Study on the interlinkages between the development, peace and security, human rights and humanitarian pillars in North Africa

Stephen Commins, Inception Report
Final draft, November 11, 2020

Introduction

This inception report and subsequent study are designed to respond to and meet the key objectives set out in the Terms of Reference, Study on the Interlinkages between the Development, Peace and Security, Human Rights and Humanitarian Pillars in North Africa. The goal of the proposed report is to produce a robust study report on the interlinkages between the development, peace and security, human rights and humanitarian pillars for the North Africa subregion aimed at promoting synergistic and complementary and joined-up implementation of interventions addressing peace and security, human rights, humanitarian and development situations in the subregion, and to contribute to effective and lasting solutions to conflict. Transboundary issues relevant to the study and transversal issues such as migration, displacement, as well as gender and youth issues which will inform the analysis to be carried out and will be incorporated into the study report. The report will focus on the interlinkages of the Pillars: development, peace and security, human rights and humanitarian pillars with particular reference to the contexts in North Africa and with a wider set of linkages to the other subregions of the continent and related studies. The overall aim of this study is to address this knowledge gap by better understanding issues related to the four pillars as spelt out in the terms of reference for the present study with a view to identifying effective frameworks, mechanisms and eventual tools, e.g. for operational guidance, related to the complementary and synergistic implementation of interventions related to the four pillars for sustainable and lasting solutions to conflict at national and subregional levels, involving all relevant actors. In analyzing the interlinkages between the pillars and how they could inform solutions to conflict situations, the studies should explore how the existing normative frameworks could be implemented as part of the solutions.

The report will be framed with a dynamic perspective (short, medium and long term) to better capture the development pillar and people’s aspirations.

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1 The study on the interlinkages between the four pillars in North Africa is guided by the terms of reference on the same and is intended to be coordinated with similar studies undertaken for Southern Africa; East Africa; West and Central Africa
2 This draft is a revised version of the third draft submitted for review and comments by ECA and partners. It benefitted from the draft inception reports produced by Professor Thoko Kaimo, Professor Olwale Ismail and Professor Bafemii Badejo, and the comments provided by the reviewers of that first and second draft. It also incorporates comments provided at the Virtual Inception Meeting on Subregional Studies on the Interlinkages between the Development, Peace and Security, Human Rights and Humanitarian Pillars, Addis Ababa, 27 October 2020
3 See attached Terms of Reference: Étude sur la corrélation entre le développement, la paix et la sécurité, les droits de l’homme et les piliers humanitaires en Afrique du Nord
4 The countries within the North Africa region for this study include: Algeria, Egypt, Libya, Mauritania, Morocco, Tunisia, Sudan
5 This is not a new question for African countries and organizations: NEPAD post conflict reconstruction policy 2005, (p. v) paragraph 7. There is a need to bring all the current strategic planning and funding processes together into one country level strategic framework so that the political, security, humanitarian and development aspects of the post-conflict reconstruction system are synchronized and coordinated...An overall strategic framework will assist in coordinating the constituent elements of the post-conflict reconstruction around a common country strategy
6 AU-UN Development Framework
7 Preventing and Mediating Conflict and Sustaining Peace; NEPAD, Post Conflict Reconstruction Policy; UN-AU Peace and Security Framework
8 African Charter on Human Rights, 1986
9 MOU between the UN and AUC on Humanitarian Action
The current study is being undertaken within the goals elaborated in framework documents including: *Agenda 2063 and the 2030 Agenda for Sustainable Development*, as well as relevant frameworks for the North Africa subregion, taking into account the four AU-UN cooperation agreements, namely: the UN-AU Peace and Security Framework, the AU-UN Development Framework, the UN-AU Human Rights Framework, and the MOU between the UN and AUC on Humanitarian Action.

The studies are being conducted in the context of a key function of Subprogram 2 of Program 9 of the United Nations entailing the conduct of policy research and analysis on key African Union priorities, and technical assistance and advisory services within the framework of Agenda 2063 and the 2030 Agenda, taking into account the United Nations-African Union cooperation frameworks and the African Union strategic priorities. The study will contribute to the objective of accelerating the integrated implementation of Agenda 2063 and the 2030 Agenda for Sustainable Development through enhanced capacity of African Union organs and agencies at the regional and subregional levels, in particular the African Union Commission, the African Union Development Agency-NEPAD and the Regional Economic Communities (RECs). The report will contribute to enhancing awareness harnessing the interlinkages between the four pillars to inform policy and practice in conflict prevention and resolution in the subregions. In addition, it will contribute to informing future work on the development of methodologies and tools for mainstreaming the interlinkages into policies and strategies, including those related to the two Agendas. *(The Interlinkages between the Development, Peace and Security, Human Rights and Humanitarian Pillars in North Africa, Terms of Reference)*

The report will be developed collaboratively with the three other subregional studies that are being designed under the same base Terms of Reference. An additional aspect of the study development will be coordination with a study being developed under the remit of the Office of the Special Advisor on Africa. The goals of the collaboration include shared learning between the report authors, refining of each report’s conceptual framework, developing criteria for the selection of focus countries, developing the base questionnaire, addressing transboundary issues and the establishment of clear parameters for the coherence and alignment of the final studies so that they serve both subregional and continent-wide interests.

The audiences for the report include, but are not limited to the Members States in North Africa, i.e. Algeria, Egypt, Libya, Mauritania, Morocco, Sudan and Tunisia, the Arab Maghreb Union (AMU) and relevant IGOs in the subregion such as the Arab League, the ECA subregional office for North Africa, Resident Coordinators Offices (RCOs), country offices of UN agencies and MDBs. Secondary audiences are AUC, AUDA-NEPAD and APRM. These are all part of the network of governmental and inter-governmental agencies that could benefit from the findings and recommendations that will come out of this study. The reports will be designed to provide information for different types of planning related to the four pillars. The study will contribute to supporting new tools and capacity building efforts relevant to the interlinkages.

The study will provide both a subregional overview as well as a focus on a selected set of case studies based on a clear proposed criterion for selecting the case study countries and entities, taking into account the study objectives, with the likelihood being that countries currently experiencing that relate to all four Pillars will be the preferred cases. It will also face squarely the challenges presented by the comment from an international organization coordinator who responded to a discussion of the triple nexus by stating,

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10 Southern Africa; East Africa; West and Central Africa
11 See Minutes of initial meeting of consultants
“Everybody wants Nexus, yet no one wants to change anything.” [anonymous]

The study aims to provide evidence that will contribute to making this change happen in practice, based on the framework provided by the four pillars as distinct from an externally designed ‘triple nexus’.

Research Objectives

The study pertains to exploring the interlinkages of the four pillars in the North Africa subregion in search of sustainable and lasting solutions for conflicts in the subregions. The study will first examine the subregional context, the current state of affairs in the subregion, the responses at the level of the focus countries, subregion and AU level. This will entail an assessment of the local (subnational) situations within the countries of the subregion, then the country context and finally the overall subregional context. The study will then relate the national and subregional contexts to the regional and global development frameworks (Agenda 2063 and the 2030 Agenda), and the four AU-UN cooperation frameworks on the four pillars mentioned above.

The research will explore the ways in which the pillars provide a framework for assessing different country contexts which face different types and mixtures of challenges and utilize the ways in which the Pillars move well beyond the old “dual humanitarian-development Nexus” and the more recent ‘Triple Nexus’. It will elaborate on ways in which the Pillars represent new ways of framing challenges faced by different countries as well as guiding programs, showing that it embodies a holistic and coherent approach for addressing conflict situations, building on previous lessons and practices. The research process will include relevant literature sources, a study questionnaire, interviews and an interactive process with the other previously identified studies. The triple nexus seeks to bring together three streams of intellectual framing, institutional commitments and programs and policies around: humanitarian, development and peace/security.

The four Pillars add the human rights pillar to the other three elements of the nexus as central to the achievement of the goals set out in Agenda 2063 and the 2030 Agenda for Sustainable Development, as well other regional and global agreements. The term triple nexus can support an operational analysis which may contribute to a more broadly integrated framework that can established through the normative and operational interlinkages of the four pillars, which are the subject of the present study. The four pillars build upon the triple nexus and then provide a more robust and dynamic framework for assessing the regional context. The first is that the triple nexus establishes an improvement on fragmented international aid programs, but it remains both a donor designed perspective and lacks clear integration across the three

12 Cyril Obi, Study on Strengthening and Mainstreaming the Peace, Development and Humanitarian Nexus into Policies and Strategies in Africa

13 Challenges illustrated by the pillars may place enormous pressure on the ability of governments to deliver services in situations where various ‘normal’ resources, such as finances, staff availability and access to health, education, water, sanitation and food are reduced or under threat. Because these challenges are protracted and usually last over several years, responding to them involves far more than addressing immediate difficulties, it also involves: identifying emergent and potential future challenges across the four pillars, and developing mechanisms that can assist regional bodies, government, donors and local agencies in anticipating future challenges.

14 Center on International Cooperation, "The Triple Nexus in Practice: Toward a New Way of Working in Protracted and Repeated Crises" (New York: Center on International Cooperation, 2019); Cyril Obi, Study on Strengthening and Mainstreaming the Peace, Development and Humanitarian Nexus into Policies and Strategies in Africa

15 African Charter on Human Rights, 1986

16 Agenda 2063 and the 2030 Agenda for Sustainable Development
areas. Second, the inclusion of human rights aligns the pillars more effectively with both UN and AU documents\(^\text{17}\) and moves the overall dynamics of the pillars closer to the realities of the region and the continent. Finally, the four pillars can establish a normative framework that then guides the operational practices of as can be seen in the case of North Africa, three of the four pillars provide an entry point into the specific contexts of countries in the region, while the humanitarian pillar supports a range of response strategies that can be more analytically sound through the interlinkages.\(^\text{18}\)

**The Four Pillars and the North African Context**

In the case of North Africa, three of the four pillars provide an entry point into the specific contexts of countries in the region. The intersections of the four pillars can be highlighted through the ways different pillars can be identified as the primary entry point for assessing the country context and constructing interlinked responses.

One of the pillars may be more important in a specific country and thus have a ‘domino effect’ on the other pillars over time. For example, in the case of Libya, the near decade of civil war in Libya highlights the paramount starting point of establishing a lasting peace that provides security for the country’s people. The situation in Libya also illustrates some of the transversal aspects, including cross-Sahelian migrants seeking access to Europe as well as internal displacement. Both Mauritania and Sudan are faced with complex and deeply rooted development issues linked to the failures of the political leadership to manage their economies as well as deep seated corruption. Mauritania can also illustrate the transboundary issues as highlighted in the connections with the Sahel initiative. For Tunisia, Morocco, Algeria and Egypt, the continuing echoes from the Arab spring shows how the tensions over human rights is having an impact across the region, linked with specific economic development dilemmas, the youth bulge and pressures for employment opportunities.

Transboundary issues include the ongoing unresolved tensions over the status of the Western Sahara territory which leads to tensions between Mauritania, Algeria and Morocco, as well as the unresolved status of the displaced populations currently residing in camps. The UN is trying to solve the problem and the AU has already accepted Sahrawi in full membership, and there is ongoing work by the UN Envoy for Western Sahara. Egypt and Sudan are currently engaged in major diplomatic negotiations with Ethiopia over Issues in Transboundary Water Use in the River Nile Basin associated in recent years with the new Nile Dam which is perceived as a serious threat to their economies.

**Human Rights:**

North Africa is a region where demands for political and economic change (notably ignited by the Arab Spring movements in 2011 and following in countries such as Tunisia and Egypt), along with various forms of pressures for fundamental reforms, a number of which have led to large protest movements and, in the case of Libya the collapse of the politics system into civil war. Several countries in the region are undergoing social and political upheavals amidst contested elections, violence between entities claiming authority over geographic space and low-level challenges to state authority by a variety of social and political groups. These immediate political conflicts overlay and in some ways are embedded in the political economy of the region. These range from rapid growth in demand for employment by youth,

\(^\text{17}\) AU-UN Development Framework

\(^\text{18}\) An argument can be made that the humanitarian pillar is an essential element of both normative and operational interlinkages but is less useful as the lead or primary pillar for designing a country context analysis.
rural to urban migration, and structural changes in their economies---driven both by exogenous factors and by the decisions of the government.

Political tensions and polarization were key factors surrounding electoral politics in countries such as Tunisia and Algeria in 2019, and they are likely to remain significant for both countries. While both countries, as well as Morocco and Egypt, continue to face economic problems, there are difficulties in seeking to implement economic reforms, as well-connected and powerful interests attempt to protect their control that was exercised under earlier regimes. Public anger at the political class is increasing due to failure to address underlying economic crises including inflation, and persistent youth unemployment.

Unequal distribution of wealth across North Africa and concentration of the levers of production in the hands of a few groups in each country, particularly those who have been in power for a long time, continues to contribute to political and social unrest. Coupled with a lack of mechanisms for redistribution of wealth, persistent corruption, and nepotism based on strongly patrimonial systems, enables the persistence of inequality – in spite of progress made in some countries. This leads to an enduring sense of exclusion across large sections of society, including sections of the youth. It is precisely the lack of change to this status quo position that provided a central impetus for the continuation of protests in the decade following the Arab Spring.

In summary, all four states face domestic political pressures born of distinct individual factors yet share a regional set of pressures. These range from the complex ‘democratic transition’ amid secular-religious fault lines in Tunisia, to the street protests against the old regime in Algeria, the tradeoffs involved in political reform and stability in Morocco, and the closing of political space in Egypt.

**Development:**

The human development indicators for Sudan and Mauritania are distinct from those of Egypt, Libya, Morocco, Tunisia and Algeria (see Table). In the latter five, there remain serious difficulties with access to development opportunities and inclusive benefits of development. Thus, the nature of development as a process of inclusive economic growth remains a problem. Despite the level of development in the five countries compared to the first two, development is still a problem due to the lack of inclusiveness and uneven opportunities and benefits\(^\text{19}\), which were notable drivers for the ‘Arab Spring’.

### Table: North Africa: Multidimensional Poverty Indicators (MPI)\(^\text{20}\) and level of poverty

<table>
<thead>
<tr>
<th>Country</th>
<th>MPI</th>
<th>Poverty Headcount %</th>
<th>Intensity of deprivation %</th>
<th>Vulnerable % Deprivation</th>
<th>Severe Poverty %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Algeria</td>
<td>0.008</td>
<td>2.1</td>
<td>38.8</td>
<td>5.8</td>
<td>0.3</td>
</tr>
<tr>
<td>Egypt</td>
<td>0.019</td>
<td>5.2</td>
<td>37.6</td>
<td>6.1</td>
<td>0.6</td>
</tr>
<tr>
<td>Libya</td>
<td>0.007</td>
<td>2.0</td>
<td>37.1</td>
<td>11.4</td>
<td>0.1</td>
</tr>
<tr>
<td>Mauritania</td>
<td>0.261</td>
<td>50.6%</td>
<td>51.5%</td>
<td>18.6%</td>
<td>26.3</td>
</tr>
<tr>
<td>Morocco</td>
<td>0.085</td>
<td>18.6%</td>
<td>45.7%</td>
<td>13.2%</td>
<td>6.5</td>
</tr>
<tr>
<td>Sudan</td>
<td>0.279</td>
<td>52.3%</td>
<td>53.4%</td>
<td>17.7%</td>
<td>30.9</td>
</tr>
</tbody>
</table>

\(^{19}\) See table on country comparisons (the larger the MPI, the worse the country’s situation)

\(^{20}\) Oxford Poverty and Human Development Initiative https://ophi.org.uk/global-mpi-2020/
Sudan’s economic decay helped drive the December Revolution, a movement which began on December 19, 2018, when the price of bread rose due to a government decree. The government was seen as following a top down fiscal policy with the poor and vulnerable groups bearing a heavy burden. The protests grew in size and the demands expanded with the specific call for the overthrow of the President. The various economic interests, including labor organizations and farmers associations were vocal from the beginning that it was not just about the political leadership, but the economic plight of citizens.

Sudan’s economy was largely controlled by the military and security services under the former regime, which meant that non-competitive direct tendering was common and favored political allies. One of the contentious issues under any pressure to privatize public companies was the likelihood of asset stripping during periods when the government was seeking to diversify the economy away from oil dependency by selling off assets. This was particularly notable in the real estate sector.

Mauritania also faced political tensions after the change of government in 2019. Much of the popular anger was based on the hard evidence of the corruption of the old regime coupled with the poor economic prospects for most citizens.

In recent years, Mauritanian economic growth remains poorly inclusive and does not significantly reduce poverty and inequality. 66% of the population lives in a situation of multidimensional poverty within the meaning of the United Nations Development Program and Mauritania comes in 156th position (out of 188) in the human development index. The business climate is deteriorating, with Mauritania 168th out of 189 in the ease of doing business for 2016. However, there has been some progress in recent years: a new investment code, efforts to facilitate cross-border trade. Mauritania is also affected by transboundary issues such as those outlined in the Sahel initiative, as the country is, like the ‘Sahel’, a boundary geography between regions.

**Peace and Security**

Libya has unfortunately and profoundly illustrated the central importance of peace and security as a basic pillar that supports the other three pillars. The violent end of the previous regime and the collapse of Libya’s police and armed forces left in its wake a population with four decades of grievances. The previous government’s longstanding divide-and-rule strategy had set communities against one other, each vying for a share of resources and the regime’s favor. Some towns grew wealthy thanks to connections with the ruling elite; others suffered badly. Meanwhile, the security apparatus at once fomented, manipulated and managed intra-communal conflicts. Once the lid was removed, there was every reason to fear a free-for-all, as the myriad of armed groups that proliferated during the rebellion sought material advantage, political influence or, more simply, revenge. This was all the more so given the security vacuum produced by the regime’s precipitous fall.

Nearly a decade later, Libyans continue to struggle to end their violent conflict and build state institutions. External actors have exacerbated Libya’s problems by funneling money and weapons to proxies that have put various interests above those of the Libyan people. The efforts by the United Nations to negotiate a sustainable peace have yet to reach fruition and been overshadowed by competing peace gatherings.
sponsored by various foreign governments. Meanwhile, Libya’s borders remain porous, particularly in the southern Fezzan, facilitating an increase in trafficking and smuggling of illicit materials, including weapons. At the subnational level, many local conflicts reflect long-standing feuds between various factions, tribes, and ethnic groups. In the shadow of the ongoing conflict around Tripoli, the prospects for a political solution are dimmed by the country’s deep political and tribal divides.

The Libyan conflict affects relations between other states in North Africa and increasingly draws in outside actors on both side of the conflict. This is similar to the impact of the impasse over the Western Sahara, in that it has exacerbated long standing tensions between Algeria and Morocco.

Transboundary issues relevant to the study and transversal issues such as migration, displacement, as well as gender and youth issues will inform the analysis to be carried out and will be incorporated into the study report.

**Humanitarian**

The existing AU framework on humanitarian policy\(^{21}\) provides guidance in support of the core aims of humanitarian action:

> encourage all relevant partners to honor their obligations with respect to humanitarian support to refugees, asylum seekers, returnees, stateless persons and IDPs THIS framework explicitly links humanitarian policy with human rights as well as vulnerable groups, thus incorporating other pillars in the core of the policy.

The AU policy was developed in part because the need for comprehensive solutions to protracted crises arises because humanitarian response to crises are engaged in situations that are becoming increasingly complex and difficult to bring to an end. The average humanitarian crisis lasts more than nine years, with many having lasted for decades\(^{22}\). To address the recurrent cycle of shocks, development responses must complement humanitarian action, particularly through capacity building and empowerment initiatives at the local level. Responding to humanitarian crises solely through emergency relief can contribute to normalizing a dependency on aid deliverance from international actors.

It is essential to recognize that the three pillars of development, human rights, and peace and security all contribute to supporting how humanitarian action can be more effective in addressing immediate needs, contribute to building resilience to future shocks, providing communities with the necessary coping mechanisms, and improve access to basic services combines durable solutions to short- and long-term needs.

At the same time, the weaknesses of a pillar (peace and security, for example) can be a driver in humanitarian emergencies that become protracted. For example, the peace and security component is included in the pillars as relevant to the humanitarian pillar because the resurgence of violent conflict has challenged the assumption that economic growth alone leads to greater peace and stability.

In North Africa, humanitarian efforts have frequently been protracted in response to the civil war in Libya, the subnational conflicts in Sudan and the long-standing displacement of refugees from Western Sahara. In addition, Sudan has recently suffered from major floods across most of its states. The ability of governments to effectively provide humanitarian responses effectively and in a sustained manner links with development

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\(^{22}\) Sudan; Libya; Western Sahara
challenges (increased poverty, economic impacts), human rights (government responsiveness to humanitarian needs) and peace and security.

_from reviewing the four pillars, it is possible to design a research approach, a conceptual framework and a way to prepare specific country studies, with conflict at the center._

**Research and the Four Pillars**

The research will outline how and why the four Pillars approach provides a holistic and coherent approach that contributes to ensuring that the cross-sectoral analysis forms a basis for policy and operational decisions related to conflict prevention and resolution relevant to the country and subregional context.

This includes identifying the differences in terms of the applicability of the Pillars in relationship to each other (see the conceptual frameworks below) It will also elaborate on how the interlinkages of the Pillars can promote inter-sectoral and inter-organizational cooperation for effective and lasting solutions to conflicts among other concerns. The linkages can foster holistic and coherent approaches taking into account the respective comparative advantages of the pillars by context. This is important because organizations should not shift from a four-pillar analysis to offering all of the Pillars’ elements within the same project/program, rather than cooperating with other actors – which would allow for balancing their comparative advantages.

Pertinent questions as background for the research:

- What are the interlinkages between the various pillars, and why are they important for the region and specific countries?
- What are the applications of normative and institutional frameworks at national, subregional and regional levels? How could they best be linked as a normative framework and then guide program design and implementation the specific country contexts?
- How could the different strands be brought together for a coherent approach, including demographic, gender and transboundary issues?
- What roles do the different stakeholders play, Governments and other national actors, regional, subregional, especially women and youth, and international (global) in the current situation and what roles can they have going forward?
- How could the four-pillar interlinkages be harnessed to contribute to effective and lasting solutions to conflicts in the subregion?

While key literature is available from academic, ‘grey’ documents, multilateral agencies, Member States and operational agencies, there are yet also significant gaps in our understanding of the feasibility, desirability, impacts and potential adaptation of different types of interlinkage approaches. There is a need to utilize the research to identify the specific North African issues as well as to unpack key players’ incentives, from host government, non-governmental actors to regional organizations to donors when considering the different models for interlinkages or alignment.

By providing clearer insights about when, how and why different forms of interlinkages might be considered, the project will develop the theory, evidence base and operational guidance on how the four Pillars can work together to meet the needs of those affected by different types of core problems highlighted in the pillars. The
research also aims to better understand whether and how a system that works together in this way can improve cooperation between different sectors.

Throughout the research we are guided by the need to provide policy guidance and practical programming to both national actors involved in programming for all of the Pillars and international actors involved supporting programs in conflict situations of diverse challenges.

**Conceptual Framework:**

There is no universal definition of the bringing the four Pillars together. Trying to agree on a definition may not necessarily be a fruitful exercise, but greater clarity in terms of how their interlinkages could be harnessed to meet the objectives of the study will be helpful in moving ahead. As one case study noted, “The nexus is not intended to expand the work of all actors, but more coordination: Development actors should be coming in and filling gaps.” This coordination approach would benefit from the larger framing providing by the country and subregional assessments of the interlinkages.

A fundamental element of the framework is that it makes it possible to analyze the four pillars in relation to one another (taking into account, for example, their role in conflict prevention and resolution) with a view to promoting complementary and synergistic implementation. The conceptual framework should make it possible to link the results of the analysis to the implementation of the four AU-UN cooperation frameworks within the framework of subregional frameworks, Agenda 2063 and the 2030 Agenda.

In bringing the four pillars together, it is possible to consider how different concepts, principles and operational procedures relate to one another across the four pillars. Through identifying the common threads, potential tensions between them, and mitigation measures for the tensions, it is then likely that policy and operational guidelines on working better together in addressing conflict situations.

One key element of the framework that ensures a grounded and contextual approach is to link the main elements of the framework with the relevant regional documents, such as the AU-UN cooperation frameworks, UN-AU Peace and Security Framework, AU-UN Development Framework, Draft AU-UN Human Rights Framework, and AU-OCHA MOU on Humanitarian Action within the framework of Agenda 2063 and the 2030 Agenda. The proposed framework (below) will be utilized 1) to locate the overarching documents that are then mapped to specific parts of the framework, 2) guide the questionnaires/survey questions and 3) ensure that research is organized and structured for all the countries in the region.

The conceptual framework graphics first show how each of the four pillars have a transversal or cross-cutting relationship with the other pillars and then in another type of visual, how they may all relate to each other in a dynamic manner, and how they could be harnessed to contribute to conflict prevention and resolution. The framework allows for illustrating how and why the pillars approach provides a holistic and coherent approach for policy and programmatic approaches. At the same time, at the intersection of the four pillars cannot contain a focus on all four pillars simultaneously.

The dynamic graphic provides a view of the interactions among the four pillars and how these could be harnessed to contribute to efficient and lasting solutions to conflict in the subregion. Therefore, in addition to the four pillars, it is important to situate conflict in the framework as this is a key aspect of the overall

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23 Michael O’Brien, The challenges for the triple nexus approach to humanitarian assistance: A case study analysis, August 2020
objective. The dynamic framework embodies all of the pillars, but for the North Africa study, the central pillar as an organizing point is conflict which is the focal point of the interlinkages for the purposes of the present study, while ensuring that the interactions among all the pillars are addressed in relation to the conflict situations in the subregion.

**Frameworks**

The first set of four cross-cutting frameworks set out a way of assessing the transversal relations with each of the four pillars set out with each of the four pillars functioning in two possible manners: one as the driver of changes in the other pillars, the other as a lens for analyzing the country context through the pillars.

The second framework provides the integrated graphic of how the pillars inter-relate with each other in a dynamic situation. The central element of the dynamic framework will be conflict. In any case, the central element represents the optimal outcomes of the relationship between the four pillars in a country context, contributing to durable solutions to conflict.

**A. Cross cutting frameworks:**

**Peace and Security cross-cutting**

![Peace and Security Diagram](image)

**Human rights cross-cutting**

![Human rights Diagram](image)

**Development cross-cutting**

![Development Diagram](image)

**Humanitarian cross-cutting**

![Humanitarian Diagram](image)
B. Dynamic framework of the links of all four pillars with a central goal or outcome of preventing, responding to and resolving conflict, which brings together the objective of the study in outcomes supporting efficient and lasting solutions to conflict. Conflict serves as the overarching organizing point, with the recognition that there is a need in each context to adequately address all pillars and their interactions: addressing conflict serves as a main intended outcome in line with the objectives.

In practice, for North Africa, the framework adapts to the context, so that it is possible to identify or bring out how each pillar supports the interlinkages in the sub-region, in this instance, how each of them, and how by harnessing their interlinkages, they can contribute to promoting durable solutions to conflict along with the other pillars. Governance and institutions will be addressed as overarching/ crosscutting policy issues as they relate to the four pillars and their interlinkages in the search for durable solutions to conflicts.

This intersectional figure in the diagram above represents the centrality of conflict prevention and conflict resolution at the intersection of the four pillars.

Another way to visualize the conceptual framework is built upon the dynamics of the framework to allow for mapping of the interactions between the pillars as for iteration between the pillars as they feed into a core goal that has conflict at the center of the alignment and coherence. The utility of the two frameworks is that they can be used to analyze conflict situations or human rights tensions with equal flexibility.

The dynamic visual of the interlinkages can support conflict prevention, response and resolution as the central pillar, given the overall objective of the study, which is that the lasting solutions to the four pillars requires managing conflict situations including simmering tensions and violent conflict. With the understanding that all the pillars are interrelated, the need to harness their interlinkages for holistic and coherent approaches to preventing and resolving conflicts is essential. This approach links well with the recent African Governance Report:24

5.1 Introduction There are many descriptions and definitions of peace. Generally, peace is a situation whereby wars and civil conflict are absent, but security prevails, usually in the context of a conducive environment for sustained social and political stability. The African Union considers that governance, peace and security are prerequisites for sustainable development.

5.2 The Interrelationship of Peace, Security and Governance

Democratic governance, as well as peace and security, are complementary and essential to social economic development. They are interrelated, interdependent, and mutually reinforcing imperatives for continental integration and sustainable development. Hence, the Agenda 2063 Aspiration 4, which envisages a peaceful and secure Africa as fundamental to African progress.
First, there is a strong relationship between poverty and peace and security. Second, disruptive political transitions as evident in times of change, including transitions from autocracy to democracy are often unstable and prone to violence. Third, lack of respect for human rights has potential to generate conflict and violence. Fourth, unmet needs of youth or imbalances in economic benefits, and social and economic exclusion could also undermine peace and security. Fifth, violence can generate more violence in response when a country that has experienced large-scale violence is susceptible to more of the same.

Many challenges in the region, though interconnected, have been addressed singly, at times reducing one problem while exacerbating others. Approaches based on the Pillars simultaneously examine interactions among multiple sectors. Recent quantitative studies have revealed that interlinked approaches can uncover synergies and detect trade-offs among sectors. If well implemented, interlinked approaches have the potential to reduce negative surprises and promote integrated planning, management and governance. However, application and implementation of these approaches are in their infancy. Few studies have explicitly explored the contributions of interlinked approaches, let alone the four Pillars, to progress toward meeting the Agenda 2030 or the 2063 Agenda, and the four subregional studies can contribute to a more thorough understanding in Africa.

One of the main theoretical strengths of the working with the four Pillars lies in the potential to help break out of the programmatic silos by encouraging a more comprehensive analysis. This can result in an improved local coordination – especially in the contexts characterized by different needs and requirements arising simultaneously.

Programs that bring together the four Pillars could be very complex, which evoke a vast array of challenges regarding capacities and competencies as well as project monitoring, coordination, and evaluation capacities. Relevant experience is still lacking in most of the aforementioned areas, and there is not yet a common language. Additionally, there are potential conflicts of interest between humanitarian, development, human rights, and peace/security actors leading to undefined leadership and lack of clarity regarding the decision-making prerogative in a crisis. The four Pillars approach could support and encourage a shift from a system- to a people-centered approach. At the same time, different actors working together can lead to a more transparent and honest debate with respect to their room for maneuver in different country settings.

**Methodology**

The conceptual framework is the overarching structure for the research, and guides all elements of the methodology, including the literature review, the questionnaires, interviews, and, vitally, the interaction between the subregional and regional studies.

A solid and nuanced research agenda is required that responds to the objective of the study to support policy and programmatic changes to address various elements of the relationships between the four pillars in North Africa and across the continent. Among the background questions (which will also inform both the core research questions and the survey that is described further below) for further consideration are:

- What will support a greater focus on the interlinkages and all elements of four pillars?

• Timely conflict resolution is important to prevent protracted conflict. How could the interlinkages approach work in preventing conflict, solving conflict, avoiding a protracted conflict situation and in solving a protracted conflict situation?
• What type of additional questions are being identified through governmental, non-governmental and international agencies that provide further insight into the obstacles and potentials for the pillars?
• How can programs delivering essential services be maintained through long-term manifestations of the absence of any or all of the four Pillars? Where does conflict prevention fit?
• How can data and information be used to better design specific elements of the four pillars in diverse country situations?
• How can governments and international organizations—including public and private institutions—build tailored approaches that include an assessment of the specific aspects of the four pillars, and identify ways to strengthen positive elements of each pillar within the linkages?
• How could the four-pillar interlinkages be harnessed to contribute to effective and lasting solutions to conflicts?

The execution of the assignment will be informed by primary data and information obtained through a questionnaire survey, and secondary data and information obtained mainly from desk reviews of relevant documents, including but not limited to those pertaining to the development, peace and security, human rights and humanitarian pillars and their interlinkages, global, regional and subregional development frameworks and priorities.

A central element of the study process is how it assists in the regular communication between the consultants, contributing to the collaboration and coordination between the consultants during the study process as they carry out the sub-regional studies with adapted emphases that are contextual. Collaborative research is essential in order to support and build up future responses to the multidimensional processes of the interlinkages of the pillars. This means identifying current experiences, not a set of prepackaged technical interventions. The research would map out different approaches to addressing specific elements of the pillars as the sub-regional study is informed by the country situations.

**Methodology to guide research core questions:**

What are the key pathways to achieve the potential of the four pillars, with a central focus on conflict, for normative and operational guidance in different contexts? And the four sub-research questions, with conflict at the center for North Africa, are:

RQ1 - To what extent and in what ways have the pillars been interlinked in different contexts?
RQ2 - What factors and processes could lead to the adoption of these interlinked approaches in the future?
RQ3 - What have been the benefits and drawbacks of these approaches for different stakeholders, and what is perceived as obstacles to linking the pillars?
RQ4 - What are the insights for considering future approaches to interlinking the pillars and to addressing the challenges presented by different manifestations of conflicts?

The main objectives of the qualitative research are to gain an empirical understanding of the following within the dynamic framework with conflict at the center for North Africa:
the factors which influenced the choice of design and delivery of the current interlinked approaches and the effectiveness of the current approach from national, regional, global, and local stakeholders’ point of view (including over time)

the challenges and opportunities, and effectiveness of existing interlinkages in meeting needs, and perspectives on the effects of programs;

the potential difficulties which may need to be addressed in the future to interlink the four pillars from the perspectives of national, regional, global, and local community members and key stakeholders.

Questionnaire for survey: this has been developed in collaboration with the other consultants for content, as well as with the ECA subregional Office for North Africa and other ECA staff participating in the study in order to ensure appropriate protocols are followed before any contact is made with Member States. The main questions will be linked with the operationalizing of the pillars in the context of conflict situations and the challenges that each country faces in the four main areas set out in the conceptual framework, and provide input and focused answers relevant to addressing the objectives of the study.

Questions will be designed to address the specific objectives of the study and utilize the conceptual framework to guide the respondents:

1. What are the main concerns in relation to conflict situation in countries/subregion?
2. What are the most acute challenges in operationalizing the four pillars in your country and what are steps towards addressing them?
3. What would improve collaboration in your country across the four pillars with conflict at the center, look like?
4. What are the knowledge gaps and what research can produce useful information for your country?
5. How can each of the four pillars and how can their interlinkages be harnessed to contribute to finding durable solutions to conflict?

The study will then be based on a mixed methodology approach that includes key informant interviews, an analysis of national and regional trends, a review of relevant country and regional reports, and the development of case studies.

The search criteria to identify case studies are based on the types of challenges and barriers countries face when implementing the four Pillars in North Africa. After a review of options, the decision will lead to further elaborating the conceptual framework in a format that identifies challenges and barriers to pillars aligned with the framework as they relate to conflict situations and the search for solutions. After developing the case studies and exchanging insights and lessons with the other three regional consultants, the final study will be designed noting themes of the challenges mentioned, and adapted based on the various information sources produced during the project.

Criteria for the case studies

This study will incorporate select country case studies as central to its approach, as the cases allow for testing out the Pillars and interlinkages in specific country contexts that highlight the conflict situation and interlinkages of the pillars. In applying this approach, the study will define the central research problems/questions to be explored, generate hypothetical statements and explanations, and use theme-based events, communities and

26 See Professor Ismail’s paper
states to evaluate the research problems and propositions. The proposed study will frame the research problem/questions along those listed below.

The case studies approach is favored as it allows the study to combine multiple types (qualitative and quantitative) and sources (document analysis, questionnaire surveys, interviews) of data in order to gain robust evidence. It also provides logical foundations for comparing and applying (and generalizing) findings across a broader set of cases in North Africa. The approach also reduces complexity by narrowing down to logical cases and samples for particular inter-linkages as they relate to the conflict situations in the subregion, and allows findings to be contextualized.

The selection criteria for the focus countries is informed by the subregional situation as they relate to the study objectives and through the process of developing the inception report, the identification of the center of the pillars that appears to be essential in the subregional context, in this instance, conflict. The proposed three countries, based on their current situation, are Libya, Mauritania and Sudan, as these countries have the most significant difficulties with conflict.

As highlighted in the analytical framework, each of the pillars and their interlinkages will involve the use of case studies to explore the empirical realities in North Africa within countries and across boundaries. The case studies will be guided by the following considerations:
- Thematic relevance based on the stated objectives of the study and the conceptual framework
- Logical fit based on Pillars and literature review.
- Alignment with the dynamic of the pillars around conflict as the center of the interlinked pillars for this subregional study, while ensuring a balanced treatment of all pillars
- Type of data that is available and access to primary respondents (completion of questionnaire).

Based on the criteria for the case studies and exchanges with the other study consultants as well as the subregional advisor, the countries selected for the cases are Libya, Mauritania and Sudan. The selection of case study countries will incorporate transboundary issues such as the link between insurgence in Sahel countries and the conflict in Libya. There is a need for governments to mediate conflicts so that they do not become violent. Without leadership or sound governance, it is difficult to avoid violent conflicts.

Work plan

The proposed work plan has been adjusted to the current timeframe of the contracting and submission of the initial inception report by the 18 September deadline with an end of project date now set for 30 November.

<table>
<thead>
<tr>
<th>Date</th>
<th>Output/Activity</th>
<th>Follow up</th>
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<tbody>
<tr>
<td>18 September</td>
<td>Submission of draft inception report</td>
<td>Review of draft</td>
</tr>
<tr>
<td>25 September</td>
<td>Consulation with staff and other consultants</td>
<td>Feedback from staff and other consultants</td>
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<tr>
<td>5 November October</td>
<td>Submission of final inception report for review and acceptance by 9 November</td>
<td>Submission of report and sharing of the report with other consultants for discussion of synergies and distinctions</td>
</tr>
<tr>
<td>29 October</td>
<td>Submission of questionnaire and further discussions with staff and other consultants</td>
<td>Use of questionnaire through SRO for North Africa; identify</td>
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27 [https://unsmil.unmissions.org/](https://unsmil.unmissions.org/); [https://unamid.unmissions.org/](https://unamid.unmissions.org/)

28 Again, thanks for Professor Kaime for his initial draft as a starting point for the work plan and subsequent points from Professor Badejo and Professor Ismail.
<table>
<thead>
<tr>
<th>Date</th>
<th>Activity Description</th>
<th>Due Date</th>
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<tbody>
<tr>
<td>16 November</td>
<td>Administration of questionnaire survey</td>
<td>Collation of survey responses</td>
</tr>
<tr>
<td>20 November</td>
<td>Submission of first draft report for review and acceptance by 23 November</td>
<td>Continue to incorporate surveys, review drafts from other consultants and feedback for alignment and synergies</td>
</tr>
<tr>
<td>tbd November</td>
<td>Presentation of first draft for discussion</td>
<td>Incorporate comments, criticisms, identification of strengths and weaknesses into final report</td>
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<tr>
<td>7 December, tbd</td>
<td>Submission/presentation of final report</td>
<td>Complete agreed tasks</td>
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**Study outline**

**i. Executive summary**

**ii. Introduction, including the analytical framework;**

This chapter will detail the interlinkages between the development, peace and security, human rights and humanitarian pillars from a practical and theoretical viewpoint and will outline an overarching analytical framework with conflict at the center of the interlinkages of the four pillars. It will draw on the theoretical framing drawn from the conceptual framework of the pillars and the ways in which the interlinkages can inform systems and practices. It will recognize governance and institutions as overarching policy matters relevant to the objectives of the study.

The approach of the study incorporates the dual resolutions passed by the General Assembly and the Security Council in April 2016 (Resolutions 70/262 and 2282) which recognize the importance of coherence and complementarity between the UN’s peace and security efforts and its development, human rights, and humanitarian work. It also takes into account the United Nations Secretary General and the African Union Commission Chairperson have made a commitment to work together towards the implementation of Agenda 2063 and the 2030 Agenda for Sustainable Development. The reference to sustainable development in the context of the interlinkages should be informed by recent frameworks such as the 2030 Agenda for sustainable development and the AU Agenda 2063.

With these as background, the study aims to explore the interlinkages between the four pillars in North Africa subregion to promote complementary implementation of policies and programs to support effective and lasting solutions to conflicts in the subregion. Crosscutting issues to be factored in the study include gender and youth issues and COVID-19. Transboundary issues will be addressed to help promote intra-regional cooperation in addressing conflict situations.

The conceptual framework for the study recognizes normative and institutional frameworks as constituting the base for the analysis of the four pillars and their interlinkages towards the goal of the study – conflict prevention and resolution. The study will analyze the interlinkages between the development, peace and security, human rights and humanitarian pillars with a view towards promoting synergistic, complementary and joined-up...
implementation of interventions. The conceptual framework will treat all four pillars in a balanced manner, with conflict prevention and resolution at the center. Existing normative frameworks at regional and subregional levels will guide the final report.

The study will demonstrate how proposed policy priorities are grounded and drawn from the key AU and UN documents that have been identified in the design of the study and introduce the subsequent chapters of the report.

iii. The state of development, peace and security, human rights and humanitarian action in the sub region, interfaces with other sub regions, transboundary issues and implications for regional responses;

The North Africa region presents a number of immediate challenges in terms of achieving the goals of Agenda 2063 and the 2030 Agenda. Also subregional frameworks. These challenges place pressure on the ability of governments to deliver services either in situations where various ‘normal’ resources, such as finances, staff availability and access to health, education, water, sanitation and food are reduced or under threat. Because of different challenges across North Africa that were outlined early in this inception report, achieving the vision of the two Agendas requires more than addressing immediate difficulties, it also involves: identifying emergent and potential future challenges, and developing mechanisms that can assist government, donors and local agencies in addressing the conflict challenges.

Analysis of the development pillar will consider broad areas of human development indicators, GDP, per capita income, standard of living, quality of life, life expectancy, human capacity, access to basic social services, cultural dimensions and poverty alleviation. The peace and security pillar analysis will be informed by the six objectives of Article 3 of the AU Peace and Security Protocol that promote pillar-interlinkages. Amartya Sen’s definition of development contributes to the framing of development and its interlinkages for the study as it is broadly inclusive of all key elements. In the context of the North Africa subregion, governance and institutions are relevant to all of the pillars, and are essential prerequisites for sustainable development, and thus will be crosscutting, including such issues as corruption. The case studies will also incorporate transboundary issues related to conflicts and how they could be addressed in the context of the four pillars in the subregion. In addition to Internally Displaced Persons (IDPs) and Refugees, the studies will address issues of migrants, particularly in relation to the four pillars, which can be both causal factors for migration and secondary migratory movements and resultant effects.

The impacts of these different challenges on women are varied, and the situation of women is diverse within and between countries; women face higher risks of malnutrition and are more significantly affected by reduced access to health and education services. In addition, men will often leave their homes to look for work, and therefore the responsibility of heading the household is passed to the women. Local communities that suffer the consequences of various types of challenges should be recognized by governments and international actors as the primary focus for implementing the four Pillars.

North African countries face a range of challenges in regards to the pillars, including migration, both voluntary and involuntary between and within countries, constrained access to water resources, the legacy of colonial borders and resource agreements, and the current economic and health crises brought about by the global Covid 19 pandemic. While different countries have adjusted and adapted to various levels, the complexities of the current regional and global situation need to be taken into account.

The analysis of the four pillars in relation to conflict situations should include issues such as prevention of violent extremism through education, the importance of cultural rights and cultural diversity, as well as language. The need to treat the four pillars equally in the various studies was underlined. It was pointed out that the manifestation of conflict was not necessarily violence; sometimes conflict can manifest in tensions caused by several factors, including inequality, exclusion and climate change.
This section will then summarize the implications for responses from the foregoing analysis and set up the transition to section iv.

iv. Key issues pertaining to the synergistic and complementary implementation of interventions aimed at addressing peace and security, human rights, humanitarian and development situations in the sub region, taking into account gender and youth issues and the UN-AU Cooperation frameworks;

Instead of repeatedly undertaking the same sectoral or single pillar projects, by connecting humanitarian action with development cooperation, human rights and peacebuilding, the alignment of the Pillars opens up a possibility of substantially strengthening humanitarian aid as well as making its outcomes more sustainable. Additionally, pillar-based approaches might increase the flexibility of government and donor budgets and of the deployment of funds to address specific challenges. This chapter will highlight the key current issues and those that require emphasis.

Existing international and regional agreements provide the foundation for delivering improved coherence through interlinkages programs that build effective teams, seeking synergies across programs. The current cooperation frameworks and agendas provide the basis for addressing five year and longer agreements, rather than fragmented responses alone. The interlinkages also provide support for flexible approaches to the country contexts, using multiple instruments to promote country capacity, as well as to more effectively engage women and young people in the pillars. This chapter will also incorporate the main elements of the relevant subregional frameworks and the four AU-UN frameworks within the framework of Agenda 2063 and the 2030 Agenda for sustainable development.

Gender: Examples of women’s involvement is illustrated by the visible role of women in the movements in Sudan and Tunisia, among other countries. Along with other forms of visible actions in cities, there have been active women’s movements in rural areas in Morocco, which are ongoing and rooted in the various forms of economic and social exclusion. One example would be the Soulaliyyate movement of Morocco, which is one of many protest movements that have emerged in Morocco over contested land rights and the view that women are accorded second class citizenship and are denied equal economic rights. The term Soulaliyyate refers to women in communities where land rights have been held collectively and where land tenure rights are inherently gendered to the disadvantage of women.

Youth: Across the region, young people have become more engaged in the political process, sometimes linked with political parties, sometimes with fluid social movements, and increasingly energized by the frustration that is widespread over economic inequality and what many perceive as an unresponsive political system. Young people were major drivers of the Arab Spring as they found themselves frustrated by poor quality education systems, lack of economic opportunities and the sclerotic political systems that denied them access to decision making or contributing to their country’s achievement of shared goals around the four pillars.

29 https://ejatlas.org/conflict/the-soulaliyyate-movement-morocco
https://learningpartnership.org/blog/caravan-soulaliyates-pushes-for-moroccan-womens-right-land-access
One study outlined some of the main issues that have been identified by young people as they report them to interviewers:

- Very limited decision-making opportunities
- Limited income opportunities
- Low education attainment

There is a risk in North Africa that young people’s criticism of governments and the involvement of a small percentage of young people in violent movements will result in a simple view that ‘youth are a problem.’ In fact, young people in North Africa are an exceptional asset for the future, and their engagement is vital to the future of the region.

In assessing what types of initiatives could be developed, it is important to consider what are the values of developing and utilizing these initiatives.

Five chief elements that young people can develop through these engaging platforms:

1. Cognitive engagement, questioning and learning about themselves as individuals, their communities, their countries, and then, the world;
2. Productive engagement, becoming employed in creating solutions and opportunities;
3. Connecting engagement, building positive and productive relationships;
4. Community engagement, assisting in the positive transformation of society.

v. Normative and operational challenges, and opportunities for harnessing the interlinkages between the development, peace and security, human rights and humanitarian pillars, taking into account the COVID-19 pandemic;

For interlinked approaches to be effective, there needs to be very clear analysis of the short-term/long-term trade-offs and the specific goals and objectives of program instruments, particularly if short-term interventions may run counter to addressing the medium- and long-term challenges identified within the four pillars. Program designs should directly address the problems created by the explicit or implicit process of separating the pillars into operational silos, when, in fact, there is a necessary set of interlinkages that require bringing disparate elements together. The current context of the COVID-19 pandemic increases the challenges because of the disruption of existing economic and social systems, as well as the requirements for providing assistance to affected populations.

In order to engage with the frameworks for the four pillars and contribute to interlinked policies and programs, each country has issues around the capacity of the public sector, the private sector and civil society organizations. A vital role for external partners such as regional bodies, the AU, the UN and other organizations is to provide focused collaboration that requires core capacities. In analyzing the interlinkages between the pillars and how they could inform solutions to conflict situations, the study will explore how the existing normative frameworks could be implemented as part of the solutions.
The ability of a country to follow paths that move it towards the goals of Agenda 2063 and the 2030 Agenda is partly determined by the capacity of its people and its institutions to carry forward with agreed goals aligned with the four pillars. Capacity-building encompasses the country’s human, technological, organizational, institutional and resource capabilities. Building capacity to implement the agreed Agendas will benefit greatly from the efforts of the country’s themselves in partnership with relevant organizations, as well as with developed locations. It the connection of capacity with ‘pillars alignment’ that can help bring together the pillars.

‘Pillars alignment’ can be defined as the capacity of a country’s leadership and a wide range of organizations to clearly define and:
• Understand the country context in which the pillars could be a guide for achieving positive changes in the areas of primary concern, including the four pillars and the intersection of conflicts;
• Understand the interaction between the pillars as normative and operational programs in each context; and
• Act upon the understanding of this interaction in order to avoid negative impacts and maximize positive impacts on the context.

Thus, adoption of a four Pillars approach to programs may facilitate the creation of a secure environment where people can be supported to meet their own basic needs. A people-centered nexus approach emphasizes security as a basic need and right, and links humanitarian assistance, development, human rights and peacebuilding. For example, in situations of violent conflict, local populations – and especially women – often identify security and protection issues as being as important as material assistance.

Enhancing both the effectiveness and the Pillars framework for different programs is in large part dependent on listening more to local populations and other local stakeholders, in order to help the true ‘owners’ of the conflict develop the capacity to transform the current crisis and prevent future ones. Finally, the four pillars can establish a normative framework that then guides the operational practices of as can be seen in the case of North Africa, three of the four pillars provide an entry point into the specific contexts of countries in the region.

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<tr>
<th>Normative</th>
<th>Operational</th>
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<tr>
<td><strong>Purpose of the research outputs</strong></td>
<td><strong>Purpose of the research outputs</strong></td>
</tr>
<tr>
<td>· For use as technical guides or references for wide applications of the Pillars</td>
<td>· To meet specific requirements of an individual country or a group of countries in addressing concrete needs identified in the four pillars</td>
</tr>
<tr>
<td>· For use by Member Nations and the international community in setting common frameworks around the four pillars</td>
<td>· To provide the country or countries with technical, managerial and information support through the adapted application of the four pillars approaches</td>
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<tr>
<td>· To provide input for the preparation of normative rules, criteria, approaches and methodologies or similar activities</td>
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<tr>
<th>Main types of research outputs</th>
<th>Main types of research outputs</th>
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<tr>
<td>· Standards, methods and approaches as the basis for adapted application of Pillars at the country level</td>
<td>· Practical guidelines and advice derived from normative standards and approaches</td>
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<tr>
<td>· Policy-oriented norms and standards</td>
<td>· Strengthened institutions and trained human resources</td>
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regional agreements and conventions  · Improved databases and information systems
· Databases and information systems at  · Analytical studies and proposals for direct
the regional level  application of the interlinkages within a given
· Studies, reports and information in  project or program
preparation of applying the four Pillars  · Improved systems for operations

COVID 19 and the four pillars

The COVID 19 pandemic has caused a dramatic reduction in economic productivity, trade and generated widespread travel and related economic disruption across North Africa. Combined with government-mandated shutdowns this has had a severe economic impact in across the region, not least because of the impact on sectors such as tourism and remittances, upon which a number of the economies are heavily depend. Algeria has already suffered from the recent oil price decline and disruptions to trade with China will impact all of the countries. The major slump in European markets specifically hurts countries such as Morocco, one of Europe’s largest trade partners in the Mediterranean. Remittances and FDI, two major sources of revenues, have also declined.

This devastating combination of growing pandemic impacts and the spectacular collapse in oil prices have led to a major decline in foreign exchange revenues for governments across the region. This will further hit fiscal balances and constrain the ability of most governments to respond with financial compensation and other measures needed to mitigate COVID19’s crippling effects on domestic economic activity. Domestic borrowing cannot fill the widening fiscal gaps; and international borrowing, following years of rising sovereign debt, will come at a much higher cost and create risks down the line. Governments will face increased stress due to public sector debt, declining terms of trade, and potential interest rate spikes.

Of immediate concern is the widespread impact on economic livelihoods, especially among the very poor and the vulnerable, straining safety nets further. With few resources or unemployment insurance, and reduced food subsidies, large segments of the population that engage in subsistence or informal work are unable to protect their well-being during a sustained lockdown and interruption to their livelihoods. Currently governments may lack the capacity to respond to mounting pressures on health systems and food distribution channels. The combination of economic and social shocks may have very long-lasting legacies, including tipping many already chronically poor households into destitution.

While the shutdown is affecting the ongoing protests in countries such as Sudan and Algeria, broader government responses and rising social inequality will likely reignite greater dissent across North Africa. In Algeria, members of the Hirak movement have postponed protests for the first time since February 2019. The movement’s decision to delay protests for the greater good may enhance the trust that different communities have in its judgement.

In short, the pandemic has quite likely exacerbated economic drivers of current social grievances, while, at the same time, depleting the financial capacity of states across the region to invest in safety-net programs and other forms of social support. This will, quite possibly, lead to further economic and social inequalities, creating tinderbox conditions for future social and political unrest. A regional agenda of reforms should address the region’s structural imbalances and also support the design of a new inclusive growth model more resilient to economic shocks and pandemics. The pandemic exemplifies the interlinkages of the pillars as an immediate response has a strong humanitarian element, but the impact also highlights the economic weaknesses and vulnerabilities of
certain populations, as well as the potential increase in conflict and decrease in respect for human rights. The pillars can provide a framework for envisioning a post-pandemic country context that XXXXX

vi. Mainstreaming the interlinkages into policies and strategies at regional, sub-regional and national levels including those related to Agenda 2063 and the 2030 Agenda; Methodologies and tools for harnessing the interlinkages and promoting complementary implementation and approaches, and associated capacity building needs;

This chapter will outline the current good practices that effectively mobilize support for the interlinkages as they relate to the country and regional contexts in North Africa. An outline of key issues that will allow for reducing obstacles to inter-linkages or joined up pillars will be provided along with identifying key lessons from the ways in which the conceptual framework was tested and incorporated through the surveys and the sharing of information between the four regional studies.

Because deeply rooted problems are not amenable to quick solutions, the pillars can provide guidance on both addressing immediate difficulties, but also identifying emergent and potential future challenges, and developing mechanisms that can assist government, regional bodies, donors and local agencies in anticipating future challenges as they relate to their citizens, especially women and youth.

Research is essential in order to support and build up future responses to the multidimensional processes of the promoting Agenda 2063 and the 2030 Agenda. This means identifying current experiences, not a set of prepackaged technical interventions. The research would map out different approaches to addressing specific elements of the pillars in each context and relevance to the four elements of the pillars in the context of North Africa but linked to other regional experiences. This research would support practices that would make it possible to respond to and/or more effectively prepare for and respond to the impacts or potential negative consequences of the different country challenges.

This chapter will address the lessons about the four pillars for North Africa with an emphasis on moving into the specific policies and programs necessary to implement the four pillars in specific countries. It will link these connections to the previously identified regional and continental strategies and agendas in a clearly structured manner consistent with the study framework.

It is relatively easy to consider ways of bringing together the Four Pillars in a policy department. Four Pillars could become a new term to frame the old humanitarian problem of combining different good things in difficult situations – life saving, development, human rights and an increase in peace and security.

The new alignment could lead to more policy papers and reports. It lends itself to easy diagrams in training courses. It encourages key terms in policy speak like "synergies", "trade-offs", "inter-linkages" and "transmission channels" which break through "silos" and achieve "collective outcomes". We can easily use this jargon to write a policy, or even get a computer to write it. But the critical point of the report is to determine what the linkages of the four pillars means for actions to support effective policies and programs on the ground, in the countries of concern, which is another area where the survey information can be invaluable.
The four pillars could guide what it means for both individual organizations and organizational partnership to work with multiple pillars and achieve several different goals at once. This is not new, as governments and regional partners have struggled with how to ‘join up’ programs in ways that contribute to improvements in people’s lives. The four pillars can bring together different mandates, bureaucracies, financing and interests so that joining up and collaborating is easier and thus the inter-linkages of the four pillars provides an opportunity at the local, national and regional levels. However, we need to understand more about the pillars in specific contexts with a few core questions that bring together questions set out earlier in the inception report and which can be linked with the conceptual frameworks to engage stakeholders with clear and focused questions.

*Methodology that will shape the research core questions that leads to harnessing the Pillars:*

What are the key pathways to achieve the potential of the four pillars, with a central focus on conflict, for normative and operational guidance in different contexts? And the four sub-research questions, with conflict at the center for North Africa, are:

RQ1 - To what extent and in what ways have the pillars been interlinked in different contexts?

RQ2 - What factors and processes could lead to the adoption of these interlinked approaches in the future?

RQ3 - What have been the benefits and drawbacks of these approaches for different stakeholders, and what is perceived as obstacles to linking the pillars?

RQ4 - What are the insights for considering future approaches to interlinking the pillars and to the challenges presented by different manifestations of conflicts?

The main objectives of the qualitative research are to gain an empirical understanding of the following within the dynamic framework with conflict at the center for North Africa:

- the factors which influenced the choice of design and delivery of the current interlinked approaches and the effectiveness of the current approach from national, regional, global, and local stakeholders’ point of view (including over time)
- the effectiveness of existing interlinkages in meeting needs, and perspectives on the effects of programs, particularly as related to different forms of conflict;
- the guidance available for mainstreaming through key documents; 30
- the potential difficulties which may need to be addressed in the future to interlink the four pillars from the perspectives of national, regional, global, and local community members and key stakeholders, including support to governments for policy development, assessment tools and integrated program development within existing global and regional frameworks, as well as the four pillars.

**viii. Conclusions, and robust, concrete action-oriented recommendations based on the findings of the study.**

Based on the research outlined in this study as well as the exchange of information and perspectives with the other regional studies, this chapter brings together the conceptual framework around the four pillars with the specific recommendations for country governments, local communities, regional organizations and international partners.

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30 UNDP, Mainstreaming the 2030 Agenda for Sustainable Development, 2015; UNECA, Integrating Agenda 2063 and 2030 Agenda for Sustainable Development into national development plans
The interlinkages of the four Pillars offer many avenues for inter-organizational collaboration at the community, country and regional level. Once a thorough analysis has been done and clear program options have been identified, there are many plausible entry-points for practical engagement for different actors to enhance and strengthen humanitarian, development, human rights and peacebuilding outcomes. There are, however, clear challenges to generate operational collaboration owing to the current alignment of both individual agencies (whether government ministries or international organizations). This requires using and applying new frameworks for the four Pillars to address the structures, policies and programs of all actors, including sequencing priorities, planning framework and anticipated outcomes.

Notwithstanding considerable overlaps in goals and aspirations of humanitarian action, development, human rights and peacebuilding, there has been comparatively little analysis and operational practice that brings together all four Pillars and this report and the other subregional reports provide a good beginning. A starting point is to identify realistic opportunities for joint actions, including the fostering of national ownership and contingency planning with ‘early’ assessment of capacities related to the four Pillars, and what can be contributed from guidance on capacity and integration documents that have been designed to build upon Agenda 2063 and the 2030 Agenda.

The conclusions and recommendations will also bring to bear the governance and institutions dimensions which formed an integral part of the analysis in the preceding chapters.

Analysis of the interlinkages will point to several combinations of policy objectives. The outcome will support ways to harness the interlinkages to address the key policy findings. The report will be designed to ensure that its recommendations are implementable, can inform policy and practice and overall direction to policy makers. The content will reflect a sensitivity to the views of different stakeholders.
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