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CARE Canada
Annual Impact and Learning Review
The Humanitarian - Development Nexus

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List of Acronyms

CBOs	Community Based Organisations
CCIC	Canadian Council for International Cooperation
CCR	Climate Change Resilience
CI	CARE International
CMAM	Community Management of Acute Malnutrition
CMP	CARE Member Partner
EU	European Union
FIAP	Feminist International Assistance Policy
FNS	Food & Nutrition Security
FSR	Food Systems and Resilience
GAC	Global Affairs Canada
GiE	Gender in Emergencies
GH	Global Health
HAET	Humanitarian Assistance & Emergencies Team
HPP	Humanitarian Partnership Platform
IOM	International Organization for Migration
IOPs	International Operations & Programs (IOPs)
IYCF-E	Infant and Young Child Feeding in Emergencies
MEAL	Monitoring, Evaluation, Accountability and Learning
MENA	Middle East and North Africa
NWOW	New Ways of Working
WB&G	West Bank and Gaza
PIP	Project Implementation Plan
PMAs	Productive Marketing Associations
PQ&A	Program Quality and Accountability
SAA	Social Analysis and Action
SDGs	Sustainable Development Goals
SII	Strategic Impact Inquiry
SRHR	Sexual and Reproductive Health and Rights
VSLAs	Village Savings and Loans Associations
VTCs	Vocational Training Centres
WEE	Women's Economic Empowerment (WEE)
WLCs	Women Leadership Councils
WROs	Women's Rights Organisations

Introduction

Background

The idea of a "humanitarian-development nexus" is not new. For many years there have been discussions about how to better integrate humanitarian and development work[1]. But in recent years – with conflict more protracted, climate-related issues intensifying, persistent inequality (including gender inequality), rapid urbanization, political and economic instabilities – the need to address underlying causes alongside immediate needs has never been more compelling[2].

Momentum on the nexus agenda in the last few years started in the run up to the World Humanitarian Summit (WHS) in 2016. Under the WHS's core commitment ("Changing people's lives: from delivering aid to ending need") humanitarians committed to a "new way of working" (NWOW) which entails transcending the humanitarian development divide and shifting from a focus on supplying humanitarian assistance to those who need it, to reducing the demand for humanitarian assistance by addressing root causes[3]. The NWOW was later summarised in the commitment to action signed at the WHS by the former-Secretary General Ban Ki-moon and eight UN principals and endorsed by the World Bank and International Organization for Migration (IOM). It focuses on removing unnecessary barriers to humanitarian-development collaboration and highlights the importance of the context, stating that, "where allowed and without undermining humanitarian principles, NWOW can contribute to collective outcomes."[4] This was subsequently taken further in several processes and initiatives at the global level including UN reform, the Sustainable Development Goals (SDGs)[5], the Comprehensive Refugee Response Framework and the World Bank's involvement in the peace and development arena[6]. Given such high-level commitments the nexus concept is highly likely to be implemented[7].

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While INGOs including CARE broadly support a nexus approach, they are also wary of the associated risks inherent in the top-down approach being explored at the global level by the UN, World Bank and EU, INGOs aim to counter this with a bottom-up approach, enabling the priorities of local communities to drive the agenda[8].

CARE International's policy paper sets-out that nexus is highly relevant to CARE's work as a dual mandate organisation and the organisation's long-standing efforts to "collaborate effectively in the pursuit of shared goals."[9]

The paper sets out three key points on nexus:

- CARE believes that humanitarian, development and peace work, and in particular the structures and processes that govern it at the global level, should be complementary but not merged.

- While humanitarian and development work must support an environment conducive to peace, they must not be instrumentalised to this end. Humanitarian work must be needs based, impartial, independent and neutral.

- CARE believes that all actors need to undertake stronger analysis of the internal humanitarian-development divide within their and other organisations.

Aligned with the third point above, CARE has made some efforts to captur e evidence of best practice within the organisation. The most significant output has been the "Doing Nexus Differently" research project led by the Regional Applied Economic Empowerment Hub in the MENA region in 2018[10]. The paper is ultimately positive about the opportunities the double and triple nexus presents to achieve "greater and more sustainable impact" and calls for the organisation to "do nexus differently" by prioritising 9 guiding principles: localization; local ownership and participation; evidence-based analysis; politically smart; women's empowerment and women's voices; resilience; adaptive management; piloting; and program quality[11].

Objectives

This review aims to build on efforts within CARE to capture and reflect on the implementation of a nexus approach in practice, from the perspective and experience of CARE Canada and CARE Country Offices implementing projects funded by Global Affairs Canada (GAC).

The review has the following objectives:

- To enable learning and reflection around CARE's contribution to transformational change – identifying successes and challenges, barriers and enablers in relation to nexus programming;
- Document CARE Canada's contribution to impact through nexus programming;
- Strengthen the use of evidence to inform CARE's

advocacy and strategic positioning around nexus programming.

The primary audience/intended users of the results of this review include CARE Canada, CARE Country Offices, and CARE Members. The primary objective of the review is to support internal learning and contribute to discussions around CARE's new global strategy. Donors, and other INGOs are a secondary audience, as evidence from the review will feed into CARE Canada's external influencing and strategic positioning work.

> **This study has been commissioned under CARE Canada's Annual Impact and Learning Review which is part of an organizational commitment to internal learning and knowledge sharing as well as evidence-based programming and advocacy. The aim is to extrapolate evidence of what contributions CARE is making to positive changes for our impact populations worldwide around a specific theme of particular relevance to CARE Canada, its partners and donors.**
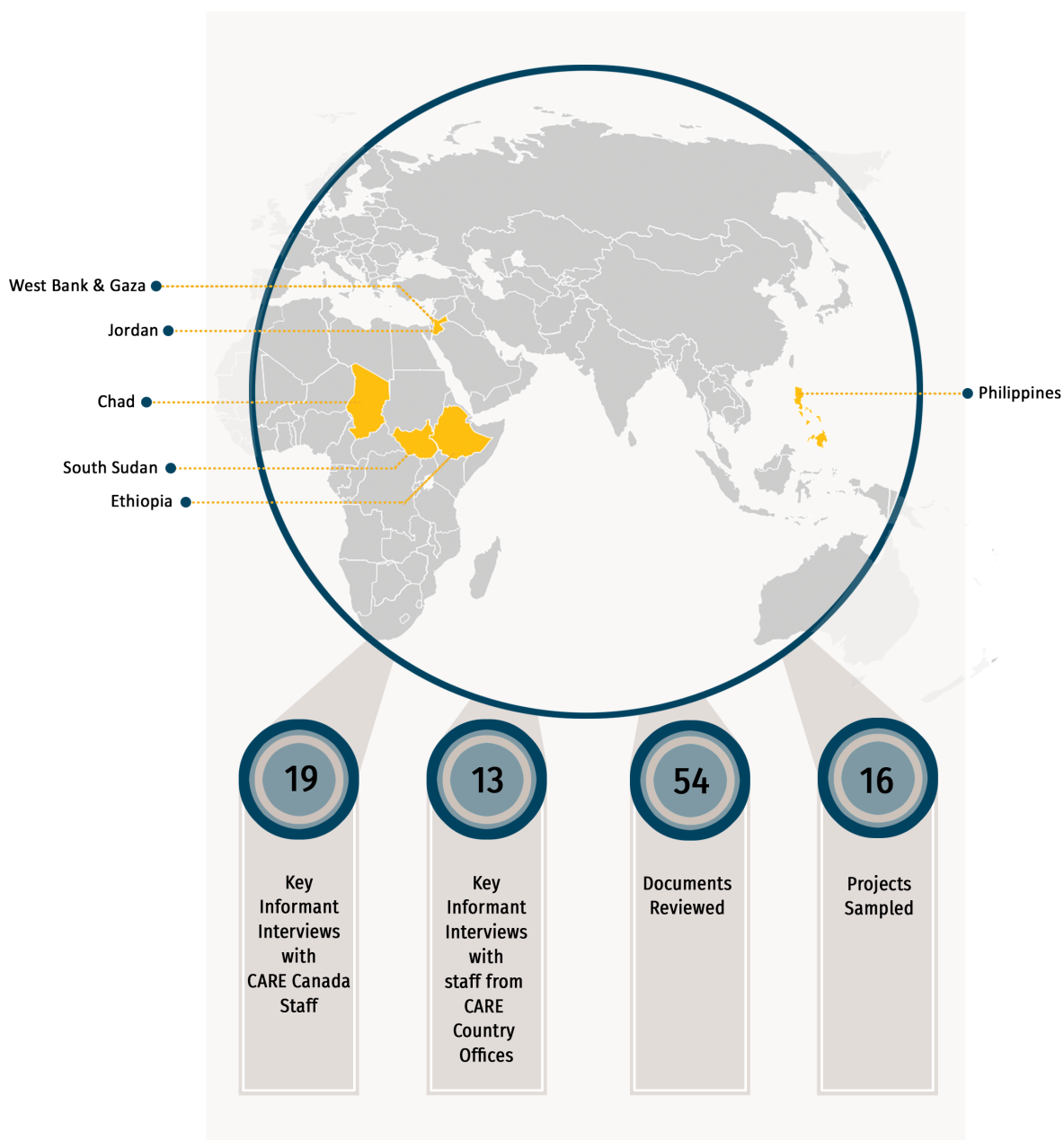
Methodology

The review was conducted by staff from CARE Canada's International Operations and Programs (IOPs) team with oversight from a steering committee who fed into the design and objectives. The inception phase of the review was informed by a preliminary desk review to help situate the review in the current global context and develop a better internal understanding of nexus, as well as to capture existing learning from the CARE confederation. For the same purpose, a limited number of one-to-one consultations with CARE and external stakeholders were conducted.

The review steering committee then proceeded to the study itself, using a set of three parameters to conduct a preliminary mapping of CARE Canada supported programming and then selected six countries that offered the best potential for case studies across a range of contexts, taking into account data availability, learning potential and strategic interest[12]. Case studies for the selected countries – Chad, Ethiopia, Jordan, the Philippines, South Sudan, and CARE in the occupied Palestinian territory (CARE WB&G) – were compiled through document review and key informant interviews which primarily focused on GAC-funded projects in all the stages of the project cycle as the primary unit of analysis (see Annex 1 for a list of projects sampled for the review)[13].
This covered a total of 16 projects, of which 9 were implemented with partner organizations. Acknowledging that these projects do not happen in a vacuum, the selected country offices were the second unit of analysis, which included understanding their overall strategy, structure and approach to nexus, as well as the
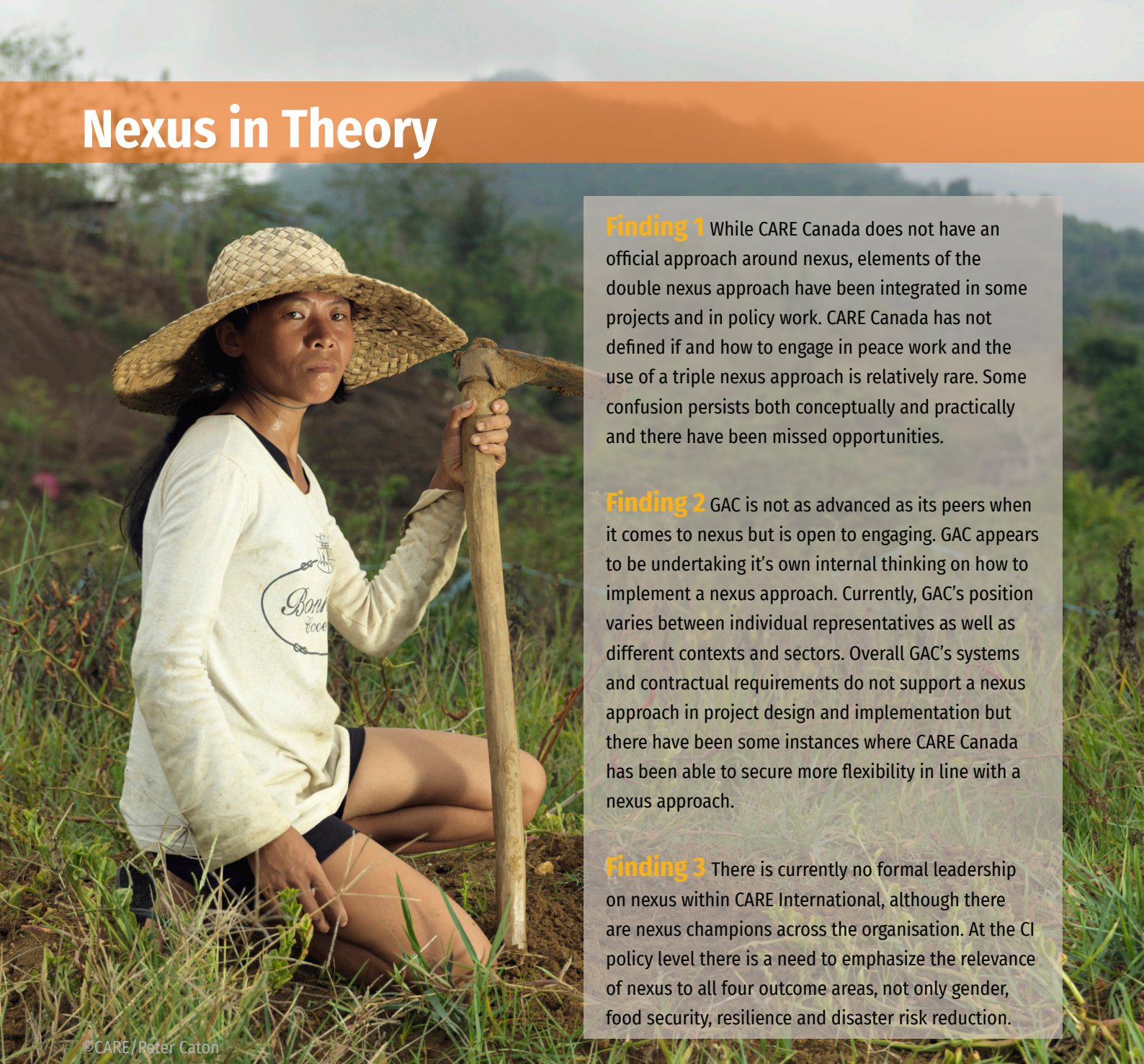
realities of implementation in their country context. Finally, CARE Canada constituted the third unit of analysis for the study, including program, partnership and policy staff, from across humanitarian and development teams.

In total **19 key informant interviews were conducted with 11 CARE Canada staff (8 female, 3 male) and 13 staff from CARE country offices (7 female, 6 male).** In both CARE Canada and country offices, the staff selected were in most cases either Project or Program Managers who had worked on the sampled projects or senior managers in positions related to program quality, program design and strategic direction. **54 documents were reviewed** including project proposals, project implementation plans and annual and semi-annual donor reports for all projects. Where available the team also reviewed project evaluations, country office strategies and country-specific studies, presentations and reports related to nexus. The amount of material available varied

depending on the stage of the project and whether the country office had already documented their exploration of a nexus approach. As a result, more relevant documentation was available for WB&G, Jordan, the Philippines and Ethiopia compared to South Sudan and Chad.

West Bank & Gaza
Jordan
Chad
South Sudan
Ethiopia
Philippines

19	13	54	16
Key Informant Interviews with CARE Canada Staff	Key Informant Interviews with staff from CARE Country Offices	Documents Reviewed	Projects Sampled

Nexus in Theory

Finding 1 While CARE Canada does not have an official approach around nexus, elements of the double nexus approach have been integrated in some projects and in policy work. CARE Canada has not defined if and how to engage in peace work and the use of a triple nexus approach is relatively rare. Some confusion persists both conceptually and practically and there have been missed opportunities.

Finding 2 GAC is not as advanced as its peers when it comes to nexus but is open to engaging. GAC appears to be undertaking it's own internal thinking on how to implement a nexus approach. Currently, GAC's position varies between individual representatives as well as different contexts and sectors. Overall GAC's systems and contractual requirements do not support a nexus approach in project design and implementation but there have been some instances where CARE Canada has been able to secure more flexibility in line with a nexus approach.

Finding 3 There is currently no formal leadership on nexus within CARE International, although there are nexus champions across the organisation. At the CI policy level there is a need to emphasize the relevance of nexus to all four outcome areas, not only gender, food security, resilience and disaster risk reduction.

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Towards a definition of nexus

Initial discussions with CARE Canada staff at the inception stage pointed to the lack of a univocal definition of a nexus approach. A working definition of nexus was developed for the purpose of this review as a set of broad parameters outlining some common elements to guide the review.

A nexus approach is needed in those contexts and situations where there is a combination of immediate humanitarian needs and long-term development needs, as well as in some cases a convergence of peace-building efforts. A nexus approach should allow for different emphases in different contexts, with varying combinations of humanitarian, development and peace-building components. Nexus programming is about focussing on context and being able to use the right tool in the right place at the right time, based on existing and shifting needs and available resources.

There is a lack of clarity around the peace element of the triple nexus since it is understood differently by various actors[14].

> ### The Double Nexus[16]
> A framework to support complementary humanitarian and development solutions.
>
> ### The Triple Nexus
> A framework that enables humanitarian and development solutions to reference and take account of efforts to secure peace

Oxfam outlines a spectrum of peace interventions from: conflict sensitivity, enhancing local capacities for peace; peace building; peace processes and high-level diplomacy; to peacekeeping missions[15].

Key defining elements of a nexus approach in projects and programs considered in this review were:

- **No one-size fits all approach** – nexus looks **different in different contexts.**

- It is **non-linear** – **humanitarian, development and peace (if relevant) are overlapping phases, they are complementary and reinforcing** and are ideally implemented simultaneously.

- The pursuit of **shared goals** – humanitarian, development and peace (if relevant) actions converge around the need to address the root causes of poverty, vulnerability, fragility and conflict (ultimately aiming to end humanitarian needs) while simultaneously addressing their symptoms and meeting immediate needs.

- **Convergence of planning processes**, including analysis (beyond the project level) but keeping in mind the different needs and timelines of development and humanitarian processes and ensuring that humanitarian principles are not contravened.

- **Collaborative implementation, monitoring, and progress tracking.**

- **Flexible, longer-term funding** that allows for agile responses to vulnerabilities and shocks.

- **Fit-for-purpose organisations** - organizational re-structuring and operational models which support close integration and flexibility.

A nexus approach ultimately aims to meet needs by addressing the root causes of poverty, vulnerability, fragility and conflict which is at the heart of CARE's Approaches of inclusive governance, gender equality and resilience. Therefore, the review used CARE's approaches as a basis for assessing the extent to which the sampled projects integrated interventions to address root causes.

CARE Canada's approach to nexus

While CARE Canada does not have an official approach or framework around nexus, **elements of the double nexus approach have been integrated in some current and previous GAC-funded projects and in broader thinking about CARE's work**. The team in CARE Canada may not have used the term "nexus" but the intention has been the same – to address the root causes of poverty and vulnerability while meeting both long and short-term needs.

CARE's Approaches[17]

Inclusive governance encompasses empowering people to know and act on their rights and represent their interests; influencing those in power (governments, traditional leaders, private sector) to be more responsible, responsive and accountable; brokering linkages and convening spaces which enable effective and inclusive relations and negotiation between the two.

Gender equality and women's voice includes empowering women and girls and engaging with men and boys to transform unequal power relations and address gender inequality, including GBV; and enabling women and girls to effectively participate in and influence the decisions which affect their levels.

Resilience is about strengthening people's capacity to absorb and adapt to shocks, manage growing risks, address underlying causes of vulnerability and transform their lives in response to new hazards and opportunities.

In some instances CARE Canada has been successful in influencing the Government of Canada to fund projects which support this approach – such as shorter-term interventions in development projects to address immediate needs and longer-term approaches in humanitarian projects to address root causes. CARE Canada has also played a leading role in influencing the Government of Canada to award multi-year funding for humanitarian projects[18].

Across CARE peace programming work tends to include: work to reduce some of the drivers and root causes of the conflict and reduce sources of tension; work to strengthen the non-violent mechanisms in countries for sustainable conflict resolutions; work on social cohesion; trust building and community self-reliance; women's leadership in emergencies and strengthening women's voices for peacebuilding[19]. However, CARE globally has had a limited engagement in peace work and this was mirrored in CARE Canada. **CARE Canada has not defined if and how it wants to engage in projects related to peace efforts,** beyond supporting the inclusions of conflict analysis and a do no harm approach in design and implementation.

However, recently **a more deliberate interest and intention around nexus is emerging at CARE Canada**, reflecting increased prioritization of nexus in the sector as a whole and discussions from CARE colleagues in the field. The team at CARE Canada understands that as a dual mandate organisation CARE can bring added value in relevant contexts, particularly in fragile states. However, **without clear a definition and goal around nexus, some confusion persists both conceptually (in terms of what**

nexus actually entails) and practically (in terms of how to operationalise it and what CARE Canada's role should be). Overall, there is more appetite to define clear expectations and intentions for CARE when it comes to nexus programming as well as developing a framework and adapting ways of working to support this. CARE is planning to incorporate fragile states and nexus programming as a central tenant of it's next global program strategy being developed in the coming year.

Global Affairs Canada (GAC) - CARE Canada's principal donor – has made references to the nexus in the Feminist International Aid Policy (FIAP). GAC has also attended a number of sector wide discussions on the nexus, and is increasingly engaging on this topic as evidenced by the programming referenced in this learning review. CARE Canada can support this increased engagement by bringing the local perspective in terms of context, needs and operational realities to support GAC's understanding and policy direction on nexus.

Work towards this has already started and CARE Canada is playing a strong role in bringing together Canadian civil society around nexus issues. In May 2019 CARE Canada co-hosted an event attended by 38 policy leaders and practitioners from the UN system, academia, government and civil society to discuss the NWOW. Following this event, CARE contributed to a joint statement on the nexus coordinated through the Humanitarian Response Network. This marks an initial step to feed into other actions planned, which includes a nexus white paper, the outline of which was workshopped at the Canadian Council for International Cooperation (CCIC) summit in November 2019.

There is currently no formal leadership on nexus at the global level in CARE although there are nexus champions across the organisation. While there is important work emerging at the field level (notably the MENA region), global-level coordination is lacking and with CARE's new development of CARE's next global program strategy currently being developed, now is the time to ensure CARE formulates and commits to a nexus approach. The confederation needs to build on existing work to support the development of a CARE global position and approach and there is the potential for CARE Canada to contribute alongside others in this process.

While CARE International's policy paper on nexus stresses that nexus is particularly relevant to CARE's work on gender and in food security, resilience and disaster risk reduction , CARE Canada's experience points to the relevance of nexus to all four outcome areas, including Women's Economic Empowerment (WEE) and Sexual and Reproductive Health and Rights (SRHR) and the right to a Life Free From Violence.

> *Strong, immediate, targeted, and flexible emergency response measures are vital throughout natural disaster and conflict response. However, action is also needed to address underlying causes of protracted crises, to break the cycle of crisis and response, and to bring about sustainable longer-term benefits at the same time as saving lives. Longer-term funding can improve programme quality and effectiveness, efficiency and value-for-money of interventions, relations with communities, staff management and partnerships, and community resilience*[20].

Recommendations: Nexus in Theory

1.1 CARE Canada to be more deliberate in integrating elements of the double nexus, aligned with CARE's global position.

1.2 CARE Canada to consider if and how it wants to engage in peace efforts in its projects.

2.1 CARE Canada should play a lead role in influencing GAC's approach as it emerges, particularly by using our position as an implementing partner in fragile states. CARE Canada's nexus advocacy approach should centre on reflecting the operational realities and local needs to influence GAC's policy directions.

2.2 CARE Canada to influence GAC to move towards funding modalities which are more supportive of integrated solutions, bridging the strict development-humanitarian division.

3.1 CARE globally to build on existing work to support the development of a CARE global position and approach on nexus. CARE Canada to contribute alongside others in this process. When working on this position, CARE to consider the intersection of feminism and nexus programming, the importance of incorporating feminist principles and the relevance of nexus programming for addressing the roots causes of inequality (see Finding 6).

3.2 CARE globally to ensure that the global programming strategy (Agenda 2030) commits to the importance of a nexus approach in CARE's work. The organisation's position on nexus should recognise its relevance to ALL outcome areas, including Women's Economic Empowerment, Sexual and Reproductive Health, and the right to a Life Free From Violence.

Nexus in Practice

Finding 4 To date CARE Canada has not frequently integrated nexus approaches into the design of development projects either due to donor restrictions or omission during project design. Pre-planning and built-in flexibility is required for development projects to effectively expand into humanitarian activities. This can be facilitated by integrating emergency response as a core component of the project, such as a crisis modifier included in the logic model. Recently CARE Canada has been more deliberate in our approach. In response, GAC has been more accommodating although without a consolidated approach, it is still ad-hoc. While justifications around crisis modifiers tend to focus on food security, crop productivity and resilience, there is a need to explain how emergency interventions in development projects can protect (or expand upon) gains in the areas of inclusive governance and gender equality.

Finding 5 In multi-year humanitarian projects CARE Canada has successfully designed, and in some cases implemented, integrated transitional approaches which usually aim to lay foundations for addressing root causes, particularly around gender inequality. The projects are designed with adapted development models and goals to fit shorter timeframes or, in some cases where an established longer-term program exists, aim to address root causes with long-term solutions. In practice, this strategy can be undermined by contextual changes, limited time, cultural barriers or lack of sufficient gender, conflict and market analysis. It is more effective when projects build on analysis, existing platforms, expertise and networks. There are examples of integrated implementation of humanitarian and development activities and instances where humanitarian interventions have directly supported development gains but there have also been missed opportunities which CARE Canada could do more to support.

Finding 6 Some development projects are intentionally designed to complement distinct humanitarian projects as part of a broader approach to achieve integrated programming. This usually sees a CO combining individual projects targeting the same population but can also be achieved through inter-agency co-operation.

Finding 7 Nexus project design can benefit from a feminist approach, which allows local partners and communities to define their needs and solutions, where needs are holistic and not compartmentalized into "development" and "humanitarian categories", for example in Women's Voice and Leadership.

Finding 8 Country offices which have defined a strategic approach to nexus programming are more likely to design and implement effective nexus projects. From the COs sampled, those which are further ahead on nexus are operating in relatively more stable environments compared to the others. Country offices with more advanced nexus strategies have taken a partner-led approach to programming because this is a crucial enabler for a nexus approach (see Finding 14).

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Nexus in project design

The review of sampled projects show that CARE GAC-funded **humanitarian projects of one year or more duration are unfailingly designed with a combination of traditional humanitarian activities and more transitional approaches to address root causes** (which draw on models traditionally seen in development programming) **to be implemented simultaneously** in line with a double nexus approach. **Short-term humanitarian projects are typically designed to respond only to immediate needs**. On the development side, **it is very rare to see a GAC project designed to include the potential of responding to crises with relief activities** if required and **it is very unlikely to see a development project designed with the integration of activities aimed at meeting immediate needs**[21].

The review shows that **in contexts where conflict was occurring or was likely to occur at the time of design – South Sudan, Chad, WB&G – peacebuilding activities were only included in South Sudan**, making FEED II the only sampled project with a triple nexus approach. This is not surprising since GAC does not fund peacebuilding in humanitarian projects (i.e. both projects in Chad and the AYADI project in WB&G). While the OBADER project does not have peace components, the WB&G office takes a broader approach to peace programming (see page 14).

The two GAC-funded projects in Jordan are particularly interesting examples of a nexus approach since they include very similar integrated activities (e.g. cash assistance and livelihoods/resilience) but they were designed and funded separately, one from the development stream and the other from the humanitarian stream and they target different participants – Jordanians and Syrian refugees respectively. When it comes to triple nexus, the development project included social cohesion activities for Jordanian and Syrian youth, but integrating social cohesion into activities with Jordanian and Syrian women entrepreneurs (in both projects) was overlooked in design stage as well as in implementation.

At the project-level, shared humanitarian and development goals are generally not articulated although they may be inherent within the approaches selected. On the one hand, humanitarian project outcome statements and project indicators do not usually reflect intentions to address root causes of vulnerability (some do not even have indicators at the ultimate and intermediate level)[22]. This is not surprising given that GAC's International Humanitarian Assistance (MHD) guidelines state that humanitarian assistance "focuses on short-term interventions and does not aim to address the root causes of poverty or conflict, nor can it substitute for long-term development efforts."[23] On the other hand, development projects that include emergency interventions tend not to have outcomes around meeting immediate needs since the purpose of the emergency response component that is integrated is ultimately to safe-guard development gains. Again, this is not surprising since GAC's long-term funding focuses on sustainable development which contributes to poverty reduction[24]. Many of these projects do however have outcomes around building resilience which aligns with one of the aims of a nexus approach (i.e. to reduce humanitarian needs) and is highly relevant in fragile states.

Interventions included in humanitarian projects to address root causes of poverty and vulnerability are aligned with CARE's approaches (see box on page 7). Often **activities related to resilience and inclusive governance are designed and implemented in a way which also aims to address gender inequalities**, for example members of the Women CBOs in WB&G **were provided with gender training and business development support to support women's economic empowerment and to combine the components of resilience and Gender Equality.**

The review found that **when development models for addressing root causes are integrated in the design of humanitarian projects they are usually adapted to accommodate the limited time available**. An example of this is the Social Analysis and Action (SAA) model used in development projects to engage men and women in community dialogues on social barriers to gender equality. Recognizing the need for similar models in humanitarian contexts, CARE has adapted this approach and developed

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Examples of activities that aim to address root causes in CARE's humanitarian projects[25]

Inclusive governance
- Youth Committees and Women's Leadership Councils (Jordan)
- Close cooperation with Ministry of Agriculture fostering closer connections with participants and government (WB&G)
- Strengthening government awareness and capacity on gender-sensitive nutrition and response to Acute Watery Diarrhea (Ethiopia)

Gender equality
- Addressing social norms to combat GBV (Jordan)*
- Agency development for Women CBOs (WB&G);
- Awareness raising sessions on gender roles and relations (Chad, Philippines);

Resilience
- Village Savings and Loans Associations (VSLAs) (Chad and Ethiopia)
- Business development for CBOs (WB&G)
- Providing financial support to groups and women-owned enterprises, through local funding facilities; capacity building and technical assistance; value chain approach to strengthen market links (Philippines)
- Training on core business skills, financial literacy, income generation and management of livestock (Ethiopia)

CARE's Women Lead in Emergency model which supports women's leadership and decision-making in humanitarian response.

Consequently, **humanitarian projects tend to be designed to lay foundations or offer medium-term solutions to address root causes, in particular gender inequality.** The value-add of a nexus approach is that longer-term interventions can then build on those foundations and provide more sustainable solutions. In the Philippines gender awareness raising sessions which were provided for partners and participants in the early days of the response paved the way for more in-depth gender equality interventions such as building women's confidence and capacity, engaging men and boys, SAA and establishing a Gender and Development network to support the training of Local Government Units on gender issues and responsiveness. This is particularly important since emergencies can sometimes offer a "window of opportunity" to transform unequal gender relations and shift harmful gender norms as traditional roles are disrupted and without follow-up from longer-term interventions gains made in emergency interventions can be lost[26].

On the other hand, the findings of the review suggest that **an established program with existing models, networks and capacities can support more ambitious humanitarian goals aimed at addressing root causes with long-term solutions.** For example, the livelihoods interventions under the GAC-funded 2017-2018 humanitarian project in Ethiopia were designed to be supported by existing models from the development project FSF, such as cross-learning opportunities between FSF VSLA members and participants from the humanitarian project. In WB&G, the design of the humanitarian AYADI project drew on the CO's existing

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platform of gender transformative approaches and economic solutions to find a complementary combination of humanitarian and development models to support sustainable women's economic empowerment.

Humanitarian funding issued by GAC through Grant Agreements is inherently more flexible than development funding issued through Contribution Agreements. In CARE's experience, humanitarian projects funded by GAC can make reasonable changes in implementation to respond to changing needs as long as the donor is informed and approval is sought where needed[27]. Under Contribution Agreements, there is less flexibility overall combined with lengthy procedures for making changes which undermines the flexibility required for a nexus approach, although CARE Canada perceives that flexibility is improving in some cases. Interestingly, CARE's GAC-funded development project in Jordan was funded under a grant. According to GAC's Terms and Conditions, "the choice between a grant and a contribution is determined by the legal status of the recipient and the nature of the investment initiative, as well as the degree of assurance and oversight deemed necessary to achieve the results and safeguard the use of public funds in a manner that is sensitive to risks."[28] GAC recognizes that the systems and processes that have been put in place require streamlining. GAC has undertaken an Organizational Capacity Assessment of 5 key NGOs, including CARE. The purpose of this process was to review organizations, with the intent that future funding processes can be streamlined, including providing more grants to NGOs for development funding (depending on risk profiles and assessments).

Including a crisis modifier at project design stage does not guarantee that a project will implement integrated programming since development and humanitarian activities are sometimes not implemented simultaneously and the crisis modifier may not even be required. It is however, an approach which enables the feasibility of longer-term programming in fragile states and is therefore important, particularly since it permits a crucial element of flexibility to respond to emergencies and enables the protection of development gains.

The design of FEED II (South Sudan) took this into account from lessons learned in the implementation of FEED I[29] and included a $950,000 crisis modifier to be used for rapid or slow onset emergencies and to help households transition back to development activities[30]. OBADER does not have a separately budgeted crisis modifier as such but the project risk register included in the Project Implementation Plan (PIP) establishes that if conflict prevents implementation either in West Bank or Gaza then project reach and budget can be re-assigned to the other location. **The lack of crisis-modifier type modalities in most of the development projects sampled may be indicative of a historical reluctance within GAC to fund crisis modifiers.** However, CARE's recent experience shows that GAC's approach is evolving and is more accommodating of including crisis modifiers in fragile states. For example in CARE's recently approved project for girl's education in

Somalia a crisis modifier has been embedded directly into the logic model as an output (to enable early action and rapid response to new humanitarian needs).

Some development projects are intentionally designed to complement distinct humanitarian projects as part of a broader programmatic approach to achieve integrated programming. Such is the case in THRA and OBADER in the Philippines and WB&G country offices (respectively) where a high-level strategic plan brings together separate development and humanitarian projects to achieve a holistic approach. Inter-agency integration to achieve a nexus approach is also possible and FEED 2 exemplifies this – the project has been designed to work alongside and amplify the results of an emergency project, WFP's Food for Assets (FFA)[31]. It is likely that more country offices will design integrated (nexus) program strategies (in some cases reflecting UN country plans moving towards nexus).

In cases where a strategic approach has been taken to embed humanitarian and development interventions within a wider programme, this is indicative of an approach which integrates **joint planning and collaborative implementation, monitoring and progress tracking** – an important feature of the nexus approach. This would also be true of humanitarian projects which integrate development activities since they are often implemented by the same team.

Women's Voice and Leadership in South Sudan presents a different programming model since it utilises development funding in a fragile state to build the longer-term capacity of local women led organisations, provide core funding and enhance organisational governance and capacity. WVL responds to a challenging context by integrating flexibility to be able to adapt to the needs as identified by WROs, who in turn are constantly shifting their approaches based on changes in the context. The project includes fast, responsive funding in response to shocks, as defined by WROs – not necessarily humanitarian crises as understood by the sector. This represents **a feminist approach to project design in a nexus context**. Further exploration of a feminist approach to project design would be interesting as it is likely to support the dissolution of strict "development" and "humanitarian" categories.

CARE Canada's role in project design and nexus

Country offices have driven the inclusion of double or triple nexus approaches in GAC-funded projects, supported by CARE Canada. Above all, projects are designed to be relevant and appropriate for the context, based on identified needs and other analysis (e.g. gender, conflict, etc.). The feasibility of activities which best meet identified needs are considered against the operating context and the associated risks and this often sees complementary humanitarian and development approaches integrated. Despite this, the term "nexus" has not been as commonly used at CARE Canada until now.

CARE Canada's role in supporting the design process of projects for CARE offices is to advise on GAC's position in terms of what will and will not be funded, provide technical guidance and support and work with country offices to adapt and refine around these parameters with the ultimate goal of securing funding (through whichever stream/s possible) to support the integrity of the design.

> ### Successful examples of nexus integration
>
> CARE Canada pro-actively sought GAC funding for the PERSEVERE project in Syria – a gender responsive resilience project in a highly unstable context – which did not neatly fit into GAC's funding streams. Through targeted advocacy and lobbying (including at the ministerial level), CARE managed to secure funding for the project.
>
> CARE Canada, as one of the leads on Gender in Emergencies (GiE) programming within CARE, advocated for GAC funding for GiE and was awarded funding in Uganda – an intervention which supports women's empowerment in humanitarian contexts.
>
> CARE Canada advocated for a crisis modifier in the recently approved girls' education project in Somalia which was explicitly included in the project's logic model.

Nexus in country office strategies

The review has found that **country offices which have defined a strategic approach to nexus programming are more likely to design and implement effective nexus projects.** The review found a stark contrast between country offices which have defined a strategic approach – WB&G, Jordan and the Philippines – and those which are still struggling to translate the complexities and challenges of nexus into their operations and have not formulated a nexus approach – Chad and Ethiopia. Encouragingly, South Sudan has just released a three-year strategy outlining its approach to the triple nexus combining life-saving assistance, resilience and peace building[32]. It is interesting to note here that of the countries sampled in this review, those which are further ahead on nexus are operating in relatively more **stable environments**. Those that are at earlier stages are operating in some of the most fragile contexts where CARE operates, including areas prone to population displacements which present particular challenges for nexus programming. Further inquiry into CARE's nexus programming in other fragile contexts might highlight good practice and learning to support these countries. Alongside articulating our approach to the nexus in the new global program strategy, CARE has a responsibility to share learning and provide guidance to support country offices working on integrating a nexus approach in their own country context and strategies.

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Both **Ethiopia and Chad recognise the relevance and importance of moving towards a nexus approach** – with Chad wanting to do more to integrate development and humanitarian projects and Ethiopia planning to draft a nexus strategy later this year. Both country offices recognize that this will build on what they are already doing. For example, in Chad, resilience and self-sufficiency are usually integrated in all projects, conflict analyses are done in needs assessments and the country office has some experience in peace-building. Ethiopia already implemented a programmatic approach in 2008 and identifies that it can build on previous successful donor negotiations in shifting to emergency response under development projects in times of crises. The country office has an understanding of what needs to change to integrate a nexus approach such as: embedding conflict analyses and crisis modifiers in design; changes in organisational structure to support sharing of technical expertise; and proactively identifying implementation approaches through establishing in-house working groups[33]. All of these measures show that despite not having a formalised nexus approach at this time, these Country Offices are actively working towards developing one.

The impetus for developing a nexus approach in WB&G, Jordan and the Philippines was the realization that the needs of the community could not be compartmentalized into neat "development" and "humanitarian" categories[34]. In all three cases, assessment data spoke to the "holistic needs" of communities who often, over time, find themselves oscillating back and forth between what the sector would label "humanitarian, development and peace" needs[35]. All three offices therefore took a bottom-up approach to defining their approach. As mentioned above, the bottom-up approach, amplifying the perspectives of communities, represents a key added-value which CARE can bring to nexus discussions to counter the top-down approaches of global level institutions (i.e. World Bank and UN). The strategies these country offices developed were as follows:

- The **WB&G** strategy recognises that impact groups do not exist in development and humanitarian silos and outlines how the integration of "transitional approaches" through development and emergency programming will lift people from poverty and dependence towards self-reliance, resilience and development. It outlines an intention to work on the triple nexus with peace-building integrated into its programming on economic empowerment and gender transformation and in advocacy.

- The **Jordan** 2017-2020 strategy responded to the evolving needs of Syrian refugees recognising that their protracted displacement required longer-term approaches[36]. The strategy outlines an intentional nexus approach to support the realization of sustainable solutions for multiple populations and included a shift towards programmatic themes rather than a project approach which drives the goal of integrating both relief and development activities in all new proposals. Jordan does not refer to a triple nexus approach but does implement some social cohesion activities in specific projects (including the GAC-funded projects).

- Following Typhoon Haiyan, the **Philippines** developed a three-year response strategy which saw humanitarian projects (such as the GAC-funded humanitarian livelihoods project) looking for ways of creating longer-term impact. Development funding (such as THRA) built on these foundations, extending the Typhoon Haiyan response program by two years.

All three of these "nexus" strategies outlines that **working with partners is a crucial enabler for a nexus approach** (see more on nexus and localization on page 24). In Jordan, one of three program goals concerns expanding partnerships and expanding civil society and government engagement for "sustainable impact through a strengthened and capacitated civil society". WB&G designs programs with its local/national partners, who deliver the projects entirely, an approach that helps to build a localized, participatory and sustainable approach to em-power their target groups. Throughout the response in the Philippines CARE worked with partners to strengthen their capacity in humanitarian and development programming. After five years, the Philippines program had built and strengthened a network of national partners convened under the Humanitarian Partnership Platform[37].

Nexus in project implementation

In practice, **the strategy of implementing more transformative approaches in humanitarian projects can be undermined by many factors, including: contextual changes, limited time and cultural barriers.** For example, in the GAC-funded 2017-2019 humanitarian project in Chad, population movements made it difficult to establish and follow up on longer-term activities; high rates of illiteracy undermined successes; and there were underlying socio-cultural and religious barriers to secure access to natural resources (e.g. land for agriculture) which could not be addressed in the project period. The project managed to get women into key positions in community structures but involving women in decision-making remained a challenge.

Implementation of longer-term approaches in humanitarian projects is more effective when projects build on existing analysis, platforms, expertise and networks. The team in Jordan has almost a decade of experience working on civic engagement and inclusive governance and was able to draw on this to establish and support Youth Committees and Women Leadership Councils (WLCs) under the two GAC-funded projects. As a result, these groups have been able to meet with decision-makers such as donors, line ministries and municipalities to voice their needs and hopes and give feedback on basic services.

When implementing VSLAs, community management of acute malnutrition (CMAM) and IYCF-E training, CARE's one-year GAC-funded humanitarian project in Ethiopia was able to take a longer-term approach by drawing on models used in FSF and GROW and even engaged in cross-learning between FSF and humanitarian VSLAs. Taking this a step further, the humanitarian project used FSF's productive marketing associations as suppliers for goats and sheep which were purchased by humanitarian participants (using vouchers) providing an exciting example of how **humanitarian interventions can support development gains**[38]. There were however missed opportunities in Ethiopia since the project did not build on the gender equality models tried and tested under FSF which could have been included within the financial literacy and business skill training provided to VSLAs in the humanitarian project in order to minimise conflict at the household level on cash utilisation and control.

Urban community protection centres in Jordan are a good example of integration in the provision of development and humanitarian services since they host both development and humanitarian activities for refugees and Jordanians (such as case management, information sessions on rights and available protection services, cash distributions, counselling for psychosocial support). CARE's process for supporting participants through its community centres has been refined over time and become a model for other organisations[39]. At field level there is further coordination across the two projects in the implementation of some activities which are implemented by technical teams in the country office, such as cash assistance, VTCs and gender-based violence. While this marks an encouraging move away from project silos, there is still a risk of sector or thematic silos instead (see page 23). Missed opportunities include integration of the work with Jordanian and Syrian women entrepreneurs to strengthen social cohesion and sharing of learning from research studies carried out separately for each project. A lesson learned for CARE in this experience is that a more deliberately linked-up approach in design and implementation is needed for projects in the same country (even if they target different impact groups) in order to maximise effectiveness and outcomes.

Evidence from this review shows that **it can be challenging for development projects to effectively expand into humanitarian activities without pre-planning and building in flexibility at design stage. But flexibility can be enabled by established networks, presence and ongoing activities as well as prompt donor approvals.**

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GROW's venture into emergency response occurred at the beginning of the project before any development activities had started. While emergency activities were not built into the design of the project, when the drought occurred the team was able to design an emergency plan to rapidly scale-up nutrition interventions in the project areas which saw GAC approving a significant proportion of the total project budget (approx. CA$2m) to be redirected for a six month emergency response which reached 13% of the overall project participants[40]. A key lesson learned was that **an emergency intervention (such as a crisis modifier) should be included in the design of the project from the outset. Moreover it should be included in the logic model** so that it can be planned for and budgeted separately. Learning from the GROW experience also suggested that when the emergency intervention is implemented consideration needs to be given to how these activities will complement and/or transition into development interventions[41].

Also in Ethiopia, FSF responded twice to emergencies in the third year of the project[42] and experienced an easier shift towards emergency response. FSF had funding that was already built into the project under an outcome on resilience which included distributing drought resistant/high yielding seeds in response to potential drought and could therefore more easily align spending under this outcome. It also had around three years of established presence on the ground, functioning PMAs and VSLAs, and existing relations with different stakeholders (including local communities, government actors, MFIs and the private sector) and was able to leveraging connections with other CARE projects including GROW and an EU emergency project. On the other hand, FSF was designed without a comprehensive conflict analysis and therefore did not factor in a mitigation measure for the political and social unrest that occurred during the project period which had an impact on core activities[43].

While there is a clear link between introducing emergency interventions to protect development gains in regards to food security and livelihoods (resilience), **the extent to which emergency interventions are designed and implemented in a way which also protects (or expands upon) gains in the areas of inclusive governance and gender equality is not clear.** Most justifications around crisis modifiers tend to focus on food security, crop productivity and other elements related to resilience[44]. This could be an area worth exploring and strengthening as CARE Canada develops its approach to crisis modifiers.

In carrying out activities under the peace component of the triple nexus, the WB&G team uses different approaches: advocating for cease-fires in times of conflict; increased women's participation in politics; advocacy against the occupation; promoting horizontal and vertical trust amongst local actors (CBOs, producers, private sector, local governments, etc.); facilitate, promote, and advocate for more equitable access. The team takes into account which activities can be aligned with project interventions so that there is no inherent conflict. For example under

the GAC-funded projects they would not do advocacy on the occupation since the project involves advocacy around women's rights.

Recommendations: Nexus in practice

4.1. CARE Canada to consistently include crisis modifiers in development project design and budgeting where relevant.

4.2 CARE Canada to refine its examples of crisis modifiers to better advocate for their inclusion in projects with GAC through the nexus whitepaper, particularly around the way in which crisis modifiers protect (or expand upon) gains in the areas of inclusive governance and gender equality.

5.1 CARE Canada to continue to deliberately include transitional approaches in multi-year humanitarian project design where possible, aligned with Country Office priorities and strategies. Country Offices and CARE Canada should ensure that project design and the level of ambition on transitional approaches to address root causes in humanitarian work is supported by gender and conflict analysis, experiences and capacity, linked to existing models and takes into account contextual structural barriers (such as all three dimensions of women's empowerment – agency, relations and structure).

5.2 When there are multiple CARE Canada development and humanitarian projects in the same country, CC to support country offices to ensure that design and implementation are complementary and aligned with nexus approach.

7.1 CARE Canada to explore the ways in which a feminist approach to project design could support a holistic understanding of needs and a nexus approach.

8.1 CARE Canada as a Lead Member, should endeavour to support its Country Offices to integrate nexus approaches in their own country context and strategies.

8.2 CARE globally should share learning, good practice and provide guidance to support Country Offices to integrate a nexus approach in country strategies, including emphasising partner-driven models.

The results of nexus

Finding 9 While data on the outcomes of transitional approaches in humanitarian projects is generally lacking, there is some evidence to suggest that implementing activities to address the root causes of inequality in humanitarian projects can have positive outcomes, particularly when supported by broader CO programming. However, these can be undermined by many factors, including structural barriers and lack of analysis (e.g. on conflict and gender). This poses the risk of unintended negative outcomes. When it comes to gender, risk is particularly high when interventions do not work on all three dimensions of women's empowerment – agency, relations and structure – often challenging because of the limited time frames.

Finding 10 There is some evidence that the development projects sampled achieved positive outcomes including increased resilience and reduced humanitarian needs, but the extent to which a nexus approach contributes to the achievement of project outcomes is not clear. In humanitarian and development programming, project monitoring and evaluation does not apply a nexus lens which means that data on the outcome of a nexus approach is lacking, including on the extent to which a nexus approach supports gender transformation. Overall there is a need for CARE to better explore whether it is taking advantage of the opportunities which exist for nexus programming to support gender transformation through a deeper study specifically focused on gender and nexus (in both humanitarian and development projects).

Finding 11 Nexus programming can lead to significant savings and improved efficiencies thanks to:
- Programs that reduce dependency and increase resilience, increase efficiency in a broader sense, as well as within a project;
- Longer projects improve efficiencies (time and cost) through savings in set-up and close-down tasks; they can be leveraged to support shorter-term projects in the same locations (ex. covering core costs, using existing infrastructure);
- Structural changes within Country Offices, which moved away from working in project silos, led to improved efficiency;

When emergency interventions protect development gains, further savings are made, since longer-term solutions do not have to be built up again from scratch after the crisis is resolved.

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Nexus and project outcomes

This section considers the extent to which a nexus approach contributes to achieving project outcomes (including unexpected positive or negative outcomes), looks at whether it strengthens the sustainability of those outcomes and the extent to which it enables projects to tackle root causes of poverty.

Although we have seen that most humanitarian projects integrate activities related to inclusive governance, gender equality and/or resilience which aim to address root causes to some extent, this review has highlighted that **data on the outcomes of interventions in humanitarian projects which aim to address root causes is lacking**. In many cases these types of outcomes are not reflected in outcome statements and/or indicators and therefore are often not measured. The resources allocated for MEAL in humanitarian projects do not always enable this. Moreover, measuring transformative change requires appropriate indicators and the application of more complex data collection and analysis methods.

This evidence gap is particularly significant when it comes to gender since, as noted previously, crises can cause gender relations and social norms to shift, and present opportunities as well as threats for gender transformative change[45]. The global Gender in Emergencies team is working towards this through the Strategic Impact Inquiry on Gender in Emergencies (SII) on GiE. This has come about since despite the gender-sensitive analysis and programming tools and approaches which CARE has developed, "neither CARE nor any other humanitarian agency can say with confidence what difference these approaches are making for the well-being of diverse affected groups, or for longer-term pathways of gendered social change." [46] The GiE SII aims to assess what difference CARE's approaches to GiE are making on longer-term pathways of gendered social change[47].

For new humanitarians projects (since April 2019) the HAET team has engaged country offices to collect baseline/endline data on gender equality using three of the GiE indicators developed for the GiE SII and will use this to analyze the contribution of gender integration to the project results[48]. But CARE needs to explore whether it is taking advantage of the opportunities which exist for nexus programming to support gender transformation. Since evidence is lacking, a deeper study specifically focused on gender and nexus would be relevant.

As recognised above, integrating interventions to address root causes in humanitarian projects is more effective when it is linked to similar approaches which already exist as part of a longer-term programme. The limited available evidence suggests that **transformative approaches, including on gender, which are supported by a broader programmatic platform may lead to positive outcomes in humanitarian projects.** For example, there is evidence that work with the WLCs in the humanitarian project in Jordan has led to increased well-being and confidence of women[49]. Similarly, the development project in Jordan has collected evidence about enhanced confidence of women participants as well as their increased participation in and influence of decisions within their households[50].

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However positive outcomes on addressing root causes in humanitarian projects are at risk of being undermined or limited by other factors, such as underlying structural barriers which require longer-term interventions to be addressed in a sustainable way[51]. For example, the AYADI project in WB&G which managed to achieve improved resilience for men and women, faced persistent barriers to women's participation despite working to address social constraints, raising awareness and engaging male leaders. The project did achieve some solid results on gender such as improved participation of women at the CBO/community level and improved support and engagement from community leaders on gender issues, but ultimately the engagement of female farmers was below target[52]. This example also illustrates that the potential of addressing root causes in humanitarian projects is at risk if CARE does not follow the organisation's Gender Equality Framework to simultaneously address barriers at all three levels of agency, structure and relations[53].

There is some evidence to suggest that **unintended negative outcomes are likely when implementing transformative approaches in limited timeframes, if not connected to and supported by broader programming and if do no harm or conflict, gender and power analyses are not applied**. As noted previously, the GAC-funded humanitarian project in Ethiopia did not link up with existing models on gender equality programming. It attempted to promote gender equality by providing cash to female HH members – whether they were head of HH or not

– but after receiving the cash 75.6% of surveyed participants reported conflict at the HH level around cash control and utilisation. Interestingly, over 80% reported that they ended up making the decision around cash utilisation whether jointly or alone despite that conflict.

In the humanitarian project in Chad, market gardening groups successfully grew tomatoes, carrots and onions but since there were no markets to sell them in, or knowledge on transformation or harvesting, the crops rotted. The project should have planned for market analysis before embarking on these activities – the lack of this analysis stunted the potential impact of these more recovery-focused interventions.

There is evidence that the development projects sampled achieved positive outcomes including reducing humanitarian needs. For example the integrated Typhoon Haiyan response in the Philippines resulted in both intended and unintended positive outcomes:

- Adoption of resilient crops: A review of the cassava value chain at the end of the THRA project showed that **cassava production and trade volume had increased with heightened participation of women and men farmers and their Farmer Associations in the value chain**[54]. **Most of the ways in which the project integrated gender were acknowledged as enabling factors in this achievement.**
- Reduced migration for seasonal labour: Income from the abaca value chain enterprise was sufficient so that migration to work in sugar cane plantations was no longer necessary[55];
- Reduced dependency on aid: Participants report being able to provide their own food relief in emergencies because of livelihoods interventions[56] and are able to absorb shocks because crop losses were minimised through training on **good agricultural practices**[57].

However **the extent to which a nexus approach contributes to the achievement of project outcomes is not clear.** Indeed, the review only found data on this for one project – FSF. The rapid response distribution of seeds in FSF (which aimed to prevent participants regressing to before-project economic status levels) reportedly allowed participants to maintain their ability to secure access to food during the 2016 drought, although the source of data is not available which makes it hard to determine the reliability of the data[58].

The development project evaluations studied for this review do not disaggregate results between areas that were affected by crisis or areas which received emergency interventions and those which were not affected or did not receive emergency interventions. For example, the FEED I outcome monitoring survey reports that by the end of the project 55% of CARE's targeted households who had faced different type of disasters in the previous 12 months were able to employ an effective disaster risk reduction or positive coping strategy to avoid disaster at the household level, but it does not mention if these households received

integrated emergency interventions (see page 12) or if they were part of the communities where activities were suspended or cut[59]. Similarly, the results of FEED I show encouraging progress around gender (such as an increase in proportion of women in leadership positions in community structures and improved perception of men and women regarding ability of women to take roles in decision-making) but the extent to which the emergency interventions impacted either positively or negatively on these achievements is not analysed.

Positive results were achieved in the peace components of the projects reviewed. For example, peace interventions in FEED I ultimately contributed to a situation of relative calm by the end of the project[60] and work with youth committees in the development project in Jordan led to some changes in social cohesion[61]. But these **results on peace are not analysed in terms of how they impacted on the other project components, to assess the complementarity of development, humanitarian and peace elements** under a nexus approach. CARE WB&G identifies many ways in which the triple nexus can lead to greater and more sustainable impact – addressing root causes of conflict and inequity; promoting more equitable development; integrating social cohesion and self-reliance; women's political participation for peacebuilding; stimulating investments in underserved sectors; strengthening socio-economic hubs (e.g. CSOs) that play a role in addressing needs and reducing social tensions[62].

In short **a nexus lens is not applied in project endlines and evaluations which makes it hard to assess the contribution that the nexus approach has on projects outcomes** – whether positive or negative. Evaluations should be designed to assess the extent to which development interventions enhance or undermine resilience to shocks and uphold humanitarian principles (where relevant), and the extent to which emergency interventions protect or undermine development gains.

Efficiency of a nexus approach

While **nexus contexts often have higher operational costs** since the level of support, management and logistics required to operate (particularly in fragile states) is significant, it is evident **that nexus strategies and programming can lead to significant savings and improved efficiencies.**

A core goal of the nexus approach is to reduce levels of humanitarian need and therefore **programming which aims to reduce dependency and increase resilience (by protecting livelihoods, increasing income and supporting people to avoid or cope with shocks) increases efficiency in a broader sense as well as within a project.** WB&G's approach recognises that dependency on aid is contrary to the do no harm principle, both for aid recipients as well as markets, and therefore aims to transform participants into self-sufficient business owners and workers. CARE Philippines sees active participation of community members as a way to empower them to engage freely in

their own interventions for themselves, whether these address short or long-term needs.

Longer-term projects improve efficiencies in time and cost since they cut down significantly on set-up and close-down tasks: recruiting staff, setting up field bases and project sites, building relationships with communities and local authorities, undertaking contractual agreements, selecting partners, handover etc. **They can also support shorter-term projects in the same locations by covering core costs[63].**

In some country offices **structural changes which moved away from working in project silos led to improved efficiency.** For example in Jordan when technical programs were consolidated into thematic teams which work across different projects some functions became redundant and led to savings on staffing costs. Other costly duplications were also eliminated through shared support systems.

Further **savings in time and cost are made when emergency interventions are built on existing foundations from development programming** in terms of relationships with communities, local authorities and even local partners.

When emergency interventions protect development gains further savings are made, since longer-term solutions do not have to be built up again from scratch after the crisis is resolved. For example, FSF's ability to effectively implement rapid responses to safe-guard development gains and to do this in a way which built on its established presence, networks and ongoing activities resulted in enhanced and more cost-efficient savings mobilisation[64].

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Recommendations: The results of nexus[65]

10.1 CARE Canada and Country Offices should ensure that project monitoring and evaluation applies a nexus lens. For humanitarian programs, this should better capture the outcomes of transitional approaches. Evaluations for development interventions should assess the extent to which projects enhance or undermine resilience to shocks and uphold humanitarian principles (where relevant). This should also look at the extent to which emergency interventions protect or undermine development gains with regards to resilience as well as gender, women's voice and inclusive governance (linked to Recommendation 4.2).

10.2 CARE globally to undertake a deeper study specifically focused on gender and nexus to explore whether the organization is taking advantage of the opportunities which exist for nexus programming to support gender transformation.

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Barriers and enablers for a nexus approach

Finding 12 In COs where there has been a long standing disconnect between development and humanitarian, teams can struggle to get on board with nexus programming. The limitations in coordination, linkages, communication, sharing skills / expertise and integration caused by working in development-humanitarian and project silos have a serious effect on the nexus approach being fully realized. Country offices which have under taken organisational re-structuring have been able to implement a nexus approach more effectively. This is reflected in the IOPs team in CARE Canada which is increasingly working in a way which challenges a clear humanitarian/development divide but continues to face challenges in coordination due to a project-focused approach.

Finding 13 Staff in Country Offices and CARE Canada do not always have the knowledge and experience of both development and humanitarian approaches that is needed to implement a nexus approach.

Finding 14 A partnership approach can enable a nexus approach through:

- Supporting a "bottom-up" approach including local definitions of needs and locally determined solutions;
- Building the capacity of local partners to become a core element of resilience at the community level;
- Enabling community ownership and acceptance for interventions;
- Maximising the success of locally-defined and owned interventions;
- Tackling some of the root causes of poverty and vulnerability.

But working with partners is not without challenges (for example politicization) and requires that the country office has a strong critical oversight function to ensure neutrality.

Finding 15 Donor priorities and donor funding modalities are critical external factors that can serve to undermine a nexus approach in CARE's operations. Since nexus programming requires flexibility and timely responsiveness, rigid and risk-averse compliance requirements from donors and slow, heavy bureaucratic procedures and processes undermine the nexus approach in practice.

Finding 16 Levels of security and stability in the operating context impact on how effective a nexus approach can be, as stability is often a precursor to development interventions. However insecure contexts are often in most urgent need of nexus approaches to address the recurring root causes of conflict.

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Internal barriers and enablers in programming

This review shows **that without investment in organisational re-structuring the effectiveness and impact of a nexus approach will be seriously compromised.** Ethiopia and Chad are experiencing the **struggles associated with the limitations in coordination, linkages and integration caused by working in development-humanitarian and project silos,** including:

- Delays in triggering response mechanisms;
- Undermining the continuity and sustainability of humanitarian outcomes;
- Not allowing the full potential of crisis modifiers and contingency planning to be explored;
- Inconsistent approaches to nexus across projects;
- Challenges in internal operational procedures;
- An over-burdened emergency team which cannot provide adequate support to development projects when they need to implement crisis modifiers etc.

The Nexus is all about putting non-linear views on humanitarian/development work into operation and breaking the artificial silos in our thinking and organizational structures. Putting the Nexus effectively to practice will require significant shifts in management, organizational structures, funding streams, implementation cycles, and support staff[72].

In the cases of Jordan and WB&G, **the introduction of a "nexus" approach (whether it was called nexus or not) was marked by a radical shift in operational structure.** In both country offices this sees **teams working holistically across the entire programme, moving away from project silos.** Jordan is structured under technical teams in thematic areas (Urban Protection Program, Azraq Camp Program and Sustainable Development Program) which are each responsible for different areas of programming. T**his means that teams work collectively on the projects – each leading on the component which relates to their thematic area.** While this is an encouraging step away from project silos it is not without challenges since poor communication and coordination between the thematic teams can still result in silos which undermine effective and quality programming. In Jordan, as in WB&G, an integrated PQ&A / MEAL team is intended to support the holistic programmatic approach and promote learning and reflection around the nexus approach[66].

In Jordan this is further supported by **standard operating procedures and frameworks applied across all relief and development programs,** including standardized criteria and tools (which supports internal coordination and increases transparency and accountability to communities), a participant database and shared support systems.

In South Sudan, since there has not been much development programming historically, the team now has an opportunity to build on this cohesive team structure as the program starts to expand. The country office intends to do this by building capacity across the team on resilience and peace-building. This is crucial for nexus programming since this review found that the **biggest internal challenge is ensuring staff have knowledge and experience of both development and humanitarian approaches, and this is reflect in job descriptions and recruitment.** WB&G and the Philippines invested in this by training staff to create a team with a mix of expertise in both humanitarian and development programming. The Jordan CO engages in job rotations for staff to gain a comprehensive perspective.

The Jordan country office highlights that job rotations also serve to engender buy-in for the nexus approach. **Lack of buy-in from the country office team can be a significant barrier to achieving integrated programming.** This is often seen in country offices where there is long-standing disconnect between development and humanitarian teams. Staff may initially be nervous about engaging in activities from the "other side" either perceiving that emergency interventions undermine local capacities, systems and capabilities or that development activities compromise humanitarian principles. **Rolling-out the country office strategic approach to nexus with the team is therefore important to engender buy-in and enthusiasm.** CARE Jordan emphasises the importance of ensuring that the country office team (as well as CI members) have clarity on the overall goals and objectives of a nexus approach and how it feeds into the broader strategy, key performance indicators and team structure, so that they understand it and embrace it in their work. WB&G notes the importance of ensuring that language is clear since traditional terms (i.e. "development", "humanitarian") will persist, the importance of ensuring staff have a practical understanding of what nexus means and how the triple nexus approaches can be linked without doing harm or causing negative impact[67]

CARE's experience in the Philippines and WB&G suggests that **adapting internal structures, systems and approaches to support working with partners is crucial for a nexus approach.** Selecting partners who can maneuver between development and humanitarian interventions brings significant added-value. In the Philippines engaging with

Amongst most actors, there exists a lack of clarity on the conceptual discussion behind the Double and Triple Nexus but, most importantly, there is a lack of in-depth knowledge on their implications at practical levels. There is a gap for COs, program staff, peer organizations, and other stakeholders about how humanitarian assistance, development and peace/security can be conclusively linked together on the ground without doing harm or losing impact[73].

partners (and communities) to build their capacities to respond during and after emergencies has been a crucial enabler for nexus[68] . CARE's "Doing Nexus Differently" research concludes that localization - which aims to empower local actors – is "one of the most transformative and impactful methods for achieving impact"[69] . Localization / partnership approaches enable a nexus approach in several ways:

- Supporting a "bottom-up" approach including local definitions of needs and locally determined solutions, outside of development-humanitarian silos, since local actors are often embedded in communities and can better understand the context and needs;
- Building the capacity of local partners to become a core element of resilience at the community level;
- Enabling community ownership and acceptance for interventions;
- Maximising the success of locally-defined and owned interventions such as resilient market systems, VSLAs connected to social cohesion etc.

Working with partners also presents an opportunity to tackle some of the root causes of poverty and vulnerability such as strengthening organizations that promote women's empowerment and leadership and encouraging partners to work on gender transformative programming. On the other hand, working with partners can expose incidents where (male-dominated) local organisations are not contributing to transformative change around gender[70].

> " *To really benefit from the opportunities of the Nexus, we stress the need for a Nexus that is grounded in local realities by using immediate and root causes analysis, mapping and understanding local partners, and a Nexus which uses local responses to local challenges. This means utilizing localization, local ownership, and local participation as core drivers for Nexus programming and not just national, donors or multilateral organizations' agendas*[74]. "

Other COs, including WB&G, have noticed a certain level of "saturation" of the local NGO/partners market – whereby a high number of INGOs / global actors are looking for national partners and only a limited number of national partners are present with the required capacity which can lead to them becoming over-burdened. This is something CARE should be aware off when promoting the partnership approach, to keep a balanced picture of the possible barriers to a partnership approach.

Jordan, WB&G and the Philippines have made partnerships a core component of their nexus approaches, recognising that working with partners will be crucial to seeing a nexus approach succeed. In the Philippines, under the Humanitarian Partnership Platform (HPP), partners deliver both development and emergency response and are a common thread in both types of programming. Part of CARE's role in the HPP and in the Typhoon Haiyan response is/was to strengthen local partner capacity in both

humanitarian and development (resilience) interventions. In Jordan CARE works with a large cohort of external relationships that permit it to increase its reach both geographically and to populations who might be difficult to access.

However, working with partners across both humanitarian and development interventions is not without challenges. Experience in WB&G has highlighted that the country office needs to keep **sufficient responsibilities for analysis, design, monitoring, learning and critical oversight to ensure that problems and solutions are defined appropriately. In some contexts the politicization of partners risks programming which contradicts humanitarian principles.** The WB&G country office addresses this by prioritising accountability, impact and learning mechanisms to ensure that the voices of participants are heard and partners are incentivised to uphold neutrality and impartiality. Jordan has had to adapt its selection process to find partners who are open to working with vulnerable groups regardless of their nationality. This points to an important role for organisations like CARE in maintaining oversight of partner organisations to ensure that "our strategies are empowering target groups rather than silencing them"[71].

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Internal barriers and enablers for nexus at CARE Canada

The evolution of the International Operations & Programs (IOPs) team at CARE Canada has led to its current structure by outcome area since 2015 with separate sub-teams for Women's Economic Empowerment (WEE), Food Systems and Resilience (FSR), Global Health (GH) and Humanitarian Assistance & Emergencies Team (HAET). Since that time IOPs is increasingly working in a way which challenges a clear division between humanitarian and development since some WEE, FSR and (to a lesser extent) GH projects are implemented in fragile states and/or integrate activities that are traditionally more humanitarian. Equally, the HAET team manages more multi-year funding which includes more transformative approaches. PERSEVERE is a good example of this blurring of boundaries since it was designed by the HAET team but implementation is managed by the WEE team. This change is also reflected in the type of people CARE Canada recruits in IOPs – increasingly looking for people with experience in (and willingness to travel to) fragile states. Additionally, two-way information sharing between outcome areas is improving to some extent.

Despite this progress, challenges remain since a project-focus persists which can serve to undermine more coordinated, holistic ways of working. For example, if different outcome areas have projects implemented in the same country, it is down to individual project managers to show initiative and work together to represent a cohesive CARE Canada presence to the CO and to support cohesive programming. For example, if CARE Canada had coordinated earlier on the GAC-funded development and humanitarian projects in Jordan they could have done more to enable a joint approach.

With the emergence of a Project Manager Working Group this coordination is improving. Staff capacity is an area for improvement since skill-sets in the team tend to be primarily development or humanitarian. Overall the consensus is that CARE Canada still has some way to go to develop and achieve ways of working which support the nexus approach. Staff feel that this could be realised through embracing the IOPs Principles and Code of Engagement (which emphasises a program approach to supporting country offices beyond projects) as well as through cross-team training or knowledge sharing and improved coordination and communication.

External barriers and enablers in programming

This review has shown that **donor priorities and donor funding modalities are a critical external factors that can serve to undermine the feasibility of a nexus approach in CARE's operations.** Nexus requires a holistic, programmatic approach at the country-level but country offices have to work with project-based funding. Despite evident interest in nexus programming, some donors will place limitations or requirements on which specific sectors, approaches or activities can be included in a project, as well as stipulations around who should be targeted[75] , where implementation should take place and for what duration. This is made more complex when donors do not coordinate and when representatives from the same donor interpret requirements differently. Additionally, some donors stick to rigid silos for development and humanitarian funding each with "separate funding resources and streams, different authorization procedures and management styles, various implementation cycles and different evaluation and research processes"[76] which further undermine integrated development and humanitarian approaches. There are sometimes challenges securing adequate resources to implement longer-term programming in fragile states from donors who may not understand the additional costs presented by the complexity of the operating environment. Finally, **since nexus programming requires flexibility and timely responsiveness, rigid and risk-averse compliance requirements from donors and slow, heavy bureaucratic procedures and processes undermine the nexus approach in practice**. However, many donors (such as USAID and DFID) regularly fund crisis modifiers.

Despite this challenging reality, **there are some positive developments, not only in terms of donors being more accommodating**[77] , but also around CARE country offices adapting their ways of working so that siloed, projectized funding can be accommodated and contribute to a broader programmatic approach. A good example of this is in CARE Jordan where different funding sources are separate and identifiable at the accounting level but in terms of design and implementation are integrated into one holistic programme, as seen in the GAC-funded projects. Feedback in CARE's FY19 CARE Member Partners (CMPs) engagement survey show that CARE country offices would like to CMPs to understand and support their country-level strategies[78] and take them into account when designing projects and securing funding is an important part of this. In the Philippines unrestricted funding was used to integrate development programming alongside response activities and vice-versa, where donor funding could be secured to fill these gaps[79] . While working with the system in this way is both necessary and admirable, it does not undermine the simultaneous need for continued advocacy with donors. Indeed, WB&G found that while donors (and even implementing partners) initially perceived transitional approaches included in project design negatively, they

subsequently changed their minds and some have even replicated this approach more widely. Enabling factors which influenced donors in this regard was WB&G's ability to capture evidence and learning and analyze the benefits of the nexus approach as well as directly showing nexus work in the field through donor visits.

Several country offices have experienced some challenges and continue to be perplexed by how targeting and participant selection should work in a nexus approach since traditionally humanitarian and development participants have been drawn from separate groups – the most vulnerable people affected by crises and people with productive capacities to build on, respectively. For example, there were concerns in CARE Philippines that transitioning to market-driven livelihoods would exclude vulnerable groups who had been targeted under emergency and early recovery interventions. In the end smallholder farmers were still targeted but the geographic scope of the program was reduced because of the commodity focus. The issue of displacement – notably in Chad, Ethiopia and South Sudan – also raises questions, such as: If a target population receiving integrated assistance is displaced should the project follow them? If displaced people enter intervention areas should they be targeted? While traditional development and humanitarian approaches may have standard responses to these scenarios the solution is not clear when development and humanitarian interventions are combined[80] .

The **context, in terms of levels of security and stability, impacts on how effective a nexus approach will be**. Since development interventions and funding regulations require a stable context this can undermine the possibility of integrating a development project alongside a humanitarian project. This was the case in Chad where two

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projects (PARELAC - ECHO-funded humanitarian project and RESILAC – French Development Agency & European Union funded development project) which had been designed to be implemented in the same location, targeting the same community to achieve a nexus approach, are actually being implemented separately – Resilac had to be moved to a different location due to insecurity. However since insecure contexts (such as Syria and Yemen) are often in most urgent need of nexus approaches to address the recurring root causes of conflict, CARE needs to further explore ways in which this approach can be effectively realised in these contexts.

Another example from Chad highlights that r**ecipients who have been long-term recipients of emergency assistance may not be motivated to engage in longer-term solutions** which require more effort in terms of commitment and contribution. Market gardening groups targeted under the 2017-2019 GAC-funded project were provided with inputs, tools and training in Year 1 also expected to receive the same support again the next growing season. This has affected many of CARE's projects in the region. CARE has attempted to address this by requiring growing contributions each year to increase their ownership of the process and incentivise them to work towards a point where they do not need assistance, and included significant efforts at discussing this with and engaging the community around why this is necessary.

Mindset and behavioural changes such as these will require targeted efforts in the long term in order to affect change. The Philippines nexus model aims to empower people by requesting that they actively engage and con-tribute to the interventions, as an exit strategy to ensure that they move away from dependency and are resilient.

The review shows that **commitment to a nexus approach at the global level can act to support an integrated approach.** For example, the inclusion of medium or longer-term solu-tions in HRPs may influence donors to fund activities that go beyond meeting immediate needs. The 2016-2018 Jordan Response Plan constituted a paradigm shift from a mainly short-term refugee response to a longer-term resilience-based comprehensive framework and had tangible impacts on donor priorities, who reaffirmed a nexus approach in the Jordan Compact 2016[81].

At the national level where nexus approaches are not coordinated between different actors, it is harder for organisations like CARE to implement nexus programming. For example in South Sudan, where development programming is relatively new, broader approaches (particularly for resilience) are currently dis-jointed and lacking cohesion between actors and across the country. While OCHA continues to set the humanitarian agenda, multiple approaches exist for development and resilience work[82] which ultimately requires INGOs to create their own frameworks.

CARE's experience in South Sudan shows that a weak government system can undermine and limit the potential for development programming which needs to be anchored in government systems and services. However experience in Syria has shown that development programming can be anchored in local governance structures and services developed by communities even when governments are not functioning. In other contexts, the government may have a strong influence, such as in Ethiopia where the ability to implement smoothly (including being able to pivot, adapt and course correct) depends on a strong partnership with government. Generally, government and local authority support can enable or undermine nexus programming.

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Recommendations: Barriers and enablers for a nexus approach[83]

12.1 CARE Country Offices should review their internal organisational structures to better be able to deliver on the nexus approach defined in their country strategies, including the potential benefits of working with partners.

12.2 CARE globally should share learning, good practice and provide guidance to support Country Offices to adapt organisational structure and ways of working to take nexus into account.

12.3 CARE Canada should explore changes in ways of working to be fit for nexus such as: better coordination between Project Managers with projects in the same country; embracing the IOPs Principles and Code of Engagement to provide COs with more holistic support; cross-team training and knowledge sharing; and improved coordination and communication.

13.1 CARE Canada and Country Offices to ensure that cross program learning is taking place. This might include secondments for staff members, short job swaps, focus on learning about certain programming components, and more.

13.2 CARE Canada should ensure that job descriptions and recruitment cover the need for skills that include development and humanitarian approaches and contexts.

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Conclusion

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This review set out to learn about CARE's experiences of implementing a nexus approach in practice from the perspective of CARE Canada and CARE country offices implementing projects funded by Global Affairs Canada (GAC). Through key informant interviews and document reviews focused on 16 projects in six countries, the review team brought together myriad evidence around good practice and lessons learned, as well as barriers and enablers.

The review found that clear expectations and a guiding framework on nexus is lacking at CARE globally (particularly on the peace component) and with the emergence of a more deliberate interest and intentions on nexus, establishing more formal leadership and coordination will be essential to ensure that nexus is prioritised in the new global programming strategy and that the organisation moves forward on nexus cohesively. CARE's strong focus on gender equality (as well as inclusive governance and resilience) provides a strong platform to bind together development, humanitarian and peace programming.

CARE is clearly committed to designing projects which address both short-term and long-term needs using the most appropriate models for the context. But, without a defined "nexus approach" and facing some resistance from donors, there have been missed opportunities in project design and implementation. Looking ahead, bolstered by lessons learned and increasing appetite from GAC, CARE Canada is in a better position to include complementary interventions in project design. It also needs to continue to respond to the needs of country offices who engage in nexus through a programmatic approach. CARE Canada has already been instrumental in securing some important "wins" from the Government of Canada for more integrated approaches. The organisation is also playing a strong role bringing together Canadian civil society around nexus. Best practice highlighted in the review supports the

position that nexus approaches are more effective when country offices move beyond project silos in all aspects of programming – from understanding needs, to design and implementation, as well as operationally in the structure of teams and systems. However, this is not without challenges and addressing coordination and communication remains essential. Indeed, CARE Canada has learnt that its own teams can do more to coordinate and share information to support integration at field level.

Findings show that the potential for nexus programming to contribute to results will be maximised if interventions are built on analysis and supported by existing platforms, expertise and networks. Furthermore, working with partners and supporting the localization agenda is key to achieve a nexus approach. Crucially, a nexus lens needs to be applied to the way in which CARE (and others) measure project outcomes since there is not currently sufficient evidence is not available on the extent to which nexus programming contributes to sustainable outcomes on addressing root causes and reducing humanitarian needs. For CARE in particular, a better understanding of the connection between nexus approaches and gender transformation is crucial.

CARE's work is increasingly taking place in protracted humanitarian contexts and programming in fragile states is rising. In these contexts needs do not fit into traditional categories of "humanitarian" and "development". If CARE is to stay relevant and meet the needs as defined by affected-communities, it needs to draw on existing learning and good practice to address the challenges around implementing nexus in practice highlighted in this review. It needs to work on this internally as a confederation and also continue to push for change globally, including with donors, which will better enable nexus programming. The task is essential but not impossible and CARE has strong foundations on which to move forward.

Annex 1 - Projects sampled for the review by country

Country	Project Title	Dates	Type of Agreement*	Working with local partners?
South Sudan	Fortifying Equality and Economic Diversification (FEED) I	2015-2018	CA	No
	Fortifying Equality and Economic Diversification (FEED) II	2019-2024	CA	No
	Women's Voice and Leadership	2019-2023	CA	Yes
Philippines	2014 Typhoon Haiyan Livelihoods/Food Security Assistance to Vulnerable Populations	2014-2015	Grant	Yes
	2014 Typhoon Haiyan/Yolanda Emergency Shelter Response for Vulnerable Households	March – Nov 2014	Grant	Yes
	2013 Typhoon Haiyan/Yolanda Emergency Shelter Response, Leyte, Philippines	2013-2014	HC	Yes
	Typhoon Haiyan Reconstruction Assistance (THRA)	2013-2016	CA	Yes
Jordan	Jordanian Community Development and Support Project (JCDSP, Phase 1 and 2, cost extension)	2014-2017, 2018-2019	Grant	Yes
	Protecting & Building Resilience Among the Crisis-Affected in Jordan	2016-2019	Grant	Yes
Chad	Réponse d'urgence intégrée à la crise du Lac Tchad 2017-2019	2017-2019	Grant	No
	Assistance d'urgence et relance socioéconomique des populations affectées par la crise de la province du Lac Tchad, au Tchad 2019 – 2021	2019 – 2021	Grant	No
WB&G	OBADER: "Women and Youth Entrepreneurs Leading Change, West Bank & Gaza"	2018-2022	CA	Yes
	AYADI: "Rehabilitating and Strengthening Food Security in the West Bank and Gaza"	2016-2018	Grant	Yes
Ethiopia	Food Security for Farmers (FSF)	2013-2018	CA	No
	Growing Nutrition for Mothers and Children (GROW)	2016-2020	CA	No
	Emergency nutrition and livelihood support for drought affected communities of East and West Hararghe, Ethiopia	2017-2018	Grant	No

*CA = Contribution Agreement, HC = Humanitarian Coalition

NOTES

1   The double/triple nexus builds on other common approaches to integration such as Linking Relief, Rehabilitation and Development (LRRD) (different phases but better connected with development starting earlier) and contiguum (non-linear, like nexus) but little organisational impact, i.e. no restructuring of teams or funds). See CARE (2018 Doing Nexus Differently: How can Humanitarian and Development Actors link or integrate humanitarian action, development, and peace?

2   Oxfam. (2019). The Humanitarian-Development Peace Nexus: What does it mean for multi-mandated organizations?

3   World Humanitarian Summit. (2016). Commitments to Action

4   OCHA. (2017). New Way of Working, Geneva: OCHA Policy development and Studies Branch, P.7 quoted in CARE (March 2018) CARE's policy thinking around the NEXUS. Collective outcomes should be: 1) An objective that envisions a sustained positive change, in particular avoiding future need for humanitarian intervention, for example through the reduction of vulnerability and risk; 2) Humanitarian action that continues to be identifiable as such, but is implemented in a way that spearheads sustained positive change. From IASC Task Team on the Humanitarian-Deve opment Nexus: Collective Outcomes, Principled and constructive humanitarian engagement (November 2018).

5   The SDGs (2015) have a clear goal of "leaving no one behind" and supporting the poorest first.

6   ICVA. (2018). Learning Stream: Navigating the Nexus, Topic 1: The "nexus" explained

7   Ibid

8   Ibid. CARE (2018) Doing Nexus Differently. CARE (March 2018) CARE's policy thinking around the NEXUS.

9   CARE. (March 2018). CARE's policy thinking around the NEXUS.

10 The research drew on an organisation-wide engagement process including input from over 30 CARE thought leaders and practitioners.

11 Several of these areas will be explained further in this report in the discussion of findings.

12 The criteria used for selection were: 1. context characteristics, 2. type of programming, 3. implementation modality and operational set-up.

13 Including new projects at inception stage, more mature projects and recently closed projects (within the last 2 years).

14 CARE (2018) Doing Nexus Differently.

15 Oxfam. (2019). The Humanitarian-Development Peace Nexus: What does it mean for multi-mandated organizations?

16 CARE. (March 2018). CARE's policy thinking around the NEXUS

17 The CARE 2020 Program Strategy.

18 Inter-agency paper (2016). Multi-Year Humanitarian Funding in Protracted Crises: The Case for Donor Support.

19 CARE (2018) Doing Nexus Differently.

20 Inter-agency report. (2016). Multi-Year Humanitarian Funding in Protracted Crises: The Case for Donor Support.

21 The exceptions are FEED II (South Sudan) which includes a crisis modifiers and the Jordanian Community Development and Support Project (JCDSP) which has cash assistance.

22 From the sampled humanitarian project: only the Jordan project has an indicator on resilience (at the intermediate level); whereas the projects in WB&G and Chad mention vulnerability in outcome statement but do not measure vulnerability in the associated indicators; indicators in the Ethiopia project measure access and meeting basic needs, Chad and Ethiopia only have indicators at the immediate outcome level – therefore changes at intermediate and ultimate outcome level are not measured. Since April 2019 CARE Canada has been more consistent in including indicators at all levels.

23 According to GAC guidelines humanitarian assistance is to "help save lives, alleviate suffering and maintain the dignity of those affected by conflict and natural disasters by providing an appropriate, gender responsive, timely and effective response" from GAC. (July 2019). International Humanitarian Assistance Funding Application Guidelines For Non-Governmental Organizations. Page 1.

24 Government of Canada. Official Development Assistance Accountability Act – Contributing to Poverty Reduction

25 This is a cross-cutting framework embedded in all of Jordan's activities.

26 CARE. Why gender in emergencies?

27 Such changes could include budget shifts outside allowable variance, significant changes to targets or indicators, significant location changes and changes to sector and justifications are likely to include changes in the crisis or operating context, such as loss of access, insecurity, changes in needs, external constraints etc.

28 Global Affairs Canada. Public version of the Terms and Conditions for the International Development Assistance Program.

29 Localized fighting erupted in some of FEED I's areas of intervention in Year 2 of the project (reducing access for CARE, displacing project participants, crops stolen or destroyed by armed actors) and many of the planned activities had to be cancelled or could only be partially completed. While FEED I managed to implement some of its regular activities (e.g. distribution of seeds and tools, training for farmers on good agricultural practices, and GBV preve tion trainings and campaigns) alongside emergency programs provided by CARE and other agencies (such as NFI distributions and cash for work), the disruption caused to implementation and the lack of advance planning to design adaptations, certainly undermined development gains. FEED Final Report.

30   FEED II Crisis Modifier document. FEED II Proposal.

31   Joint targeting by WFP and CARE will identify three groups of participants: a) most vulnerable households supported through food or cash transfers within FFA, b) households supported by both FEED II and FFA and c) relatively less vulnerable families with productive potential supported through FEED II.

32   Flexibility is emphasised in the strategy which sets out a clear plan to adapt and change approaches depending on context and to utilise quarterly context analyses (including conflict and gender) at the local level to help guide these changes, depending on three potential scenarios. 1) Worst case (if the emergency persists or deteriorates): Only life-saving humanitarian work with development activities either scaled down or frozen. 2) Status quo: A broader spectrum of hum assistance, resilience and peacebuilding. Steps towards more sustainable development in "pockets of stability" – CARE SS retains humanitarian capacity but prepares itself to work on longer term d velopment programming where and when it can. 3) Best case: focus more on resilience and peace building and long-term development and works with civil society towards this. Humanitarian capacity at CO level will be backed up by CI capacity operations.

33   Currently development projects in CARE Ethiopia do not do conflict-analysis.

34   This is also true for the Syria Resilience Consortium

35   CARE (2018) Doing Nexus Differently

36   Identified in CARE Jordan's 2017 Annual Urban Needs Assessment.

37   The goal of the Platform is to support in preparing for and responding to natural and man-made disasters with speed, scale and quality through partnerships. CARE is moving away from traditional implementation roles to higher-value functions such as platform convenor donor, relationship and knowledge broker, capacity builder and surge provider for local partners.

38   Despite this achievement, this was not a straightforward process since country procurement policies and procedures did not initially enable the selection of the FSF PMAs. This aspect of the project was severely delayed by this and the intervention was delivered more than 6 months later than planned, which made the humanitarian intervention less relevant.

39   The process includes registration, vulnerability assessments, in-depth case management, personalized determination of needs, developing service plans and finally, post support monitoring.

40   GROW Semi-annual Narrative and Financial Report, January to June 2016.

41   Ibid

42   Firstly the project addressed the Belg (short season) crop failure through the distribution of new and revolving seeds to 17,070 households including 12,642 female-headed household. Then in June 2015 the project distributed drought resistant and early maturing variety seeds to 14,000 beneficiaries in East and West Hararghe.

43   FSF Final Report, February 2019. The insecurity disrupted ongoing activities such as community meetings, SAA discussion groups, PMA organization meetings, financial linkages, value chain and income generating activities since movement was limited and transport often unavailable.

44   FEED II Crisis Modifier document.

45   CARE (2018) Doing Nexus Differently.

46   See https://insights.careinternational.org.uk/in-practice/impact-inquiry-on-gender-in-emergencies

47   The SII is piloting a set of GiE indicators adapted from CARE's global indicators (more suited to development programming) and had developed guidance, methodology and tools to be used and refined through the process of the SII which includes primary research with staff, partners and communities affected by CARE's humanitarian response efforts in Nigeria and Nepal.

48   The indicators are: 1) % of individuals who report confidence in their negotiation and communication skills; 2) % of individuals reporting that they resort to negative coping strategies to survive; 3) % change in perception of women's involvement in traditionally male domains

49   Participants surveyed in Year 2 of the project reported enhanced information and skills (89%),   increases self-e teem (82%), enhanced negotiation skills (79%), enhanced social well-being (69%), increased mobility to public space (38%), and increased their ability to make decisions within the family (31%)

50   JCDSP Final Evaluation, August 2019

51   The sustainability of transformation in gender roles and relations is another aspect which is not measured in h manitarian programming.

52   AYADI Final Report.

53   CARE defines the dimensions of women's empowerment as follows: Agency – a woman's own aspirations and c pabilities; Structure – the environment that surrounds and conditions her choices; Relations – the power relations through which she negotiates her path. See https://www.care.org/our-work/womens-empowerment gender-integration/womens-empowerment-framework

54   Study on Value Chain Governance and Inter-Firm Relationships in CARE's THRA Project Focus Value Chains, Business Fair Trade Consulting (August 2018)

55   THRA's Endline Evaluation Report.

56   One of the participants of the cassava value chain supported by the THRA project told CARE that her barangay (village) does not have to wait for food relief in times of emergency; they can provide relief distribution on their own. THRA Case Study.

57   Alongside the implementation of the THR program, there were smaller-scale emergency responses in project

assisted areas – responses in Antique and Leyte found that communities in both areas were able to absorb shocks because of training which minimized crop losses. The training on financial literacy also enabled them to put up savings and enroll in micro insurance. CARE Philippines (August 2019). A Study on CARE's humanitarian – development nexus work in the Philippines: The case of Typhoon Haiyan Response Programming.

58   The FSF Final Report notes that this finding "was reported by participants themselves".
59   FEED Outcome monitoring survey report, March 2018.
60   Moreover the government followed the project initiative by expanding community consultation meetings to promote peace.
61   JCDSP Final Evaluation, August 2019. The evaluation notes that the committees, even in a short time period, were "extremely effective in raising issues in cyber-bullying, gender-based violence, child safety and other topics, and facilitated collaboration between Jordanian and Syrian youth".
62   CARE (2018) Doing Nexus Differently
63   This is the case in South Sudan where FEED contributes because it can pay for a vehicle or a full-time technical advisor which can support across projects to complement humanitarian funding (e.g. from UN) which does not cover core costs.
64   Final Report of GRAD-FSF Comparative Study.
65   Linked to Finding 9, see Recommendation 5.1 above.
66   In WB&G this further enables innovation and piloting of different nexus approaches.
67   CARE. (2018). Doing Nexus Differently.
68   Although there have been missed opportunities, for example working with cooperatives who have access to resources and could be powerful partners in supporting emergency response.
69   Ibid
70   Ibid.
71   CARE. (2018). Doing Nexus Differently. For example by doing baselines/endlines direct with target groups, establishing direct feedback mechanisms from community to CARE.
72   Ibid
73   Ibid
74   Ibid
75   This could be either by defining a target group (e.g. refugees, host community) or defining selection criteria, for example development project selection criteria will typically to select participants who have some resources and capacity, thus excluding the most vulnerable.
76   CARE. (2018). Doing Nexus Differently
77   GAC funding for FEED I and FEED II in South Sudan is seen as a positive example of a donor providing longer-term development funding in a context which typically only receives humanitarian assistance. This type of funding is crucial for CARE South Sudan to be able to deliver on its integrated triple-nexus 2019-2022 program strategy.
78   Care Canada Results – CI Feedback Survey on CMPS and Lead Members - FY19.
79   The partnership / nexus approach achieved in the Philippines owes much to the availability of unrestricted (pooled) funds from the Typhoon Haiyan response which allowed the country office to engage in response activities alongside the THRA development project since donor restrictions would not permit these activities under donor funding. This level of unrestricted funding is not readily available in other contexts.
80   In CARE Canada's experience GAC-funded humanitarian projects have the flexibility to follow participants if they are displaced whereas development projects cannot move their areas of operation. However if a crisis modifier is designed with population displacement as a key risk then the ability to move with participants can be included. The FEED II crisis modifiers includes this scenario and solution.
81   CARE Jordan Business Plan 2017-2020. Funding under the JRP has prioritized the refugees response and the resilience components remain underfunded
82   For example, UNDP has a framework related to the multi-donor trust-fund which covers stabilization, resilience and recovery in the most fragile areas, while some donors have different approaches (Netherlands, US), the NGO forum is working on a resilience framework and INGOs and NGOs may also have their own approaches. From interview.
83   Related to Finding 14, see Recommendation 8.2 above. Related to Finding 15, see Recommendations 2.1 & 2.2 above.