GLOBAL COLLABORATION
FRAMEWORK FOR INCLUSION
AND SOLUTIONS
2023-2025
“Amid so much crisis, we have reached a once-in-a-generation moment. We must make choices that will determine what follows for the rest of our lives and for those who come after us… We should not suspend nor delay development activities and investments but instead pursue these directly with affected communities, rapidly and at scale, so people can get back on their own feet with dignity and agency. An end to crisis is for our common good and should be our common goal.”
-Achim Steiner, Administrator, UNDP

“At a time when global conflicts are at their highest levels since the creation of the United Nations, the evidence demonstrates that investing in development is the best way to prevent crises and maintain international peace.”
-António Guterres, Secretary-General of the United Nations

“You have heard me say many times how we need the multilateral system to work to find solutions to today’s global challenges. To deliver the scientific and financial resources needed to end the pandemic; to find the political will to address climate change; and to summon enough coherence and unity to prevent and resolve conflict. Cooperation, political solutions and sustainable peace are needed today more than ever, and yet appear to be further from reach than they have been for decades.”
-Filippo Grandi, United Nations High Commissioner for Refugees
In 2022, the number of people forced to flee from their homes crossed 100 million. Protracted displacement is increasingly the norm. Today, the majority of those people displaced by conflict, violence or disasters remain within their own countries, often for years or decades. Tens of millions of internally displaced persons (IDPs) and refugees are unable to benefit from lasting solutions to end their displacement and to rebuild their lives.

As underscored in both the Global Compact on Refugees (2018) and the UN Secretary-General’s Action Agenda on Internal Displacement (2022), humanitarian assistance alone cannot bring about solutions for those forced to flee. Humanitarian action and funding must be complemented by development assistance and predictable financing, with a stronger emphasis on supporting nationally led action to foster peace and stability. Humanitarian and development action must be implemented in complementarity to break the cycle of forced displacement. Agenda 2030 recognized that forced displacement “threatens to reverse the development progress made in recent decades”. More joined-up action by the world’s leading humanitarian, development and peace actors is urgently needed.

UNDP and UNHCR are working side by side in forced displacement settings in over 40 countries through a combination of strategies and regional platforms such as the Comprehensive Regional Protection and Solutions Framework for the Americas (MIRPS), the IGAD Support Platform for Somali Refugees and Returnees, the Regional Refugee Response and Resilience Plan (3RP) for the Syria Crisis, and the Solutions Strategy for Afghan Refugees (SSAR).

The UNDP-UNHCR Global Collaboration Framework for Inclusion and Solutions 2023-2025 builds on this collaboration. It focuses on key areas where UNDP has a strong comparative advantage to bring development financing, technical assistance and advocacy to situations of forced displacement. It aligns the work of our respective agencies to deliver on the humanitarian-development-peace nexus, providing solutions for the displaced and stateless while supporting the communities and governments that generously host them. The Framework is fully aligned with UNDP Strategic Plan (2022-2025) and the recent UNDP Crisis Offer, as well as the UNHCR Strategic Directions (2022-2026).

Building on the learning from the UNDP-UNHCR Joint Action Plan (2017-2021), this Framework focuses on 7 areas for collaboration - livelihoods, SDG integration, rule of law/local governance, conflict prevention/peacebuilding, climate change/environment, internal displacement, and statelessness.

Experience in the most fragile and conflict affected settings has demonstrated that combining our knowledge, funding, and technical capacity can lead to better lives for the people we serve. As we confront a new era of crisis management our hope is that this Framework provides more reliable pathways and enhanced results for displaced peoples and local communities alike.
The Agenda 2030 for Sustainable Development recognized that forced displacement “threatens to reverse the development progress made in recent decades”. More joined-up action by the world’s leading humanitarian, development and peace actors in fragile and conflict contexts is a must.
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The **UNDP and UNHCR Global Collaboration Framework for Inclusion and Solutions (2023-2025)** provides a platform for both agencies to bring their comparative advantages to areas where working together can deliver better results in responding to current and future crises and challenges. This document sets out the background to the Framework and its strategy, focuses and guiding principles.
I. BACKGROUND AND PURPOSE

The Global Collaboration Framework for Inclusion and Solutions (the Framework) comes in a context of enormous global needs for development and for protecting and assisting people who have been forced to flee.

From 2010 to mid-2022, the number of forcibly displaced people worldwide increased from 41 million to over 100 million. This was the largest increase in decades and was the result of persecution, conflicts, violence, human rights violations and other events seriously disturbing public order. In addition, millions of people today are stateless, making it difficult for them to access rights to basic services such as education and health care. Women and girls make up around 50 percent of refugee, internally displaced and stateless populations, and children around 42 percent of all forcibly displaced people.

As history shows, forced displacement all too often leads to situations of protracted displacement, with millions of internally displaced persons and refugees unable to return home safely. For these people and the countries or areas they live in, a development approach needs to be combined with humanitarian assistance – and progress on peace – to provide effective and lasting protection and solutions.

Adding to this need are shortfalls in humanitarian funding, both for refugee and internal displacement contexts and for all contexts in which humanitarian aid funding is sought. Globally, the total demand for humanitarian assistance has grown enormously over the past decade, with the inter-agency appeals of United Nations and partner organizations reaching $41 billion in 2022. Understanding has grown, too, that humanitarian aid cannot resolve the issues causing and driving crises and suffering: development and peace need to be included and pursued alongside humanitarian assistance.

Building on past collaboration

The Framework is fully aligned with the UNDP Strategic Plan (2022–2025) and UNHCR Strategic Directions (2022–2026). It is consistent with the recommendations of the 2016 World Humanitarian Summit, the 2016 New York Declaration for Refugees and Migrants and the 2018 Global Compact on Refugees. It is also consistent with the commitments of the United Nations “Our Common Agenda” on leaving no one behind, promoting peace, ensuring sustainable financing and boosting partnerships.

The Framework builds on the experience of a Joint Action Plan that UNDP and UNHCR used from 2017–2021, during which they increased their cooperation with governments, supporting them in including refugees and internally displaced persons (IDPs) in their planning and programmes. It also builds on extensive UNDP and UNHCR experience of cooperating and taking joint action before, during and after a displacement crisis.

Examples of past collaboration include the joint leadership of the UNDP-UNHCR Syria Regional Refugee and Resilience Programme (3RP).

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1 According to the UNHCR Global Trends Report 2021 (p. 42) and Mid-year Global Trends Report 2022, more than 4.3 million people are stateless or of undetermined nationality, although this is likely to be a significant underestimate.

I. BACKGROUND AND PURPOSE

highlighted in a recent evaluation as a global best practice. UNDP and UNHCR have also collaborated closely in state-led regional platforms for the Afghan Refugee Situation (SSAR), Central America (MIRPS), and the IGAD Support Platform.

A notable example of growing programmatic cooperation has been in local governance and the rule of law. In 2019, UNDP and UNHCR developed a programmatic framework to strengthen and improve cooperation in this area and, by 2022, joint actions in local governance and the rule of law were implemented or designed in more than 18 countries.

Another area of growing cooperation has been livelihoods and economic inclusion for forcibly displaced people and host communities. As of 2019, UNDP and UNHCR were cooperating in livelihoods programmes in at least 25 countries and, since 2020, the two organizations have been developing a consortium for advancing digital access and employment opportunities for refugees and host communities.3

UNDP and UNHCR have also been developing shared tools for assessing various contexts. This has included collaboration in Recovery and Peacebuilding Assessments (RPBA) in the Lake Chad Basin alongside other UN partners, the European Union and the World Bank. In Cameroon, for example, the RPBA included joint assessment tools for social cohesion in border areas with the Central African Republic.

In 2020–2021 UNDP and UNHCR developed, in partnership with the UN Research Institute for Social Development, a Joint Theory of Change model on how to respond to protracted displacement using the humanitarian-development-peace (HDP) nexus approach.

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II. THEMATIC AREAS OF COLLABORATION

The Framework seeks a step change in cooperation and collaboration between UNDP and UNHCR in those thematic and results areas where the two organizations bring comparative advantages to collaborative and joint work. It prioritizes regions and countries as appropriate, but with flexibility to change geographic and country focuses if needed. The strategy is also informed by a set of guiding principles that are summarized at the end of this section.

SUMMARY OF OUTCOMES

<table>
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<tr>
<th>Thematic area</th>
<th>Expected outcome</th>
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| Livelihoods                         | 1. Decent working standards are ensured for forcibly displaced people and host communities working in the digital economy.  
2. Forcibly displaced people and host communities have access to sustainable jobs and livelihoods.                                    |
| SDG integration                     | Forcibly displaced and stateless persons are included in regional, national and subnational planning, monitoring and reporting frameworks, including United Nations and inter-agency frameworks aimed at achieving the sustainable development goals and the 2030 Agenda. |
| Rule of law and local governance    | Governance and rule of law institutions at national and local levels are enabled to work across the humanitarian-development-peace nexus to prevent, respond to and solve protracted and recurrent displacement and statelessness situations. |
| Conflict prevention and peacebuilding | Enhance integration of conflict sensitivity across the HDP nexus in ways that benefit refugees, returnees, internally displaced persons and stateless persons as well as host communities, through cooperation on knowledge development and capacity-building in conflict prevention and peacebuilding, social cohesion. |
| Nature, climate and environment     | 1. Increased access of displaced and host communities to clean and renewable energy in displacement settings.  
2. Strengthened protection environment for refugees and internally displaced populations in relation to climate and other environmental risks, through the integration of displacement and related considerations in inclusive climate change adaptation and disaster risk reduction policies, strategies and plans.  
3. Reduction of environmental degradation and mitigation of displaced and host population exposure and vulnerability to climate-related hazards, including through enhanced community preparedness for climate shocks through early warning and early action. |
| Internal displacement                | 1. Advancing internally displaced populations benefit from durable solutions, adopting a development approach to internal displacement in line with the IASC Durable Solutions Framework as well as recommendations from the Secretary General’s High-Level Panel on Internal Displacement and Action Agenda on Internal Displacement.  
2. Strengthening national and local capacities, including through local and community-based programmes, to achieve human development, human security, protection and peace for internally displaced populations through strengthening national and local capacities, including through local and community-based programmes, and based on the foundation of the Guiding Principles and in support of preventing, addressing and resolving internal displacement. |
| Statelessness                        | Statelessness mainstreamed in national development institutions, regional and global development forums, and within development plans and discourse. |

This table is for illustration only. The Global Collaboration Framework (GCF) is premised on integrated responses, that benefit from UNDP and UNHCR comparative advantages. The GCF is supported by a comprehensive results framework, demonstrating a contribution the indicators of the UNDP Strategic Plan and the UNHCR Strategic Directions.
II. THEMATIC AREAS OF COLLABORATION

SDG integration

Globally, sustainable development goal (SDG) strategies must be implemented in an integrated way if countries are to achieve the goals and succeed in overcoming the complex challenges they face. For countries and organizations, SDG integration means an approach that targets systems, not just thematic sectors: it means integrating SDGs into policy and programming, data and analytics, financing, and innovation.

The Framework is an opportunity to collaborate on the practical tools and mechanisms that agencies and partners use to monitor and support progress towards SDGs, and to ensure that forcibly displaced and stateless persons are fully included in national and international efforts to achieve SDGs.

In pursuit of this goal, this component will work towards:

- Inclusion of forcibly displaced and stateless persons in regional, national and subnational planning, monitoring and reporting frameworks, including UN and inter-agency frameworks, aimed at achieving the sustainable development goals and the 2030 Agenda;

- Joint engagement in national policy dialogue about SDG gaps and how to address them;

- Improving internal capabilities for systems leadership and transformation (for example using the United Nations Action Learning Lab and other approaches);

Key activities will include:

- Scaled-up application of a streamlined and more user-friendly version of the SDG appraisal tool for forced displacement and statelessness contexts, including application at local level;

- Improving the evidence-based engagement in policy dialogue on the SDG gaps identified by the SDG appraisal tool on inclusion, joint assessments or reflecting on critical/emerging national data and information.

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II. THEMATIC AREAS OF COLLABORATION

Livelihoods

Economic inclusion and access to decent livelihoods are vital to the lives of refugees, internally displaced persons and host communities. Efforts to increase inclusion and livelihoods opportunities need to recognize gender and age gaps and changes in the global economy and in national and local economies, many of them driven by technology and the ongoing pandemic. Innovative livelihoods involving or made possible by technology are as relevant to the displaced as they are to host communities and the general population. Bringing about economic inclusion and equitable access to livelihoods opportunities (especially for women and young people) stands to maximize a community and a country’s development progress.

UNDP and UNHCR will work towards:

- The economic inclusion of forcibly displaced and stateless persons, with a focus on women and youth, through advocating for access to labour markets, financial services and productive land for land-based livelihoods (including agriculture and pastoralism), and for policy, legal-regulatory, and institutional barriers to be addressed;

- Increased access to sustainable livelihoods programmes and services for decent work in host countries and communities (for example by mapping programmes with potential to include refugees and IDPs – men and women – and by providing guidance and experience-sharing opportunities for field staff, to help develop knowledge about good practices at country and regional levels);

- Increased capacities and resilience at multiple levels (for example by analysing markets and opportunities for economic inclusion, with an age, gender and diversity lens; and by building the capacity of refugees and internally displaced persons to take advantage of livelihoods opportunities);

- Promotion of digitally enabled livelihoods for example by meeting with multinational and local private-sector companies to discuss opportunities and advocate for the inclusion of refugees and internally displaced persons, with a focus on women and youth; and by developing appropriate partnerships with UN agencies, the private sector, civil society organizations, non-government organizations, academia and community-based organizations, with memoranda of understanding to support joint action.
II. THEMATIC AREAS OF COLLABORATION

Rule of law and local governance

Governance and the rule of law are fundamental to preserving asylum and protection space for refugees and protecting the rights of returnees and displaced persons. They are essential to ensuring that these persons, as well as their host communities, can exercise their rights and access public services. Moreover, governance and the rule of law are also key in helping to prevent and resolve forced displacement and statelessness. For these reasons, UNHCR considers access to justice and support for the rule of law to be essential in protecting and finding solutions for forcibly displaced and stateless persons.

By working closely together and combining their respective expertise, UNDP and UNHCR can improve joint and integrated local governance and rule of law responses to longer-term developmental needs and social cohesion. They can especially enhance protection and solutions for forcibly displaced and stateless persons, with a focus on the most vulnerable subgroups (women and children, persons with disabilities, marginalized racial and/or ethnic groups, etc.)

Collaboration in this area will build on the existing Joint Programmatic Framework on Local Governance and Rule of Law and will promote:

- The increased inclusion of forcibly displaced and stateless persons in national legal frameworks;
- Strengthened UNDP-UNHCR cooperation on providing and analysing disaggregated justice data;
- The development and use of collaborative tools for assessing preparedness and local governance in contexts where refugees or internally displaced persons are being hosted;⁵
- Strengthened capacities of rule of law institutions and service providers to improve access to justice and security for refugees and internally displaced persons.

Planned activities will include:

- Broadening the use of collaborative tools for assessing preparedness and local governance in contexts where refugees or internally displaced persons are being hosted.
- New cross-border joint programming on rule of law and local governance.

⁵ For example, in 2021–2022 UNDP and UNHCR collaborated on a diagnostic assessment of local governance, the rule of law and forced displacement in eastern Sudan.
Conflict prevention encompasses efforts to reduce the likelihood of violent conflict and displacement and resolve situations of protracted displacement. Peacebuilding encompasses efforts aimed at preventing the outbreak, escalation, recurrence or continuation of conflict, and includes a wide range of political, development and human rights programmes and mechanisms. It also underscores the importance of national ownership and leadership as well as inclusivity.

Building on the collaboration of UNDP and UNHCR promoting the rule of law and local governance, the Framework aims to increase cooperation in appropriate areas of conflict prevention and peacebuilding, including social cohesion and the integration of conflict sensitivity across the humanitarian-development-peace (HDP) nexus in ways that can benefit refugees, returnees, internally displaced persons and stateless persons, as well as host communities. The goal is to operationalize the HDP nexus approach more effectively and ensure that, alongside humanitarian and development actions, adequate investment is made in peace and peacebuilding actions that are sensitive to age, gender and diversity.

In pursuit of this goal the Framework will promote collaboration to achieve:

- Strengthened social cohesion among refugees, internally displaced or stateless persons, and host communities;
- Increased participation of refugees, internally displaced persons and host communities, particularly women and youth, in peacebuilding activities and processes;
- Expanded opportunities for voluntary return, and returnees supported in countries of origin in line with Objective 4 of the Global Compact on Refugees (GCR);
- Increased awareness of conflict sensitivity, development and peace capacities to address the root causes of forced displacement in areas/countries of origin.

Suggested main activities will include:

- Collaboration between UNDP and UNHCR on high-quality joint age, gender, and diversity assessments and analyses, including of conflicts and political economies, that identify prevention and peacebuilding solutions.
- Joint training to enhance UNDP and UNHCR internal capacities for conflict sensitivity, particularly in the thematic areas included within the Framework.
II. THEMATIC AREAS OF COLLABORATION

Nature, climate and environment

The relationships and links between climate change, forced displacement and migration are complex and significant. This can be seen around the world today, in forecasts about the future and in impacts on development. Many of the world’s displaced persons come from or live in climate change hotspots that are particularly vulnerable to changes in rainfall patterns, environmental degradation and natural disasters, as seen in the Lake Chad region for example. This puts refugees and internally displaced persons at risk of secondary displacement, and it increases risks such as conflict with host communities, and gender-based violence, jeopardizing what is often already only fragile or lagging development progress for forcibly displaced persons.

Furthermore, climate change is increasing the severity and frequency of extreme weather events, such as abnormally heavy rainfall, prolonged drought, heatwaves and cyclones. The adverse effects of climate change amplify already existing vulnerabilities, bringing a risk of still greater displacement. During the decade up to 2020, on average around 23 million people each year were displaced by extreme weather events. Research indicates that by 2050, unless dramatic action is taken to mitigate climate change, as many as 216 million people across the world may be forced to move within their countries and around 200 million people each year will need humanitarian assistance due to climate change. The implications and risks for conflict, peace and development are grave.

The Framework will enable collaboration to:

- Pilot green solutions to livelihoods needs, and support for climate-resilient approaches to shelter, housing and buildings, and for sustainable approaches to land and natural resources use.
- Strengthen partnerships and women’s leadership to increase the generation and use of sustainable energy in contexts of forced displacement.
- Prepare evidence-based and data-driven policies (age, gender and diversity sensitive) to address the impact of climate change on forced displacement.
- Strengthened UNDP-UNHCR cooperation on linking preparedness and disaster risk reduction, and system-wide approaches from the UN Sustainable Development Group to address the three planetary crises of climate change, biodiversity loss and pollution.

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II. THEMATIC AREAS OF COLLABORATION

Internal displacement

Internal displacement has increased greatly since 2012: a total of 55 million people had been displaced by conflict, violence and disasters by the end of 2020, with the average conflict-induced displacement lasting 17 years. Preventing, addressing and resolving internal displacement requires efforts on multiple fronts. This includes policy and political commitments by governments and decision-makers and multi-stakeholder and inter-agency collaboration throughout the displacement landscape at all levels of society.

The Report of the High-Level Panel on Internal Displacement in September 2021 and the subsequent launch of the Secretary-General’s Action Agenda on Internal Displacement (June 2022) provide a shared vision of how better to resolve, prevent and address internal displacement crises, a vision to which UNDP and UNHCR can contribute in leveraging their respective strengths and capabilities.

The Framework will promote joint action to:

- Advance durable solutions, including through the adoption of a development approach to internal displacement, in line with the Secretary-General’s Action Agenda on Internal Displacement and the Joint Statement of the Principals of the United Nations Steering Group on Internal Displacement;

- Strengthen national and local capacities, including through local and community-based programmes, to achieve human development, human security, protection and peace for internally displaced populations, and to prevent, address and resolve internal displacement.

10 Joint-Statement-Action-Agenda-on-Internal-Displacement.pdf (un.org)
II. THEMATIC AREAS OF COLLABORATION

Statelessness

A stateless person is not recognized as a national by any country. The causes of statelessness vary and include discrimination and gaps in nationality legislation, state succession, administrative obstacles to acquisition, and lack of nationality and birth documentation. The consequences of statelessness can be debilitating. Stateless people may be denied basic rights, such as access to education, health care, employment, property ownership, freedom to marry, freedom of movement and political participation. There is thus a close link between statelessness and development imperatives for poverty reduction, the rule of law, gender equality and peace and security.

The economic, political and social impacts of statelessness have consequences for the prospects of meeting development objectives and targets. Governments will not be able to meet their SDG targets unless improvement to situations of stateless populations — i.e., reaching those “furthest behind first” — becomes a reality. Our Common Agenda of action, designed to accelerate achievement of the implementation Sustainable Development Goals (and other agreements), also makes the strong call to ensure that everyone is seen and recognized, by ensuring legal identity for all and putting an end to statelessness. Strengthened cooperation between UNHCR and UNDP at global, regional and country levels are therefore imperative. As part of the 2019 High-Level Segment to End Statelessness, UNDP pledged to collaborate with UNHCR to close the global identity gap, including for stateless persons, as well as refugees and internally displaced persons.

The Framework will promote collaboration to:

- Systematically engage with national development authorities to advocate for the inclusion of stateless populations in national and sub-national development plans and processes;
- Advocate for the inclusion of stateless populations in national development schemes, with a view to improving the socio-economic well-being of stateless communities and increased integration into the societies in which they live;
- Jointly advocate for links between development and statelessness;
- Cooperate on implementing the UN Legal Identity agenda to address statelessness and on establishing a Global Alliance to End Statelessness (in line with Proposal 23 of the UN Common Agenda).
III. GUIDING PRINCIPLES

The Framework is guided by principles of cooperation and partnership, and aims to be:

- **A step change in cooperation and collaboration between UNDP and UNHCR.** This is needed to help meet the protection and development challenges that people, communities and countries around the world face today and in the years ahead, through to 2030 and beyond;

- **Informed by age-, gender- and diversity-sensitive data and real-time evidence.** Progress in implementing the Framework should be measured using shared UNDP and UNHCR indicators (in each thematic area) and joint monitoring systems;

- **Aligned with United Nations system-wide approaches.** UNDP and UNHCR should bring the comparative advantages that each organization has, consistent with its mandate, to the benefit of United Nations Sustainable Development Group (UNSDG) joint activities and undertakings;

- **Country-facing and responsive to evolving needs.** Where beneficial, the Framework should directly or indirectly support existing regional and country-level examples of UNDP-UNHCR cooperation and partnership; where needed, it should foster new regional and country-level cooperation, while encouraging anticipatory action;

- **United by common planning frameworks and driven by senior leadership.** Operationalizing the Framework should incorporate new ways of working together and avoid duplicative or unnecessary new monitoring and reporting for country-level and regional UNDP and UNHCR programmes and projects.
IV. PUTTING THE FRAMEWORK INTO PRACTICE
UNDP and UNHCR will agree on arrangements to support implementation of the Framework and to ensure a coordinated approach to encouraging and facilitating joint action in the following areas:

- Developing and publishing joint knowledge products and policy-guidance resources.
- Facilitating the provision of technical and advocacy capacity to UNDP and UNHCR staff at country level.
- Jointly mobilizing resources.
- Promoting learning on systems-based leadership, SDG integration and prevention, drawing on examples of initiative implementation, described more fully below.
- Communicating and coordinating with other relevant structures, e.g. regional bureaux of UNDP and UNHCR, regional support platforms for the Global Compact on Refugees, United Nations country teams (UNCTs), resident coordinators (RCs) and resident coordinators’ offices (RCOs), and other international and country-specific organizations and structures.

Concrete actions to follow will include:

- Annual strategic dialogues and joint missions;
- Joint UNDP-UNHCR Governance arrangements in place, with annual meetings convened;
- A partnership framework, programme tools and approaches for HDP interventions developed;
- Establishment of a knowledge resource platform.

Existing initiatives such as SDG Leadership Labs, the UNDP Prevention Academy and Adaptive Leadership Labs will be leveraged to support new ways of working across the two agencies, distil organizational learning, share practice and support the culture needed for cooperation to succeed.

The Collaboration Framework will also seek to better align processes and structures that may be hindering joint action at the country level. Overall, this combination of joint programming, practical support and organizational learning will help ensure that implementation of the Framework results in sustained change.