize that states have primary responsibility to provide assistance. Africa needs to focus on reforming current humanitarian architecture. Africa has to look inward to mobilize resources from the continent private sector. The reform of the global architecture in how resources are targeted also need to be reformed. The current relief model is outdated and has to be reformed. It is expected that Africa within the next few months will be able to give more practical measures in line with the CAP. The role of the UN system is to help to redefine the humanitarian architecture and the efforts so far are very well appreciated.

Ms. Izumi Nakamitsu, Assistant Secretary-General, Assistant Administrator and Crisis Response Unit leader, UNDP

Ahead of the WHS, Ms. Izumi granted interview to Devex¹ in which she addressed the question about how best to shrink the gap between humanitarian relief and development. She maintained that the nature of the discussion, had changed. According to Ms. Izumi, shrinking the gap has been a concern for 20 years. “Twenty years ago we were talking about, “this is what the humanitarians do, and this is what development [organizations] do, and let’s try to make these interventions more seamless.” However, with the WHS, the concern is about changing the business model itself. It is a hugely welcome development that one of the themes in this whole thing is actually changing the paradigm from delivering aid to reducing humanitarian need itself. “We need to work jointly to tackle the underlying causes that are driving humanitarian need itself. The current business model isn’t working, so we have to have something else”

Ms. Izumi further clarified that there are limitations to shrinking the gaps. According to her, the



whole model will probably work in a fast-growing economy, but it will be very difficult if it’s happening in the contexts of difficult economic environment. A lot of economic incentives, additional development investment has to be considered. There are interesting examples, between the U.N. and the World Bank. If some of the World Bank loan facilities can be blended with [official development assistance] money, that would underwrite the interest, then that loan would become very, very soft and help the government

implement some of those policy changes. It’s a very new approach and the product of these agencies coming together and brainstorming.

Ms. Izumi had just visited Oromia Region in Ethiopia one of the regions seriously affected by El Nino. Many countries have been greatly affected by El Niño. Ms. Izumi maintained that after the WHS, there is a renewed commitment to tackle these challenges head-on. Policy discussions have limited impact unless translated into results on the ground. There is the need to change approaches and apply new paradigm shifts at country level and in the process address the following questions:

- What do we mean by paradigm shifts in the context of the WHS?
- What does it mean for prevention?
- What is UNDP doing? What does it mean for UNDP?

¹ <https://www.devex.com/news/the-undp-s-take-on-the-humanitarian-development-nexus-and-whs16-88131>

Unless governments around the world are able to tackle underlying causes, we will not be able to meet needs because from delivery to ending needs, funding requirements have increased so much. 80% of appeals spent on protracted crises. There will always be a requirement for protected humanitarian space. Where we see protracted situations need to look at multi-year outcomes to delivery jointly. The case of Ethiopia indicates that victims of humanitarian crisis benefit more when humanitarian aid organizations work with the government.

In context of WHS and grand bargain, there is increased commitment to invest more in prevention, disaster risk reduction and preparedness. Data shows \$7 saved for every \$1 in Disaster Risk Reduction (DRR). The same goes for conflict prevention, saving money but more importantly suffering will be less. In order to better meet peoples' needs during and after humanitarian crisis, there is need to tackle structural causes to develop joint programming to meet immediate and causes of protracted conflicts. There also the need to link UNDAF and humanitarian plans. Leadership plays a critical role to result in good joint planning with government that would lead changes in funding system from donors.

Sendai in March 2015 proposed solid plans pre-crisis. Ms. Izumi emphasized the need to move quickly at country level and start investing and do more in responding to crisis with development approach. Quicker and more predictably in areas of livelihoods, emergency employment interventions (in Nepal and Ecuador). Employment in debris management and removal to provide humanitarian access and 1st phase of reconstruction. These approaches, including helping local governments with basic service delivery capacity have also been tested in conflict situations in the Horn of Africa and CAR with UNDP support.

Key Discussion points

Participants raised questions around how to prevent crisis as resources for development are often diverted to humanitarian assistance once crisis occurs, examples of UNDP work on humanitarian and development assistance. Other concerns raised by participants include the role of government in fomenting crisis and cost and how to respond.

Ms Eziakonwa-Onochie provided examples in the Ethiopian context on how humanitarian and development assistance can be synergized to optimize on the development impact by among others building resilience and address risks of disasters. The recent drought episode for instance aggravated the challenge of under nutrition which is responsible for 45 percent of child mortality in the country. Due to poor access to food, cases of malnutrition increased with estimated 350,000 children that required life-saving therapeutic treatment in 2015 – a 25 per cent increase compared to 2014. The relief response to address this emergency complemented existing investments in nutrition.

The Ethiopian government has stepped-up efforts to target undernutrition in recent years by endorsing and implementing the first ever National Nutrition Strategy and National Nutrition Program (NNP) in 2008 and later revised in 2013 (NNP 2013-2015). As a result, the proportion of

stunted children under the age of five has declined from 58% in 2000 to 40% in 2014 while progress in reducing child undernutrition between 2000 and 2014 has been steady with stunting prevalence reduced by 1.4 percent points per year between 2000 and 2011, and about 1 percent between 2011 and 2014.

Development programming that deeply embrace an orientation/dialogue process that transcend beyond rhetoric to identify concrete measures to build resilience to climatic shocks and other crises in order to accentuate development transformation. Addressing vulnerabilities should be part of overall development strategy rather than *ad hoc* responses. For this reason, UNDP supported the formulation of a Climate Resilient Green Economy (CRGE) strategy with the overall objective of ensuring carbon neutral, climate resilient green economy by the year 2025. The CO assisted Ethiopia in establishing the CRGE Facility which mobilized more than \$ 40.6 million from Austria, Denmark, DFID and Norway.

UNDP is developing an early recovery plan that involves mapping of the affected areas, identifying and prioritizing activities that can bridge the gap between relief and development. This will include targeted activities that support rebuilding communities and their livelihoods, creating an environment for recovery, building the capacities of local communities and institutions focusing on strengthening community capacities and skills to reduce their dependence on relief to future drought/ other disasters or reduce the need and scale of future humanitarian assistance and integrate risk reduction into development programme interventions.

The AU's efforts to establish an African Humanitarian Agency, a key institution that Humanitarian actors can liaise and align with during crisis to ensure a coherent response to emergencies provides an ample opportunity for partnership. The AU has also called for a global humanitarian system that is transparent, efficient and responsive thus calling for the restructuring of the relevant decision making process on humanitarian issues.

Implementing the outcome of the World Humanitarian Summit (WHS) and aiding the common Africa position on humanitarian effectiveness could form a good basis for a coherent and effective partnership between AU and UN to address issues on the humanitarian reform agenda, strengthening the role of state in humanitarian action as well as looking towards working together in addressing the gaps in humanitarian –development divide. This calls for stronger partnership between the Africa Union (AU) and UN/UNDP in the context of the AU Agenda 2063 and to leverage UN presence in countries to support national development aspirations in the context of UN Development Assistance Framework (UNDAF).

The UN/UNDP has a critical role to play in supporting Africa's engagement on humanitarian issues through the existing high level mechanisms and normative frameworks on conflict prevention, resolution and peace building and which could be leveraged through the AU peace and security architecture. (Example of the MoU signed between AUC and UNDP in September,2000 to provide

a framework of cooperation and covers diverse areas such as governance, regional integration, trade etc)

Prevention has been paid lip-service since the early 1990s. More emphasis on short-term prevention efforts in diplomacy, good offices, identifying and mitigating instability need to move to the next level of structural prevention e.g. longer-term development prevention. Problem with the use of development resources in prevention is that even in academia there is no established methodology to prove results. The World Bank wants to establish linkages between long-term development prevention having impact.

The Annual Review of Peace Operations is due next year. It will focus on prevention and how to target longer term investment to prevent conflicts. In a couple years, there is hope for more data to be collected. The world has changed so much, thus justifying need for more serious data sets. On funding, there is the need to shift from thinking about funding to financing. How to finance has to be context dependent. ODA to underwrite interest of concessional loans. From loan facility into grant facility.

Political leadership – what if the government is part of the problem? The political responsibility of the international community is to make sure that early resolution is at the centre.

Migration – Refugee and Migration Summit is upcoming with the objective to change the current negative narrative. Migration can also give positive outcomes. There is therefore the need to counter the current unfortunate fear and xenophobia in the North.

Mandate 5th M – The incentive for the UN to change can be found in funding incentives to work together.

People – Terminologies and culture is very different between UN agencies. There is need for better investment at Junior and mid-level of the UN community so as to look at interest of people trying to serve. No time for inter-agency battles or RM for one agency.

The Panellists emphasized that there should be no room for tolerance for leaders who don't care about their people but stimulate crisis. More people displaced today than at any time since WW2 as a result of natural disasters like drought, Ebola, protracted crises.

Convergence of crisis happening in poor areas. A quick fix is no longer enough. The root causes of conflicts are all about development. The nexus is not closing due to the 3 Ms - Money, mentality and mistrust. Development is political, and so it cannot be principled. How do you align a principled approach to unprincipled behavior?

Humanitarian actors' mentality – faster, nimble, goal is the individual. Humanitarian funding bypasses government while development funding is through government.

There is also need to merge data. SDGs – principled development action is about the SDGs, as at the heart of it, is leaving no one behind – the ultimate humanitarian principle.

It is pertinent to remain engaged with States. The Westphalian state system is a reality and here to stay. Growth in itself is not development. Displacement not always a burden to society. We react to displacement in emergency mode. Displacement happens and depresses areas that need development. Governance deficit also leads to displacement. Meanwhile, humanitarian and development actors need to talk to each other for effective coordination of assistance. IASC should include development partners. Common African Humanitarian Position - reform architecture from norm-setting to practical measures. Also resource mobilization.

Summary of Key Recommendations

- a. Displaced populations are best served when both actors work together. What does it mean for practitioners? There is need to work differently – not business as usual.
- b. Governance is at the centre and partnership with government is equally critical.
- c. Shifting paradigm among development and humanitarian actors affects speed of response. In protracted conflict, there is always need to look at joint outcomes by humanitarian and development actors. Most humanitarian funding goes to protracted crises.
- d. African Principle of non-interference must change to address crisis before they deteriorate.
- e. All actors should be commitment to prevention, DRR and preparedness and invest more. Every DRR dollar saves 7 dollars. On conflict management, prevention is much cheaper.
- f. Joint analysis, assessment, joint planning and joint programming is hereby emphasized to link humanitarian and development planning processes.
- g. There is need for serious funding changes in donor community. – flexible, multi-year funding.
- h. Government must lead, own the process and provide strong leadership. Strong, legitimate and capacitated government a condition to connect the two – humanitarian and development interventions. When government leads, we use development systems for humanitarian action. Africa government leadership required, and they must pay up. Staying the course of development builds capacity to respond. Development capacity needed to bridge the divide.
- i. What is UNDP doing?
 - Implement Sendai Framework. Investment in pre-crisis.
 - Respond to crisis using development approaches –livelihoods (Nepal and Ecuador debris removal), helping local authorities maintain and enhance basic delivery services even in crisis (e.g. CAR at the community level)
 - It's all about resilience building.
 - Joint agenda that brings us all together.
 - We need to move from funding to financing – so not just public, but private too. We need to enlarge the funding pie. Domestic resources will become more important.

- Responsible governance is at the core of what we're talking about.

Conclusion

It is imperative to deliver the key priorities of the WHS. Stronger partnership between the AUC and UN entities will be critical in addressing the challenges of humanitarian crisis in Africa. It is important to shrink the humanitarian - development divide by profiling resilience building approaches that will safeguard the development gains and placing the continent on the path of development transformation.

The UN in general and UNDP have critical roles to play in different countries to support to the national development agenda through the UNDAF mechanism in the context of AU Agenda 2063 and the UN Agenda 2030 – the Sustainable Development Goals.

Annexures:

Bio of Panellists



Ms. Izumi Nakamitsu
Assistant Secretary-General and
Assistant Administrator, Crisis Response
Unit, UNDP

Izumi Nakamitsu was appointed United Nations Assistant Secretary-General and Assistant Administrator at the UN Development Programme (UNDP) in November 2014. She leads UNDP's Crisis Response Unit.

Ms. Nakamitsu has many years of distinguished service within and outside the United Nations System. She most recently served as Director of the Asia and the Middle East Division in the UN's Department of Peacekeeping Operations (DPKO). Between 2008 and 2012, she was Director of the Division of Policy, Evaluation and Training in DPKO.

Between 2005 and 2008, she was Professor of International Relations at Hitotsubashi University, Tokyo, and during the same period she also served as a member of the Foreign Exchange Council of the Japanese Foreign Minister, and as a visiting senior advisor on peacebuilding at Japan International Cooperation Agency (JICA).

Prior to this, she was Chef de Cabinet and Director of Planning and Coordination at the Stockholm-based intergovernmental organization, the International Institute for Democracy and Electoral Assistance (International IDEA) between 1998 and 2004. Earlier in her career, Ms. Nakamitsu held a number of positions in the UN system both at Headquarters and in the field, including in the UN Reform Team of former Secretary-General Kofi Annan, the Office of the UNHCR Assistant High Commissioner for Policy and Operations Sergio Vieira de Mello, and in UNHCR field operations in the former Yugoslavia, Turkey and northern Iraq.

Ms. Nakamitsu is a Japanese national. She holds a Master of Science in Foreign Service from Georgetown University, Washington, D.C. and a Bachelor of Laws from Waseda University, Tokyo, Japan.



Ms. Ahunna Eziakonwa-Onochie
UN Resident Coordinator,
UN Humanitarian Coordinator and
UNDP Resident Representative for the
Federal Republic of Ethiopia.

Mrs. Ahunna Eziakonwa-Onochie has extensive international experience, with specific focus on economic development, humanitarian assistance and management of peace processes. Prior to this appointment (2012-2015), she was UN Resident Coordinator (RC) and UNDP Resident Representative (RR) in Uganda. She has also served as RC/RR in Lesotho from 2008-2012.

Mrs. Eziakonwa-Onochie also served the UN in several capacities including: Chief, Africa Section, Coordination and Response Division, Office for the Coordination of Humanitarian Affairs (OCHA), New York (2003-2008); Humanitarian Affairs Officer, Department of Political Affairs, New York (2001-2002); Deputy Chief, OCHA, Sierra Leone (1998-2001); Research Analyst, UN Department of Peace Keeping Operations, New York (1997-1998); Principal Writer, UN Department of Public Information, New York (1996-1997), and during 1995 she was a Consultant with the UN Sudano Sahelian Office, Burkina Faso.

Mrs. Eziakonwa-Onochie holds a Master's degree in International Affairs with a focus on economic and political development in Africa from Columbia University's School of International and Public Affairs, New York.



Mr. Olabisi A. Dare
Head, Humanitarian Affairs, Refugees
and Displaced Persons
Department of Political Affairs
African Union Commission
Addis Ababa

Mr. Olabisi Dare, the Head of the Humanitarian Affairs, Refugees and Displaced Persons Division in the Department of Political Affairs of the African Union Commission (AUC). Mr. Dare is a career diplomat and international civil servant with over 27 years' international field and desk experience in Asia, Africa, Europe and America. He was involved in the return and rehabilitation programme of over 300,000 Liberian refugees from across the West Africa sub-region.

Agenda

Topic: Exploring the Nexus between Humanitarian and Development interventions: Trends, challenges and opportunities for Africa

Venue : UNDP Regional Service Centre for Africa

Date : 04 July 2016

Time: 15.30 – 17.30

Time	Activity	Responsible Party
15.00 – 15.30	Registration	
15.30 – 15.35	Welcome remarks	Lebogang Motlana Director UNDP Regional Service Centre for Africa
15.35 – 15.40	Introduction of the Maendeleo Policy Forum series/topic	Moderator Ozonnia Ojielo Regional Cluster Director Governance and Peacebuilding in Africa
15.40 – 16.10	Intervention by Panelists	Mr. Olabisi A. Dare Head, Humanitarian Affairs, Refugees and Displaced Persons Department of Political Affairs African Union Commission Ms. Izumi Nakamitsu Assistant Secretary-General, Assistant Administrator and Crisis Response Unit leader Ms. Ahunna Eziakonwa-Onochie UN Resident Coordinator UNDP Resident Representative & UN Humanitarian Coordinator
16.10 – 17.10	Q & A and contributions from participants	
17.10 – 17.20	Summary of the session/ way forward	Moderator
17.20	End of session/Cocktail	

CONCEPT NOTE

Maendeleo Policy Forum

Theme: Exploring the Nexus between Humanitarian and Development interventions: Trends, challenges and opportunities for Africa

The Maendeleo Policy Forum

The Maendeleo Policy Forum was launched in 2015 to provide space for African leaders, international mediators and negotiators, researchers, policy makers, development practitioners and writers on African issues, to debate on critical issues of development in Africa.

Context

Complex crisis and post-conflict situations are a significant and, regrettably, growing part of the current landscape of the developing world. Of the world's 20 poorest countries, most have experienced violent conflict in the past decades. In Africa alone, 29 of the 45 UNDP programme countries have experienced some form of political or civil crisis. It is evident that violent conflicts and development do not co-habit. The 23 – 24 May 2016 World Humanitarian Summit held in Istanbul, Turkey, emphasized key areas of focus which are of great concern to UNDP and required for the achievement of the Sustainable Development Goals. These areas include 1) political leadership to prevent and end conflicts, 2) uphold the norms that safeguard humanity (Respect Rule of Law), 3) leave no one behind; and change people's lives – from delivering aid to ending need (working differently to end need), and 5) investment in humanity. The summit succeeded in raising awareness of the massive problem confronting the international community: the increasing frequency and complexity of humanitarian crises and emergencies that is overwhelming the ability of nations, multilateral agencies, and nongovernmental organizations to respond.

It has been established that an intricate relationship exists between humanitarian and development assistance. Every stage of crisis and post-conflict has a development dimension. The 'relief to development' or 'continuum' concepts have been shown to be inadequate paradigms in capturing the complex reality of crisis and post-conflict situations. In real life, development and humanitarian concerns overlap, affect one another and rarely follow any fixed sequence. Today's complex crises make this fact even more profound – as they are increasingly internal and protracted and, therefore, have long-lasting social, economic and environmental impacts. Additionally, in many countries in crisis there may be pockets of relative calm where development can continue, therefore, development concerns should never be ignored¹. One of the commitments from the World Humanitarian Summit aptly captures the linkage by stating that "the new way of working is not about shifting funding from development to humanitarian programmes or from humanitarian to development actors — rather, it is about using resources and capabilities better, improving SDG outcomes for people in situations of risk, vulnerability and crisis and shrinking humanitarian needs over the long-term; and galvanizing new partnerships

and collaboration – such as through the private sector, local actors or Multilateral Development Banks - that provide additional capabilities and resources in support of achieving collective and measurable outcomes for people and communities.

The African Union indicates that Africa region plays host to $\frac{3}{4}$ of the world forcibly displaced population comprising of over 6 million refugees and 11 million IDPs¹. This represents 1.4% of Africa's population of 1,194,637,434 which is an estimated population of 13 African countries namely Cape Verde (526993), Comoros (807,118), Equatorial Guinea (869587), Djibouti (899598), Mauritius (1,227,458), Gabon (1,769,142), Guinea Bissau (1,888,428), Gambia (2,054,989), Lesotho (2,160,308), Botswana (2,303,820), Sao Tome and Principe (194,390), Seychelles (97,026), and Namibia (2,513,981)¹.

A number of humanitarian situations have contributed to the growing population of refugees and internally displaced population in Africa. The protracted and unending longstanding conflicts in the Democratic Republic of Congo, violent extremism in Somali and Nigeria and epidemics like the recent Ebola outbreaks in West Africa have created a new phenomenon of humanitarian crises that threatened the social, political and economic fabric of Sub-Saharan African¹. The growth of violent extremism and the devastating impact of groups espousing violent ideologies is not only setting in motion a dramatic reversal of development gains already made, but threatening to stunt prospects of development for decades to come. Climate change on the other hand is ravaging the continent with drought and floods and causing unrepresented hardship on the population.

In the Horn of Africa, the effect of El Nino has been enormous – resulting in about 100 deaths, 300,000 displaced and 18.5 million population facing food insecurity in the region as at December 2015¹. In the Sahel, over 20million are food insecure, from 11million in 2013, of which 2.5million need urgent humanitarian assistance to survive¹. OCHA indicates that Humanitarian requirements in the Horn and Great Lakes Region alone totaled USD 5.7 billion in 2015. It is interesting to note that only 49% of the amount was funded as at the end of the year. Increased funding and political will are necessary for addressing both increasing displacement and refugee situations on the continent.

Common African Position (CAP) on Humanitarian Effectiveness

In order to ensure coherence in messaging from Africa, the African Union coordinated and issued a Common African Position on the World Humanitarian Summit. Africa faces huge humanitarian challenges resulting from natural and man-made disasters. Africa's engagement on humanitarian issues has included establishment of high level mechanisms and strengthening of normative frameworks and new ways of conflict prevention, resolution and peace building, through the peace and security architecture¹. The AU in its forward looking AU Agenda 2063 clearly outlines aspirations¹ for peace and security of the region.

The Common African Position, being Africa's contribution to the World Humanitarian Summit emphasizes five priority areas considering that Africa is centre stage for humanitarian activities. The 5 priority areas:

- a. strengthening role of the State in humanitarian action;
- b. reforming of the humanitarian architecture;
- c. addressing root causes and durable solutions;
- d. moving from norm setting to implementation;
- e. taking measures to link humanitarian action and sustainable development.

It is pertinent to note that prior to the WHS, the AU has had a number of existing normative and policy frameworks that respond to the issues of refugees and IDPs; some of which include the OAU Convention Governing the Specific Aspects of Refugee Problems in Africa; the AU Convention for the Protection and Assistance of IDPs Africa, the AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention); African Charter on Human and Peoples' Rights (1981/1986). In addition, there have been conferences to address humanitarian situation in Africa including the AU Summit on Refugees, Returnees and IDPs in Africa held in October 2009. The conference helped to set AU's Agenda on humanitarian action. The challenge has been largely political will to act, resources and effective partnership with all stakeholders which the World Humanitarian Summit was set to deliberate on.

The World Humanitarian Summit – Istanbul Turkey, May 2016

The World Humanitarian Summit was organized against the backdrop of increasing humanitarian situation around the world. Africa has had its fair share of crisis and natural disasters with crippling outcomes on sustainable development. Africa is not alone. Around the world unending crisis such as Syria, Iraq, Yemen and Ukraine including the never-ending Palestinian – Israeli conflicts have contributed to worsening humanitarian situation and stunting development gained previously. The impact of natural disaster such as earthquake and climate change have also contributed to worsening humanitarian situations around the world.

The Summit was expected and seen as watershed in the way and manner stakeholders – development partners, private sector, non-governmental organizations, regional institutions and national governments coordinate and respond to humanitarian situations. The UN SG therefore emphasized in his Agenda for Humanity that the Summit “must lead to genuine change in the way we deliver assistance and reduce risk and vulnerability; in our commitment to respecting, promoting and implementing international law; in the progress we make in reaching those furthest left behind; in the way we commit to collective outcomes and based on comparative advantage; in the way we resolve to reduce the fragmentation of international assistance into unmanageable numbers of projects and activities; and in the greater investments we make to prevent and resolve conflicts and human suffering”¹.

Objectives

The Maendeleo Policy Forum on the topic: **Exploring the Nexus between Humanitarian and Development interventions: Trends, challenges and opportunities for Africa** will provide space for a candid reflection on the humanitarian situations in Africa and how Africa can end the need using development as upfront response.

The Forum will seek to address the following:

- How do we shrink the gap between humanitarian relief and development?
- How can we build a more predictable response system?
- World Humanitarian Summit outcomes: what will be Africa's investment?
- What is Africa's roadmap for the implementation of the WHS outcomes?
- How can UN/UNDP play a more pivotal/effective/central role in supporting Africa to on humanitarian and development effectiveness?

Panellists

1. **Ms. Izumi Nakamitsu**, Assistant Secretary-General/Assistant Administrator, Crisis Response Unit, United Nations Development Programme, New York, NY 10017
2. **Ms. Ahunna Eziakonwa**, UNDP Resident Representative/UN Humanitarian Coordinator Ethiopia
3. **Mr. Olabisi Dare**, AUC

Expected Outcomes

The major outcome of the forum will be an in-depth account of humanitarian situations in Africa, understanding the nexus between humanitarian response and development and opportunities for realizing the key priorities of the World Humanitarian Summit. The report which will derive from the debate is intended to inform national actors, development partners, regional and sub-regional institutions on the progress, common problems, possible solutions and good practices for dealing with humanitarian issues on the continent.

Format of the Forum

The Forum consists of brief presentations by the panellists followed by comments and questions to facilitate in-depth discussions and contributions from the audience. The panellists have a second chance to respond to questions addressed to them and to further clarify issues raised. The Forum is moderated by an expert on the issue who introduces the topic and panellists and summaries the discussion at the end of the session.

Date/venue

Date: 04 July 2016

Venue: UNDP Regional Service Centre for Africa, Olympia Roundabout, DRC Street; Main Bole Road, Addis Ababa

List of invited participants to Maendeleo Policy Forum 04 July 2016

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ⁱ Sharing New Ground in post-conflict situations: The Role of UNDP in Support of Reintegration Programme, January 2000

ⁱⁱ Concept Note for the development of Common African Position on Humanitarian Effectiveness to be presented at the World Humanitarian Summit, Istanbul, Turkey 2016

ⁱⁱⁱ World Population Review 2016 <http://worldpopulationreview.com/countries/>

^{iv} <http://www.au.int/en/commission>

^v http://reliefweb.int/sites/reliefweb.int/files/resources/EI%20Niño_Snapshot%2018%20Dec%202015.pdf

^{vi} UNOCHA Sahel Humanitarian Response Plan 2014 – 2016

^{vii} Ibid Concept Note

^{viii} Aspiration 3. An Africa of good governance, democracy, respect for human rights, justice and the rule of law and Aspiration 4. A peaceful and secure Africa

Agenda for Humanity – Annex to the Report of the Secretary-General for the World Humanitarian Summit

