

Sida Helpdesk on Human Security and Humanitarian Assistance

**Collecting experiences of
humanitarian-development-peace (HDP) nexus approaches
Part 2: Africa**

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Sida Helpdesk on Human Security and Humanitarian Assistance

Section A: Task Overview

Title of Task: Collecting experiences of humanitarian-development-peace (HDP) nexus approaches – part 1: African countries

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Terms of Reference:

1. Background

Sweden and Sida has worked for many years to increase coherence between humanitarian-development-peace efforts (HDP nexus). Sida has developed a growing diverse portfolio of practical experiences in working at the nexus. These experiences are developed according to context-specific situations and opportunities. Since the formalization of HDP nexus as a priority for donors in the DAC recommendation on the HDP nexus, Sida has included the HDP nexus as a key overarching operational priority, resilience/nexus capacity has been strengthened in the countries and at HQ, a nexus committee has been set up with a nexus coordinator and an internal guidance note was developed to advance the agenda.

To gain an overview of Sida's nexus approaches so far and learn from them, Sida requested support from the helpdesk to compile experiences of HDP nexus approaches. In 2020, the helpdesk produced the "Collecting experiences of humanitarian-development-peace nexus approaches" in two parts (part I: experiences from Africa, part II: experiences from the rest of the world). The reports provided a wide selection of case studies that have extensively contributed to Sida's internal learning. During the last two years, extensive progress has been made on developing nexus approaches at various levels. To take stock on Sida's experiences and learn from them, Sida is once again requesting support from the helpdesk to collect Sida's key experiences working at the nexus.

Task

The task is to compile Sida's current examples of HDP nexus approaches, with a focus on coordination, programming and funding, including specific contributions, summarize and draw conclusions for Sida's work.

Suggested approach:

- Cover the period 2020-2022
- Take the DAC recommendation and Sida's guidance note on the HDP nexus as well as the compilation of earlier experiences as a point of departure.
- Build on recent mapping of good practice/reviews in the implementation of HDP nexus approaches, including work undertaken by DAC, IASC and Development Initiatives.
- Build on available documents, including project documents, assessment memos, evaluations, strategy reports and humanitarian crises analysis (HCA).

- Conduct interviews (including group discussions where possible) with key field colleagues, including head of development cooperation and resilience/nexus advisors.
- Organize the task based on the selected contexts by region in geographical order. The selected contexts in Africa are DRC, Somalia, Sudan, South Sudan, Mali, Ethiopia, Burkina Faso, Zimbabwe, Mozambique, Uganda, Sahel. Elsewhere, they are: Palestine, Afghanistan, Colombia and Iraq.
- Have a strong focus on the overall nexus approach in the context, including Sweden's role and a reflection on lessons learnt.
- Draw region-specific as well as overarching conclusions in terms of approaches, thematic areas, organisations etc. and present it to Sida .
- Follow the outline of the earlier report with an executive summary, an introduction, a summary of case study experiences and detailed country profiles (but this time with up to 5 program examples).

Agreed deadline for submission: September 2022

Any potential conflict of interest identified: none

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Burkina Faso

Country background

Burkina Faso has long been affected by multi-dimensional crises, including the spread of armed groups and terrorism, proliferation of criminal networks, escalating pressures on natural resources, food insecurity and climate change. The poor economic situation combined with weak governance has meant that the government had required international assistance to respond to these challenges.

There has been a serious deterioration in security since 2021, culminating in a coup d'état at the start of 2022. Armed groups now hold large territories and causing a major IDP crisis - almost 10% of population has left their homes. Both the government and the international community have therefore only recently had to shift from development perspective to an increased humanitarian response (the humanitarian coordination architecture has only been in place since 2019) – and there is an ongoing effort to try to scale up humanitarian response whilst maintaining development gains.

Prior to the current crisis there was progress on nexus coordination – Burkina Faso was one of the New Way of Working pilot countries, so collective outcomes were agreed in 2017 and updated in 2020 though not yet moved into implementation. They had been agreed in conjunction with the former Government who also took a strong role in coordination – so given the present situation, the Collective Outcomes are now on hold. The UN RC/HC invited a P2P review just recently, in May 2022, which recommended bringing the collective outcomes back on to the table and revise them jointly.

The double nexus (humanitarian-development) had been fairly well articulated in Burkina but, largely due to humanitarian concerns, the peace part was less developed and was mostly limited to social cohesion. To address this, Sweden has created a working group, co-led by Belgium and the UN, with the aim of improving coordination of 'small p' interventions. This is yet to gain full buy-in from the wider aid coordination system - the troika group of donors¹ is slowly coming on board, supporting mapping and background but have not yet established contact with the military regime. The new RC/HC came into post in September 2021 and the Humanitarian Country Team is new - so progress on bridging HDP divisions and involving donors are stalled as she establishes her approach.

Overview of Sweden's nexus approach

The 2021 Humanitarian Crises Analysis (HCA) was the first one for Burkina Faso as it was not previously assessed to be a major humanitarian crisis. The initial humanitarian allocation was for SEK40 million, increasing to SEK105 million over the year. The 2022 initial humanitarian allocation is SEK60 million.

A new objective was added to the bilateral development strategy (2018-2022) in May 2021 which introduces a new pillar on peace and inclusive societies. The annual allocation rose from approximately SEK300m per year to SEK445 per year for 2022,

¹ Troika is the team of donors – head of dev cooperation for each donor - that works with governments to discuss development targets

which was then reduced to SEK347 in 2022 due to the 22% cuts imposed on the development strategy as a result of the Ukraine displacement crisis.

Sweden has not had any direct budget support to Burkina Faso. Financial support via the government (in the form of contributions implemented by certain ministries) was delayed in 2022 due to the military coup. There is however quite small indirect support via UN agencies to ministries (justice and social action)– and of course all other development programmes are in some way connected to humanitarian and peace efforts because of the situation in the country.

The elaboration of the new development strategy involved close consultation with civil society and donors on the nexus approach in Burkina Faso. The embassy is working to strengthen cooperation and coordination between development cooperation and peace efforts and the humanitarian portfolio. Resilience to crises is a common thread throughout the new proposed strategy and has an integrated approach where long-term sustainable solutions complement humanitarian support.

An over-arching finding from programme work is that development programmes are operating in areas of humanitarian needs and IDP movement– so Sweden needs to support partners to better be able to integrate into their programmes new and changing populations who are in need of support.

Sweden's internal coordination and staffing

There is no specific nexus adviser at the embassy, but there is a programme manager who has 25% of her role dedicated as humanitarian focal point. Burkina is also the first Swedish Embassy team to have an internal nexus team. This brings together the humanitarian focal point, the post-holder covering Team Europe and the program manager responsible for peace. There are also links to the regional program officer covering Sahel, who is also based at the embassy.

This is all part of a wider effort to improve internal coordination in the embassy and the team is working with the nexus adviser in Stockholm to create a nexus working plan. This will have an external aspect – how to strengthen a nexus approach within the donor community together with the government's efforts to address the conflict, humanitarian and development crises– and then also an internal guide on how staff can apply the nexus approach in their day-to-day work. The fact that the country has its own HCA now, means that there are closer links to the humanitarian unit.

However there is a challenge of overload. Staff already have so many issues to mainstream in the country – poverty, gender, conflict, environment/climate – so it is important that the nexus approach is not an add-on subject to mainstream, but rather a method of working to achieve development goals in fragile contexts. Building staff capacity and skills to transition from working in a more stable context with purely development approach, to a fragile and crisis context where nexus approach is needed, will take sustained support from HQ. The nexus team have identified a need for Sida to increase support for embassies working in a fragile and conflict context, as there is already high demand on the present HQ nexus advisors.

Burkina Faso programme example # 1: FAO resilience*

Budget and dates: A total of SEK216.5 million over five years – 2018-2022. This includes the initial allocation of SEK129 million for 2018-2020, which was followed up with a one- year SEK60 million amendment in 2020 and a SEK27.5 million amendment in 2021 in response to the worsening situation.

Implementing partner: FAO

Rationale and aims: This programme aims to strengthen the agricultural and animal husbandry production capacity of vulnerable households in northern Burkina Faso and so improve their resilience to climatic and economic shocks. With the worsening security situation and displacement crisis there was a need to increase and prolong the intervention to support affected to increase their own capacity to produce food and generate their own income – so they would not just be reliant on humanitarian assistance.

The programme has three intended results areas: vulnerable households have improved their access to food and means of production; the agro-sylva-pastoral production capital of vulnerable households in the crisis-affected provinces is rebuilt; and the nutritional situation of vulnerable households is improved. The programme links together several areas of activity including cash programming (both unconditional transfers and cash for work); rebuilding the livestock of vulnerable households through restocking and practical support; rehabilitation of market gardens; and nutrition and hygiene promotion.

Leadership and coordination: As a double-mandated organisation, FAO plays an important role within both humanitarian and development coordination in Burkina Faso. They lead and co-lead several different mechanisms, including the Cadre Harmonisé.

The nexus focus of this programme has been developed organically with the partner and the embassy through amendments that aim to adapt to the changing context. Embassy staff have conducted several field visits and have been able to be an active part in follow-up and have a good and transparent dialogue with the partner. The Sida HQ nexus advisor conducted field visit and had discussion with FAO, in order to be able to support Embassy in future appraisal of a continued resilience project.

Emerging learning: This programme was included in the previous review of nexus programming – at which time, no learning was available. Recent reporting has concluded that the 2018-2020 phase of the programme showed good results – most planned actions were delivered, and flexibility has allowed for rapid adaptation to changed circumstances.

This has shown the importance of having an adaptable and agile partner as the situation is so changeable. Being well established in the geographic area was also key: when the amendment was agreed, FAO was able to absorb increases in funding quickly. As the worsening situation demanded complementary emergency and resilience approaches, FAO's coordination with WFP was essential to linking with humanitarian action. FAO's approach of working with local actors is also

important for successful delivery and for risk mitigation in insecure areas – as these NGOs have local knowledge and acceptance, it is deemed less likely that they would be blocked by armed actors from reaching the populations.

Internal contact point: Cecilia Kleimert, Program officer environment, resilience and humanitarian focal point, Cecilia.kleimert@gov.se, Swedish Embassy in Ouagadougou.

Burkina Faso programme example # 2: UNICEF Child-Sensitive Social Protection Programme

Budget and dates: SEK150 million over four years – 2018-2022

Implementing partners: UNICEF in a two-level partnership agreement, with Save the Children Finland and 2 local field-based implementing NGOs (who will manage the cash grant element of the funding – around 45% of the total).

Rationale and aims: This programme builds on UNICEF's long-standing engagement in Burkina Faso – including a 2017 preparation phase (financed by Sweden) for this current programme which provided a baseline, register and technical capacities for child-sensitive social protection.

The programme objectives are to address demand-side bottlenecks to improve the realisation of children's rights, tackle child poverty and vulnerabilities through child-sensitive social protection in four of the most fragile regions in the country. It links to a wider roadmap to establishing a social protection floor in the country, which was also supported by Sweden. The social protection strategy is still under development but was slowed down by the military coup.

The multi-dimensional poverty and deprivation faced by children in Burkina Faso requires a multi-dimensional and multi-sectoral approach. Evidence also shows that cash-based social protection is more effective if it is combined with complementary interventions. Water, sanitation and health are particularly important to address stunting, so this project combines these elements together with work with duty-bearers to improve the situation for children. It had five main objectives: reducing child poverty through access to a minimum income and basic services; building a supportive environment to address drivers of poverty; meaningful participation in planning, budgeting and monitoring processes; reducing malnutrition; reducing open defecation.

Leadership and coordination: With its double-hatted mandate and its leading role on developing a social protection strategy, UNICEF receives funding from Sida on both the development (on social protection) and humanitarian sides.

Sweden can therefore engage with UNICEF in a concrete dialogue on how to link humanitarian and development interventions, which among other benefits has led to the development of innovative methods such as the rapid response mechanism that allows for flexibility when displacement occurs. There is close link with the humanitarian unit as well as Sida's nexus adviser.

Emerging learning: The programme proposal in 2018 was predicated on working with government duty bearers and rooted in national frameworks and ownership. The situation has of course changed drastically since then and there has been a clear need to update. Many of the targeted beneficiaries had become displaced and many of the longer-term components were unsustainable. UNICEF therefore developed an innovative approach to working with partners on rapid response – connected to their development programmes and demonstrating the value of having humanitarian and development support with the same partners. A 2021 review found that UNICEF appeared to attach more importance to implementing and monitoring the cash elements of the programme than the other interventions – and it would be important to address this if the programme is to achieve its multi-dimensional aims and meaningfully measure progress.

Since then, UNICEF Innocenti has conducted a rigorous impact evaluation of the program, and the mid-line report was published in March 2022. It, for example, shows that treated households' food insecurity decreased by about 30% compared to baseline and several economic productive indicators improved, such as owning livestock (+ 9.1pp) and purchase of agricultural inputs (+37pp), providing robust evidence that the intervention has had tangible impacts on poverty and resilience.

Internal contact point: Aboudoulaye Sanou, Programme officer Public Financial Management and Social Protection, aboudoulaye.sanou@gov.se, Swedish Embassy in Ouagadougou.

Burkina Faso Programme example # 3: Save the Children social cohesion, peacebuilding and resilience

Budget and dates: SEK52 million spread over three years – 2021-2024

Implementing partners: Save the Children, working with two local children's' NGOs who will receive about 46% of the contribution.

Rationale and aims: Insecurity is understood to be one of the main drivers of multidimensional poverty – this programme aims to address some of the longer-term root causes of insecurity, while alleviating the impacts of the current conflict. A large proportion of children in the Centre-Nord and Nord regions of Burkina Faso do not have their basic nutritional requirements met and are also in need of protection and psychosocial support. These two regions have been heavily affected by the current conflict and hundreds of schools have had to close due to the insecurity.

The aim of this programme is to improve community-level social cohesion, wellbeing and reintegration of vulnerable children who are at risk of recruitment or associated with armed groups. It plans to achieve this by working towards four results areas: more equitable and inclusive access to comprehensive and conflict-sensitive child protection services; improved access to economic, food, and life-skills and community capacity building opportunities for IDPs and their hosts; inclusive and quality and safe education for children; access to services and protection of children and civilians affected by armed conflict. Multipurpose unconditional cash transfers to households of vulnerable displaced people and the host community is an important modality – as a means for both long-term resilience-building as well as immediate support.

Leadership and coordination: Save the children works closely with government partners, municipal services, community-based organizations, and civil society organizations. Importantly, Save the Children has a leadership role in the Protection Sub-cluster and is actively participating across other humanitarian clusters and technical working groups, which has facilitated putting protection at the centre of humanitarian action.

From the inception of this programme, the embassy brought thematic experts from Sida HQ to contribute to the appraisal. Joint meetings were organised with advisors in peace, HDP nexus, social protection, and gender. These discussions led the embassy to encourage Save the Children to focus on both short-term improvements for the beneficiaries as well as working with institutions for long-term impacts.

Emerging learning: The programme only started in January 2022 so there is no reporting yet and it is too early to draw conclusions. There is a general risk that given the urgent current needs, this might become a humanitarian intervention with some development aspects – this will need to be monitored closely, especially if the situation continues to deteriorate. A worsening situation would not only make social cohesion difficult, but it would also reduce the opportunities to reach communities with basic services and education. The programme does include a crisis modifier but it will be important to ensure that it is not triggered too easily and that the default mode does not become humanitarian intervention.

Even if the situation does not deteriorate, conflict sensitivity will be essential to avoid aggravating the situation and creating new sources of tension between members of the communities due to targeting and inclusion decisions – the cash transfer element of the programme will need to be particularly closely monitored for this.

Internal contact point: Tom Jinert-Baret, Programme officer Democracy, Human Rights, Gender and Peace, tom.jinert-baret@gov.se, Swedish Embassy in Ouagadougou

Burkina Faso programme example # 4: International NGO Safety Organisation (INSO)

Budget: SEK12 million spread over four years 2020-2023

Implementing partners: International NGO Safety Organisation (INSO)

Rationale and aims: A deteriorating security situation in Burkina Faso has resulted in an increase of security-related incidents directly impacting the work of NGOs in Burkina Faso. Sweden is funding several NGO-implemented contributions which are operating in highly insecure zones. Therefore, a core support to INSO, will improve the working conditions of NGOs in Burkina Faso, and by extension, the population.

The global objective of the programme is to improve the protection of NGO staff and improve the effectiveness of humanitarian and development action. This will be attained through the specific objective “Humanitarian and development organizations in Burkina Faso have access to timely, reliable, and high-quality safety services that help them plan, operate and deliver aid more safely in highly insecure areas.

Emerging learning: INSO is funded by several donors, some via humanitarian support and a few via multi-year development support. The value of having three-year funding period instead of one year funding (humanitarian) is to enable a long-term view on logistics and management for INSO. This support links to development portfolio as both humanitarian and development partners can be members of INSO and thereby benefit and get support from INSO services free of charge.

Internal contact point: Cecilia Kleimert, Program officer environment, resilience and humanitarian focal point, cecilia.kleimert@gov.se, Swedish Embassy in Ouagadougou

Democratic Republic of Congo

Country background

DRC has been one of the more advanced countries in terms of inter-agency nexus coordination. The Resident Coordinator's Office (RCO) leads coordination mechanisms at national and sub-national levels which bring together representatives of agencies, governments and donors in regular meetings. Sweden also chairs a donor nexus group. Collective Outcomes were agreed after a joint process which started in 2019, and these have now been translated to the provincial level in the Kasais and Tanganika as a first step towards implementation.

There has also been a new level of interest and investment by development donors in DRC over the past two years – which brings new potential for a nexus approach. Donors are responding to a window of opportunity which has opened up due to the phased withdrawal of the UN stabilisation mission, MONUSCO, starting in 2021, and the peaceful transfer of power to a new government in that same year. The World Bank has doubled its investments in the country, the IMF has opened an extended credit facility, and bilateral donors are starting to follow.

Humanitarian needs however remain high in the country, with conflict, displacement, food insecurity and health needs. With a persistent and worsening humanitarian funding shortfall, there is extreme prioritisation of populations targeted for humanitarian aid, leaving a widening gap between those in need and those prioritised for support.

Overview of Sweden's nexus approach

The past two years have seen a significant rebalancing of Sweden's humanitarian and development contributions to DRC. In previous years, humanitarian and development allocations had remained roughly equal at approximately SEK 350-400 million. But with the new 2021-2025 development strategy, the average annual amount of development support from Sida has almost doubled to approximately SEK 700 million in the years to come. This rise has been informed by the joint nexus analysis undertaken in DRC and is based on the logic that most humanitarian needs in country are rooted in insecurity and conflict as well as extreme poverty and chronic under-development. A strategic priority is therefore to address root causes to conflict and reduce humanitarian needs. Given the ongoing crisis needs, humanitarian support has continued at previous levels, with an initial allocation of SEK 225 million for 2022 - although the final annual may be lower than previous years due to global competition for funds.

Sweden has continued to engage deeply to increase coherence across HDP efforts in DRC, since the last study. Considering the protracted nature of the crises in the DRC, Sida supports initiatives that work to bridge humanitarian and development programming, such as providing durable solutions for displaced persons, contributing to conflict resolution through humanitarian mediation and increase community resilience and capacity to respond to shocks. The nexus approach is clearly articulated in the new development strategy, which adopts much of the language and focus of the 2019 joint nexus analysis and builds on the 4 collective outcomes (food security and nutrition, access to basic services, reduction of internally displaced persons and reduction of prevalence of gender-based violence) – it is the only

development strategy in Africa which builds on collective outcomes. It combines two levels: working at the programming level to focus on strategic geographic areas, take a multi-sectoral approach, and support multi-mandate organisations to bridge their interventions; and investing at the coordination level to encourage other donors and agencies to generate a complementary portfolio of interventions. Peacebuilding has an explicit and increased focus in the new bilateral development strategy.

Sweden's internal coordination and staffing

Sida has a dedicated resilience/nexus adviser, appointed in 2019 and located in the embassy in Kinshasa and there is also a separate humanitarian position who works closely with her. In keeping with the strategic decision to invest in coordination, the nexus adviser prioritises external outreach over internal support and programme management. This is based on the logic that encouraging other actors to invest in increasing coherence across HDP efforts is critical for change at scale, and that other programme management staff in Sida's team have strong knowledge and skills around HDP nexus. As part of its investment in coordination, Sida also fully funds two external nexus posts – one in the RCO and one in the INGO forum.

The development team also engage the political side of the embassy to mobilise support for the HDP nexus approach. In 2022, the team organised a joint visit by a group of ambassadors and UN heads of agencies to the Kasai province to generate engagement around the withdrawal of MONUSCO.

Crucial to the success of the approach in DRC is that there is a whole team effort and engagement to make it work. This extends from the top level of the Ambassador and the head of development cooperation to the internal nexus and humanitarian advisers and the external posts, and also extends across the wide portfolio.

DRC programme example # 1: FAO/WFP: Partnership for Progress (P4P) – strengthening value chains for smallholder farmers in DRC. *

Budget and dates: SEK153 million over eight years – the first phase started in 2016 and the current phase will end in 2023

Implementing partners: FAO/WFP

Rationale and aims: Even though the DRC is one of the most fertile countries on earth it faces the largest hunger crisis in the world. In the province of Tanganyika alone, this means that 1.2 million people are severely food insecure. Clashes between armed groups and inter-ethnic conflicts further aggravates the situation. The programme aims to strengthen resilience of smallholder farmers and vulnerable populations to different shocks and stressors related to climate change and conflict through reinforced agricultural value chains development and support to social cohesion and gender equality.

Leadership and coordination: The programme is one of several similar programmes in different parts of the DRC, implemented by WFP and FAO with the participation from other UN agencies and INGOs depending on the location. The NGO Search for Common Ground is an important partner for strengthening the peace component of the approach with their focus and expertise on social cohesion and dialogue. This creates opportunities for coordination both among the UN agencies and among the donors supporting the resilience programmes. For the time being these are Sweden, Germany, Canada, Norway, and Italy. In the cases of Tanganyika and Kasai Central, the programmes also coordinate with other actors through the provincial nexus coordination put in place to support nexus implementation at provincial level.

Emerging learning: This is the longest-standing nexus programme that Sida has supported in DRC, originating in 2016 as a resilience-building programme with a focus on social cohesion and agriculture. The approach has been taken up and used as a model by other agencies and donors. Factors for its success included: string partnership and coordination; integrated conflict and gender analysis; an adaptive management model; and a focus on access to finance including Village Savings and Loans Associations (VSLAs).

It has also proved adaptable to risks and challenges emerging during the implementation period, including the Covid-19 pandemic, new outbreaks of violence in the programme areas, and flooding of the Congo river areas – all of which required changes to the timing and delivery of programme elements. As reported in the last mapping study, it has continued to strengthen cooperation and coordination between WFP and UNDP.

As per the last mapping report, the issue of sustainability and exit strategy remains under question. Sida has committed to making this the last phase of funding support, so is discussing with Norway (the larger co-funder) and the implementing partners, how to ensure outcomes beyond the programme period.

Internal contact point: Kerstin Karlström, resilience/nexus adviser, kerstin.karlstrom@gov.se and Olivier Baliahamwabo, program manager human security, olivier.baliahamwabo@gov.se, Swedish Embassy in Kinshasa.

DRC programme example # 2: IOM: Providing durable solutions to displacement affected populations in Tanganyika province

Budget and Implementation dates: US\$7million over three years 2021- 2024

Implementing partners: IOM

Rationale and aims: Tanganyika is currently experiencing a lull in violence. Between 2019 and 2020, with funding from Sida, IOM supported nearly 15,000 people to leave displacement sites and either relocate to other areas, return home, or integrate in the local community. However the peace in Tanganyika is fragile and finding durable solutions for displaced people in a way that promotes social cohesion will be crucial to recovery and stability. This includes participatory governance, psycho-social support and socio-economic opportunities. The programme therefore has two outcome areas: to strengthen social cohesion; and to strengthen resilience through enhanced economic opportunities and access to basic services.

The challenge of building socio-economic resilience while addressing conflict drivers, demands a holistic nexus approach, making this programme a good fit with the Collective Outcomes which have been articulated for Tanganyika, against the backdrop of the imminent withdrawal of MONUSCO from the province at the end of June 2022.

Leadership and coordination: Both IOM and UNICEF have been active in the area with humanitarian funding and are now both continuing to work in the area with development funding. Sweden is encouraging interaction as well as cross-learning between the two agencies. External coordination is important to this programme to ensure it relates to other interventions under the HDP nexus framework in the province. IOM seeks to partner with other UN agencies to encourage joint targeting of the areas of return and reintegration. Coordination with government ministries at the local and national levels are also key for the sustainability of the programme outcomes. Under the HDP nexus framework, IOM has also been coordinating with MONUSCO to identify and address gaps in the transition.

Emerging learning: In Tanganyika there is a variety of different actors so coordination is key when implementing a project like this one that cuts across the humanitarian, development and peace pillars. At the governmental level, coordination and cooperation partnerships include governmental ministries at the national and provincial levels such as the Ministry of Social Affairs and Humanitarian Action, the Ministry of Agriculture, and governmental agencies including the Commission Nationale pour les Réfugiés (CNR). In addition to this ongoing coordination, for this project, provincial governmental partners are implicated in the project through regular monitoring missions and provincial steering committees while local authorities directly participate in the project through the local government structures that are supported. At the inter-agency level, there are several coordination forums at provincial level under the leadership of OCHA as well as the provincial nexus coordination mechanism.

Internal contact point: Sofia Hafdell, humanitarian adviser, sofia.hafdell@gov.se, Swedish Embassy in Kinshasa.

DRC programme example # 3: UNICEF: flexible support to country strategy*

Budget and dates: Sida has contributed SEK 235 million over the four years – 2020-2024 - to contribute to UNICEF's total 4-year country budget of over US\$1 billion.

Implementing partners: UNICEF

Rationale and aims: DRC has a young population – 52 million out of its 85 million population is under the age of 18, and the annual population growth is 3.3%. Children and youth face a mix of challenges, including displacement, high levels of child mortality, poor nutrition and sanitation and lack of access to quality education. However, some gains have been made in recent years, including in health and education.

UNICEF's four-year strategy for DRC (2020-2024) integrates humanitarian, development and peace logic into a theory of change which assumes that the extreme poverty, inequalities and vulnerability faced by children and their carers can be reduced through improvement in the rule of law, the structural transformation of the economy and strengthened resilience of the population. Its priorities are therefore to contribute towards: governance for sustainable development; economic transformation and sustainable management of natural resources; and support to stabilization and strengthening of the resilience of affected populations. It aims to work by replicating district-level models of multi-sectoral convergence – which lend themselves well to a nexus approach.

Sida has been a long-term donor for UNICEF in DRC, previously supporting the PEAR+ project for a decade. As reported in the previous mapping exercise, Sida had also supported UNICEF's thematic support to health, child protection and social inclusion. Drawing on learning from this, Sida decided to transition to country support to better enable a multi-sectoral approach across different thematic and programmatic areas integrating lessons from previous interventions.

Leadership and coordination: By extending flexible funding to UNICEF at country level both from the humanitarian side and from the development side, Sweden can engage UNICEF in a concrete dialogue on how to use that flexibility to bridge between humanitarian and development interventions. Sweden can also present UNICEF with opportunities to act complementary to project funding that other UN agencies have in areas where a nexus approach is needed. The WFP/FAO resilience programme mentioned above is one such example.

Emerging learning: The previous mapping exercise highlighted concerns about conceptual synergies failing to translate to join-up at implementation level, where different technical teams and partners can mean fragmentation of the programme. This concern remains and is part of an ongoing dialogue – although Sida's nexus approach is asking UNICEF to work differently, existing structures are hard to overcome especially as other donors perpetuate a thematically siloed approach. Most donors/agencies are still very much directed by thematic funding and priorities, but Sida is asking them to work more multi-sectorally.

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DRC programme example # 4: NRC: economic opportunities for youth

Budget and dates: SEK30 million over three years – 2018-2021

Implementing partners: NRC, in partnership with others including Fédération des Entreprises du Congo (FEC), Centres TVET and l'Institut National de Préparation Professionnelle (INPP)

Rationale and aims: DRC's young population faces major challenges including high unemployment, recruitment into armed groups and political disenfranchisement. Young women face particular challenges. Prevalent corruption and poor economic projections mean that their prospects are not good.

This programme therefore helps young people become active members of their communities and supports them to move into their chosen livelihoods. It operates in three locations: Kananga (Kasaï Central), Butembo (North Kivu), and Uvira (South Kivu). It works on three levels: developing young people's skills; enabling them to apply these skills in viable economic activities; and supporting educators to be able to offer relevant and high-quality training and support. Provision will be integrated to support the participation of young women. Ultimately, the programme will provide an innovative pool of skilled young people who are professionally trained and able to respond to market fluctuations.

Leadership and coordination: In addition to its development budget contribution to this programme, Sida also supports NRC from the humanitarian allocation – the fact that this is through multi-year (2022-2024) programme -based approach, provides opportunities for strategic and adaptive discussions to make humanitarian-development connections across the programmes. Externally, NRC plays an active role in the cluster system as co-lead of the Education Cluster in North Kivu and co-lead of the national Protection Cluster – positioning it well to coordinate its programmes with others. It also maintains contact with other youth support programmes funded by other donors including the UK, US and World Bank.

Emerging learning: The program has shown the importance of integrating economic activities in peace-building efforts. Through the program young people previously affiliated with armed groups and street gangs as well as vulnerable young people at risk of being recruited to violent groups are able to finish vocational training and establish themselves in a new phase of their life based on a paid work or an economic activity as self-employed. These results are relevant for the prevention aspect of implementing the nexus approach.

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DRC programme example # 5: UNDP: flexible support to country programme

Budget and dates: SEK174 million for two years 2021-2022, with the contribution amount for 2023-2024 yet to be decided.

Implementing partners: UNDP

Rationale and aims: Promising recent economic growth in DRC has not been inclusive and much of the population still face significant poverty, high inequality and extreme vulnerability to a range of shocks – including climate change and insecurity. As the peaceful transfer of power to the new Government has opened up development opportunities, UNDP is scaling up its efforts. Its four-year country programme sets out an ambitious integrated plan structured around three priorities: governance for sustainable development; economic transformation and sustainable management of natural resources; and support to stabilization and strengthening of the resilience of affected populations.

UNDP previously had quite a small role in DRC compared to the major humanitarian-focused UN programmes - so with the expansion of development programming, and to ensure strong nexus coordination, UNDP now needs to increase its capacity and engagement. A crucial factor for an effective transition towards nexus working, is improving development coordination – and this is also a priority for the new UN Resident/Humanitarian Coordinator. The rationale of Sida's flexible support to UNDP is focused on helping the organisation to move towards decentralised planning and delivery particularly in the nexus focus provinces of the Kasais and Tanganyika.

Leadership and coordination: The flexible funding allows UNDP to increase their participation in nexus planning, coordination, and implementation. It also strengthens their role as the preferred partner of the DRC government when it comes to development planning and decentralisation of resources and decision making for development interventions. As the DRC has been, and continues to be, a largely humanitarian context, development coordination and planning is hugely underfunded. This support is an attempt to transition away from humanitarian to development focus.

Emerging learning: The transition to programme support has proven to be quite a challenge for UNDP at country level as they are a project-oriented organisation. Sweden has had several dialogues to push for more integration between projects and push for more programmatic analysis and strengthening the links between the country programme and projects that are usually externally financed project for project. The role of UNDP has started to change when it comes to increasing coherence across HDP efforts, in particular at provincial level in the Kasais and Tanganyika. They have been instrumental in setting up the provincial coordination mechanisms and facilitating the coordination at provincial level, including with the Congolese authorities

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Ethiopia

Country background

The last nexus mapping study reported how positive political reforms since 2018 had opened up civil society space and how the government was taking a high-profile lead in working with the international community on durable solutions, in line with the Comprehensive Refugee Response Framework.

A combination of factors has drastically altered this picture: the conflict in Tigray that started in Nov. 2020, which has spilled over to Amhara and Afar regions, high inflation, increased ethnic tensions related to competition over natural resources and land, and different perspectives on increasingly centralised government politics. The increasingly politically volatile situation combined with an increased security vacuum in many regions, has also led to an increase in number, and severity of localised armed conflicts in the rest of the country. There are now up to 4.5 million IDPs in Ethiopia, and the humanitarian needs have been compounded by an extensive drought in southern regions and rising inflation. There is a problematic lack of verifiable information and data on the true situation and needs, but estimates suggested that the numbers of people in need had escalated to 23.5 million in 2021 – roughly a quarter of the population and 15 million more people than the previous year. By comparison, the national Productive Safety Net Program (PSNP), reaches a maximum of 10 million people annually.

Sweden did not previously provide budget support or other bilateral aid directly to the government and will continue to monitor that Sweden's indirect funding is allocated as per agreed programmes and reaches the targeted beneficiaries. On a political level, the relationship with the government has been affected and is still strained, but the development section has had continued contact and dialogue with government counterparts throughout. As the government has shifted some of their priorities (in light of increased conflict, inflation etc), there has been much reduced focus on their behalf on nexus approaches and durable solutions.

The durable solutions initiative (DSI) which was launched in 2019 is still active but has seen less progress than hoped due to the COVID-19 pandemic and increased conflicts. Staff in the RC's office are continuing to work on it and a DSI multi donor trust fund is being developed – but coordination on this and the nexus more broadly remains weak. Switzerland is trying to improve coordination, but this is hard given how over-stretched most stakeholders are. Informally, there is however a good amount of consultation and analysis sharing between donors.

Overview of Sweden's nexus approach

Humanitarian funding has more than doubled its initial allocation for the year – from SEK 130 million in 2020 to SEK300 million for 2022 and additional allocations have brought the current total to SEK345 million. Development allocation also stands at about SEK 340 million (2022). So, the balance has shifted between humanitarian and development so that there are becoming much more level than in the previous period where development cooperation funds dominated.

The country development strategy ran to 2021 and continued into 2022. A new strategy for 2022-2026 was approved by the Government of Sweden in June 2022. This strategy contains a strong HDP nexus approach.

Sweden's internal coordination and staffing

Collaboration between the bilateral section at the Embassy of Sweden in Addis Ababa and the humanitarian unit as Sida headquarters in Stockholm has been strong both on the development of the HCA and the development strategy. Multi-dimensional poverty analysis (MDPA) is being routinely used and is working well to produce genuinely joint analysis which informed the new strategy. A nexus and resilience advisor has been in post since 2019. Sweden was chair of the Humanitarian Donor Resilience Group in 2020, with a clear focus on increasing the work with nexus and Durable Solutions amongst donors. This was to be combined with the development of a new nexus programming on durable solutions which was stalled due to the quickly deteriorating context - with the conflict in Tigray, the bandwidth for nexus coordination has been lost as stakeholders have been absorbed in emergency mode. As well as restarting these efforts, a priority now for Sida is to begin to clarify and involve the peace pillar of the nexus.

Ethiopia programme example # 1: WFP: From humanitarian assistance to resilience*

Budget and dates: SEK120.5 million over the 4 years – 2017-2021

Implementing partners: WFP (with 2 cooperating partners (INGOs) in Somali, and 6 in Gambella)

Rationale and aims: The programme started implementation in 2018 in Somali region and was extended to also include Gambella region after ensuring additional funding from Denmark (100 million DKK). The Somali region of Ethiopia is highly arid and drought prone, facing recurrent humanitarian needs linked to the climate impacts on livelihoods, and local conflicts, especially in border areas. It also hosts the second highest number of refugees, around 220.000 Somali refugees, as well as the highest number of IDPs, and pressures on food and resources risk amplifying tensions with host communities. The Gambella region borders South-Sudan and as a region hosts the largest number of refugees (43.2% of national caseload), amounting to around 350.000 mainly south-Sudanese refugees. This is to compare to a host population of 492.000. Subsistence agriculture, pastoralism, and agropastoralism are the main sources of livelihood in the region. There are limited public facilities and infrastructure, which make people's access to services challenging. The region also sees increasing tensions between host community and refugees, and ethnically based local conflicts.

The programme aims to achieve transformative impact on refugee and host communities in the Gambella and Somali regions by strengthening livelihoods, building resilience, and enhancing peaceful coexistence. The programme aligns with WFP's "changing lives" agenda and Ethiopia's progressive legal and policy framework for asylum provision and directly contributes to the Comprehensive Refugee Response Framework (CRRF). For example, the programme include income-generating activities for refugees and host communities, increasing livestock insurance coverage among pastoralists, and increasing the capacity to analyse, interpret and respond to early warning data at regional and sub-regional level (the latter two components only in Somali region), in order to bridge the gap between humanitarian aid and development, and build resilience to climate shocks among particularly vulnerable groups in the Somali and Gambella regions. The Ethiopian state has provided access to land in the Somali region and the programme support both hosts and refugees to work together on climate-smart agriculture and increased access to microfinance and market.

Overall, the programme seeks to achieve three inter-connected outcomes: improved food and nutrition security of refugees and host communities; improved Government resilience capacity to respond to climate change related risks and enhanced resilience to climate shocks; and improved self-reliance amongst vulnerable groups. It has five practical components: 1) livelihoods promotion 2) Satellite index insurance 3) complaints and feedback mechanism 4) Early warning systems 5) Logistics strengthening capacity.

Leadership and coordination: As reported in the last mapping study, in terms of financial development support to Ethiopia Sweden is a relatively small donor, but has

proven through this programme how influential it can be in promoting nexus-thinking in other donors – Denmark now committed funding to allow for extension of the programme in Gambella. Since the successful activation of the SIPE (Satellite index insurance for Pastoralists in Ethiopia) triggered by the current severe drought in Somali region, the World Bank has shown interest in supporting a new SIPE-insurance programme with WFP.

The embassy Sida-staff are drawing lessons-learnt from the WFP programme for a DSI-programme with IOM, FAO and UN-Habitat that is currently under development, that will be signed with IOM, and co-funded with Swiss Development Cooperation (SDC).

Emerging learning: Monitoring up to 2021, found that significant progress had been made in implementation of the five areas, but that it had been slower than hoped. This was not just due to the pandemic and the conflict situation, but also to a number of systemic problems which had been present since the design phase. These included the concern noted in the last mapping study, that WFP was not equipped to deliver a truly connected nexus approach given its long history of emergency support in Ethiopia: indeed, the components were found to have been projectised rather than united, a long-term vision was lacking, and the nexus rationale was not well articulated. Baseline surveys and systematic monitoring were also lacking. In response, WFP has proposed a new phase for the programme which will allow for a broader, systematic and longer-term vision that more clearly contributes to an HDP nexus approach, whilst at the same time narrowing in on achievable intervention areas. This will see the programme extended for 15 months to the end of 2022, working in the Somali and Gambella regions.

An important lesson with relevance for other programmes with a strong nexus approach, especially larger UN agency implemented programmes, is that the administrative and programme management structure need to be clearly established and resourced from the start. Given that these programmes have a wide aim, multiple components and need to be flexible, the administrative foundations need to be solid and smart.

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Ethiopia programme example # 2: UNICEF – building an Integrated Safety Net System for the most vulnerable women and children in rural and urban Ethiopia (ISNP)*

Budget and dates: SEK 387.8 million over the seven years (2017-2024) with an additional contribution of SEK 29 million. SEK 15.6 million and SEK52.7 million agreed in 2020, 2021 and 2022 respectively for top up responses to the COVID-19 pandemic and conflict related needs.

Implementing partners: UNICEF

Rationale and aims: UNICEF is piloting an integrated safety net program (ISNP) within the existing social protection structure of the country to generate evidence supporting the inclusion of social workers, linkages to basic social services, case management and integration of livelihoods components with self-help groups and financial literacy programs.

The overall objective of the pilot is to achieve improved community and household resilience among vulnerable poor people including IDP and host populations in Amhara receiving a large number of IDPs. There is also support to the wider Productive Safety Net Programme (PSNP) contingency budget which is pooled with other donors' funds and is currently supporting four regions affected by drought (Oromia, Southern Nations, Nationalities, and Peoples' Region - SNNPR, Southwest Ethiopian Peoples' Region and Somali).

A key component of the ISNP pilot program is the collaboration with the Ministry of Women and Social Affairs (MoWSA) for systems strengthening and institution building. The aim is to harness the potential synergies that can be realized from integration of social protection policies and programs, and directly responds to one of the strategic principles of the National Social Protection Policy. This phase of the programme also has a humanitarian-development nexus element as it supports shock-responsive social protection measures, bridging the gap between emergency aid and long-term development interventions and strengthening the system in order to ultimately reduce humanitarian need.

In 2020, Sweden provided additional funding to support a Covid-19 cash transfer top-up and in 2021 and 2022 a further amendment was agreed to enable response to the major escalation in humanitarian needs. The recent amendment was the first horizontal expansion of the Urban Safety Net Programme (USNP) to meet the needs of people in the conflict areas who had no other formal support structures. UNICEF and Government of Ethiopia (mainly the MoWSA) have collaborated to leverage the existing social protection system to respond to the needs of not only conflict-affected PSNP clients but also IDPs who had no other formal support.

Leadership and coordination: Compared to the wider PSNP V program (spearheaded by the Government), Sweden's contribution was limited to focus on pilot initiatives to support the MoWSA to generate evidence. However, these pilots proved to be influential to the integrated approach which was formally approved in the new phase of the PSNP (the fifth phase which started in 2021). Sida had joined

with UNICEF in advocating for the pilots and also took a key role in coordination among the donor working group. This program and the advocacy strategies proved to be catalytic in supporting a dedicated output on services linkages in the new PSNP V with social workers playing an integral role.

Emerging learning: The safety nets have provided support to an expanded number of people, helped to strengthen the social workforce, and adapted to address the needs emerging from the pandemic and the conflict. Evidence has also suggested that the ISNP/ PSNP, through its income strengthening and awareness-raising channels of complementary programming, is a promising strategy for addressing child marriage. A series of evaluations and studies have provided valuable evidence of positive impact of the PSNP, including mitigating the adverse effects of COVID-19, improving household food consumption, and being able to coordinate well with the Humanitarian Food Assistance (HFA) Programme in order to reach people experiencing chronic poverty as well as those with immediate term acute vulnerabilities.

However, monitoring reports also found that existing safety nets were not quick enough to respond to the effects of the pandemic, partly because data showed that cases were concentrated in Addis. Even when Sida did support the USNP, pay-outs to beneficiaries were slow.

The sustainability risks identified in the last mapping report remain. The sustainability of the programme lies with the Ministry of Labour and Social Affairs' (MoLSA) mandate to develop and manage the system. The MoLSA has come a long way in their capacity to manage the fund but most its attention in the last two years has been on emergency gap-filling and it still lacks adequate staffing and structures – efforts have been made to ensure its role is well supported and formally recognised in the next phase of the programme.

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Ethiopia programme example # 3: Initiative Africa, Making Change Happen – Business for Peace and Development project

Budget: This project is a cost-extension amendment of SEK14 million over three years – 2021-2023.

Implementing partners: Initiative Africa

Rationale and aims: The private sector and security are linked in many ways, most obviously because thriving markets and human security go hand in hand. Indeed, conflicts brings about challenges to business operations and profitability. Growing conflict in Ethiopia, including the protracted war in the northern regions, has necessitated calls for an inclusive dialogue and peace development agenda, but the consistently forgotten player is the private sector. The aim of this program is therefore to bring the private sector to the table and develop avenues for political dialogue to achieve practical and peaceful solutions. The idea is for business to help in preserving social and civic fabric by continuing to do business across different conflict lines and work together with other civil society groups. Support is needed in several ways: for businesses to adopt a conflict-sensitive lens to their operations to achieve positive impacts; for the public sector to become more comfortable working with the private sector on a long-term and sustained basis; and to enable the private sector to engage in peace building efforts with other actors seeking their business-perspective early on.

This programme therefore has three main aims: to mobilize the business community to engage in peace-building and conflict resolution actions and activities; through corporate social responsibility to maintain support for effective peace building and inclusive coordination amongst Government, private sector, media actors and civil society; and to respond to concrete challenges and opportunities to build a peaceful and just Ethiopia through civic education, training, internship and apprenticeship activities.

Leadership and coordination: Initiative Africa is collaborating with other peacebuilding organisations to strengthen support and harmonize activities. It has signed an MoU with Ministry of Peace which is the responsible public institute for the implementation of peace activities. It is also working with Ministry of Trade, research institutes, think-tanks, the Ethiopian Chamber of Commerce as well as regional Chambers and associations. Sida is also closely engaging with Initiative Africa and creating links with other relevant partners working in the peacebuilding sector for potential collaboration.

Emerging learning: The unpredictable security and political environment constitute the main risk to the success of the project. Given the highly polarised political context, the project requires very careful and sensitive implementation. It is also debatable whether this is really to be considered as an example of the HDP nexus approach, rather than of development and peacebuilding, as there is no humanitarian aspect to the programme.

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Kenya

Country background

The whole of the Horn of Africa is becoming more prone to climatic shocks and these are becoming increasingly frequent in the arid and semi-arid lands (ASALs) which cover most of Kenya – northern counties are particularly badly affected. Kenya has devolved its budgets to county level, so capacity is uneven and some of those most affected have limited capacity to plan properly.

This risk profile makes Kenya well-suited to a nexus approach as does its approach to welfare. With a child grant and universal pension scheme, Kenya has a platform for social protection and the beginnings of a welfare state which can be 'piggy-backed' onto rather than duplicating or building parallel systems. Shock responsive social protection is now enshrined in Kenyan legislation. On the development side, there is much openness to look at building resilience to vulnerabilities in the ASALs. The UN is now developing its new country development framework with much scope for joint analysis and Sweden is willing to support the Resident Coordinator's Office to coordinate joined-up thinking – including bringing together nexus-related advances in DRR and anticipatory action. Although there is no specific nexus platform, or plans to create this, connections between the pillars are regularly made, including around the country plans.

Development and humanitarian coordination are both quite limited. On the humanitarian side, given the small response there has been no OCHA presence or active cluster system in for at least five years. Development coordination remains weak and there is little geographic coordination – a previous UN attempt to implement an area-based programme in Turkana proved unsuccessful and it will be important to learn lessons from this. There is specific coordination around the refugee response under the Comprehensive Refugee Response Framework (CRRF) which was signed in 2021.

Overview of Sweden's nexus approach

The new strategy (2021-2025) has a budget of SEK1.75 billion – so roughly SEK430 million per year.

The development strategy is now in its second year of implementation and includes a major new emphasis on nexus approaches, which in this context centres on durable solutions and disaster risk reduction. This is stronger on the humanitarian-development side than it is on peace – more attention is needed on conflict sensitivity, particularly given the increasing risks of clashes as resource scarcity grows. This is however emerging from programming – for example good conflict analysis enabling the WFP social protection programme to expand horizontally to avoid deepening conflict (see below).

There is no HCA for Kenya, so - apart from the possibility of allocations under the global rapid response mechanism with strategic partners - the only humanitarian allocations are for the refugee response which come under the HCAs for Somalia and South Sudan crises – amounting to around SEK43 million in 2021. However, the absence of humanitarian allocations for Kenya does not rule out a nexus approach:

the logic of social protection investments is to support systems to be able to function when an emergency happens.

Sweden's internal coordination and staffing

The regional resilience/nexus advisor's responsibilities are officially split 80% Somalia/20% Kenya though this is flexible. The post links closely with environment and climate and social protection colleagues in country and humanitarian and social protection specialists in Stockholm. The fact that the adviser does not have responsibilities for specific programme and budget management, allows her to dedicate time to cross-team and cross-portfolio support.

The Humanitarian Unit was not deeply involved in the drafting of the development strategy, but did have input into the nexus sections.

Kenya programme example # 1: WFP capacity strengthening for DRR and resilience

Budget and dates: SEK94 million over four years – 2018-2022, with additional funding of SEK27 million in a 2021 amendment to respond to the drought.

Implementing partners: WFP

Rationale and aims: Sida has been supporting WFP since 2018 to support communities across nine counties in the ASALs to strengthen households' livelihoods and enhance resilience and capacities to mitigate the impacts of climate-related shocks. Seeking to support improvements at an institutional, as well as community level, this comprehensive package of work includes a focus on building national and county governments tools, skills and capacity on disaster risk reduction, food security analysis and early warning systems – as well as local investments in climate-smart agriculture, production, and loan schemes. Within this integrated package for households, during the two annual lean seasons, WFP also provided cash-based transfers and food assistance to the most vulnerable households.

In September 2021, the ongoing drought reached the scale of an officially declared national disaster. Poor rains, compounded by the effects of Covid-19, insecurity, pests and diseases caused humanitarian needs to escalate in the ASALs and prompted the launch of a humanitarian Flash Appeal. In response to the situation, Sida agreed an amendment to enable WFP to expand its cash transfers programme to support the worst affected communities through the emergency food gap. The additional funding from Sida would also support community-based projects for climate-smart infrastructure – such as solar-powered bore holes - to build resilience to future shocks. This is in keeping with the integrated approach of WFP's ongoing resilience work, seeking to ensure that gains in self-reliance are not lost.

Emerging learning: The amendment to this programme was only agreed at the end of 2021 – so it is too early to see any lessons and evidence about outcomes. There are important lessons about approach however. Firstly, because WFP is a dual-mandated organisation they have been able to be creative in using development funding to create a responsive and expandable system – deploying development funds to enable the intervention to address the drought response.

A bigger question raised by Sida's support for resilience strengthening through social protection is around size and scope: in other words, 'what is the measure for when communities have become resilient enough?'. This is yet to be defined, but it remains important to develop a rationale and methodology. This is part of a wider need for evidence on resilience outcomes: there is a widespread counterfactual narrative that despite the severity of the drought, it would have been worse if investments in resilience hadn't been made – but this is not yet backed up by evidence nor expressed in the monitoring framework. There is a foundation to build this evidence on: in the early stages of social protection in Kenya, an impact evaluation had been commissioned to 'sell' the idea to the Government; Sida also provides multi-country support to UNICEF Innocenti to build the evidence base and

they have conducted some studies in some countries to measure impact of social protection.

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Mali

Country background

In the past two years, the situation in Mali has deteriorated due to climate pressures, insecurity and political turmoil and the effects of the pandemic. The military removal of the President in August 2020 was followed nine months later by a coup and the volatile situation is being exploited by extremist groups. Income poverty is estimated to be 47% and poverty levels increased by 5% in 2020-2021. By the start of 2022, one in two Malians were affected by the humanitarian crisis: the number of IDPs reached a record 400,000 – from 190,000 in the last report; 25% of children suffered from chronic malnutrition and 10% of under 5's from global acute malnutrition. Protection threats, blockades and violent attacks against civilians are rife. As the transitional government has failed to advance an election schedule or implement reforms, international sanctions have been imposed and Sweden has frozen its bilateral development support to the Malian state.

Recent efforts and initiatives by the many international actors in Mali to define and implement the HDP nexus have been slow, challenging and contentious. Previous progress towards joint analysis, defining common results and establishing nexus pilot areas, stalled in 2021. It remains the case that it is easier to achieve cooperation and complementarity within programmes, than at the wider cross-sector level. Disagreements remain around the feasibility of a triple nexus approach in the militarised context, but efforts are underway to resurrect some coordination. The nexus group which was hosted under the previous Commission Réhabilitation des Zones Post-Conflict (CRZPC) is now being integrated into the new commission for conflict-affected zones (CAPZAC) with a mandate to support and promote a coherent and intersectoral approach to restoring public services in affected areas. This aims to make the HDP nexus approach less visible per se, instead to integrate it more naturally in coordination discussions for conflict-affected areas. ECHO is temporary co-lead of this new CAPZAC with MINUSMA.

Overview of Sweden's nexus approach

Under Sida's current development strategy for Mali (2021-2025), there was an agreed budget of SEK2 billion – a significant increase on the SEK1.1 billion under the previous four-year strategy.

Mali is also a major humanitarian crisis and as such is a humanitarian priority for Sida. The humanitarian allocation for 2022 currently stands at SEK120 million. The humanitarian strategy includes a focus on multi-year humanitarian finance and Sida supports IRC and NRC's work in Mali with three-year grants – this long-term visibility supports effective and predictable humanitarian work, but also enables connections with development work.

The new four-year development strategy for Mali (2021-2025) makes explicit reference to improving synergies and harnessing linkages between the nexus pillars, and Sida is currently developing an internal country-level nexus plan. As part of its approach, Sweden continues to promote the small 'p' of peace through its support to partners for social cohesion and peacebuilding work, in a context where concerns about a militarised approach to peace continue to be a barrier to nexus dialogue.

Several partners, including FAO and UNICEF, receive support from both the humanitarian unit at Sida and the Embassy and this enables complementarity and coherence. Sweden also promotes increased collaboration across HDP, through participation in multi-stakeholder platforms including the Mali Good Humanitarian Donorship group, the Humanitarian Country Team and technical working groups.

Sweden's internal coordination and staffing

The Embassy has a programme manager for resilience and natural resources, with 25 % of her role dedicated as humanitarian focal point. There is no specific nexus advisor at the Embassy, but the programme manager above is the nexus focal point.

There is close collaboration between Embassy staff and with Stockholm: with regular joint field visits; joint drafting of the humanitarian crisis analysis; embassy engagement in the annual humanitarian allocation process; in-depth discussions on opportunities and limitations for increased cooperation; and the emergence of joint analysis based on risk and vulnerability. The Embassy and advisers in the Humanitarian Unit in Stockholm provide joint support to organizations to support convergence of humanitarian and development efforts where possible in crisis-affected areas.

With Swedish presence in Mali including the Folke Bernadotte Academy (FBA), Statistics Sweden (SCB) and the Swedish Armed Forces, the Team Sweden concept has been developed and has proven important to maintaining and improving operations. The Team Sweden concept also includes Swedes who work within the UN system, for example at UN Women, the World Food Program and UNICEF. Sida's collaboration with the Folke Bernadotte Academy in peace and security issues has been intensified, not least in connection with the operationalization work of the strategy and the fact that the FBA envoy is stationed at the Embassy.

Mali programme example # 1: Mercy Corps/IA/HI: Ben ni Baara – « Work and Peace » (formerly known as BREAKWATER)*

Budget and dates: SEK 79 million over three years (2020-2023)

Implementing partners: Mercy Corps (lead partner), International Alert, Humanity and Inclusion

Rationale and aims: The programme takes a holistic approach to preventing the further spread of violence in Central and Southern Mali and ensuring that conflicts are peacefully mitigated through local systems wherever possible. It addresses the resilience of communities to prevent deterioration of their situations.

Focussing on improving human security among fragile buffer zone communities in the Segou and Mopti regions, it has three outcome pillars to improve: local capacities to effectively manage inter/intra-community relational drivers of human insecurity; individual, household and community capacity to offset economic and environmental drivers of human insecurity; improved relations between citizens and the state to overcome governance-related drivers of human insecurity.

Working to their comparative advantages and expertise, the implementing partners' activities address natural resource management challenges, the breakdown of inter-ethnic relations and traditional mechanisms for conflict resolution, economic drivers of conflict, and a broken social contract between citizens and the state. This includes programme elements on land and natural resource management; on income generation and market functioning for agro-pastoralists; household resilience, and local and commune-level conflict prevention and resolution capacities.

Leadership and coordination: Mercy Corps is a member of the network of the humanitarian and development network of NGOs in Mali, FONGIM ensuring coordination and complementary. Through a joint field visit to Segou in October 2021, Mercy Corps and its partners showed that they build on existing structures and has included new groups in a respectful manner accepted by the community and the authorities. Mercy Corp has liaised with the society it operates in and has developed collaboration with state authorities, the Malian army, and other partners.

Emerging learning: According to the 2022 annual report to Sida, the programme was proving successful against its conflict resolution outcomes, but far below target against its economic resilience outcomes. This was partly attributed to the poor weather patterns and exacerbated security situation which has slowed down implementation. Given the situation, the citizen-state relations component was found to be particularly weak. The political impasse and the imposition of sanctions have resulted in tensions between Malian authorities and the international community, thus posing increasing operational and programmatic risks which necessitated Mercy Corps Mali leadership and the Ben ni Baara programme teams to design and put in place contingency plans to mitigate the resulting risks and ensure the continuity of programme implementation.

A key finding was that the programme has some way to go in forging connections between the many fragmented activities, actors and results areas that it involves. Access to finance has been identified as the most important cross-cutting need, so

the programme will focus on connecting key players through the market systems component of the programme.

Internal contact point: Joel Ahlberg, Programme manager, Peace and Human security, joel.ahlberg@gov.se, Swedish Embassy in Bamako.

Mali programme example # 2: FAO-UNICEF-WFP joint resilience program 2021–2025

Budget and dates: SEK 200 million, over the four years 2021-2025

Implementing partners: FAO, UNICEF and WFP who will also forward funds to implementing partners.

Rationale and aims: In Mali, 70% of the population is dependent on agriculture, primarily low-productivity small-holder farming. This food production is under threat from climate change and insecurity. This programme focusses on the Southern regions of Segou, Sikasso and Bougouni, due to their high levels of food insecurity and vulnerability to shocks, as well as their potential for a successful nexus approach due to ongoing projects and decentralised state structures.

The programme takes a multi-sector and multi-timeframe approach: seeking to stabilise the food, nutrition, and health situation of the most vulnerable in the short-term and strengthening the food and nutrition security in the medium and long-term. The three agencies work together to provide an integrated package for vulnerable people – including IDPs - in the same geographic areas and working with their dual mandates to address shocks and strengthen systems. By focussing on durable solutions for both IDPs and host communities, the programme aims to decrease social tensions.

The programme departs from a joint analysis based on multidimensional risks, including effects of climate change and conflict and aims at strengthening resilience at various levels (individual, particularly the most vulnerable communities and institutions) to these (recurrent shocks) through a multisectoral (water, health nutrition, social protection, agriculture, pastoralism, livelihood) and interlinked and system strengthening programme approach (agropastoral and ecosystem), by three double-mandated actors (humanitarian and development) working in a complementary and coordinated approach (UNICEF, WFP, FAO).

The programme has built-in flexibility to allow it to respond to emerging shocks in the programme period and provide for the possibility of vertical or horizontal expansion of assistance if needed. The program also includes important linkages to the national social protection safety net – not least by establishing the Registre Social Unifié (social registry) which will be essential for targeting and expanding programs. The programme is designed as a catalytic opportunity for the three agencies, which will strengthen their collaboration in synergy with other actors and other initiatives to increase the impact of their contributions towards resilience in the targeted areas.

Leadership and coordination:

The programme is aligned to national development strategies and priorities, and also to the joint European Programme in Mali. It has also been designed with specific reference to the DAC HDP nexus recommendation and based on the UN Nexus strategy in Mali which was agreed by the HCT in October 2020.

Emerging learning: This programme draws on lessons learned from other programmes, including from Sida's joint humanitarian-development support to FAO in Mali and the region (which featured in the 2020 collection of nexus experiences) which found a mixed picture of effectiveness – positive on social cohesion, but modest on resilience. It also found that although the programmes took into account a conflict sensitive and nexus-aligned approach, they were not always integrated at the recipient level, and that conflict sensitivity was hampered by a lack of partner capacity. Despite multi-year funding, FAO's action remained limited to the humanitarian response and did not make strong links to development work.

This programme complements and build on similar programmes funded by the CERF fund, Canada, and Germany where lessons learned have been considered.

The risks to long-term approaches and suitability of the programme remain high, given the uncertainties of the context in Mali. There are also identified risks around the smooth collaboration between the three agencies – while they have experience of joint programming it will require good oversight from the steering committee to ensure that there is good joined-up implementation. The three agencies have also signed a global MOU to strengthen collaboration and coordination.

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Mali programme example # 3: UNICEF thematic support

Budget: SEK110 million over six years, 2019-2025

Implementing partners: UNICEF

Rationale and aims: This thematic support are focused on wash, social inclusion and child protection and supports UNICEF's Country Programme (2020-2024) which is based around the life cycle of the child – from ages 0-18 and its vision is that all children and adolescents, including the most vulnerable, will live and participate in resilient communities, enjoying a protective, nurturing and supportive environment.

Access to water is particularly low in the northern regions of Mali. At the same time, child protection needs are increasing as the security situation deteriorates – protection needs continue to be underfunded by other humanitarian and development actors. Based on this, an amendment was made in December 2021 to focus the intervention on the two components of Child Protection and WASH and to concentrate the geographical coverage of the intervention on the northern regions of Mali (Gao, Tombouctou, Taoudenit, Menaka and Kidal).

Leadership and coordination: As a double-mandated organisation, UNICEF plays an important role within both humanitarian and development coordination in Burkina Faso. They lead and co-lead several different mechanisms, including the WASH cluster. Sweden is funding UNICEF both humanitarian and bilaterally enabling Sweden to have close collaboration how to link the interventions. UNICEF is also an actor who is organizing specific learning events on how they work on the nexus approach.

Emerging learning: The flexible contribution from the Government of Sweden was instrumental as it allowed to rapidly respond to context and needs changes in order to ensure the continuity of services for children and adolescents, girls and boys, survivors or at risk of all forms of violence in both development and humanitarian context and maintain UNICEF and partners presence in the field despite the challenging movement and gathering restrictions including in the most marginalized areas.

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Mozambique

Country background

The escalation of violent conflict in the north of Mozambique, together with the increasing frequency of climate-related events, have prompted new attention to nexus approaches. In the wake of Cyclone Idai and the first wave of conflict, many development actors shifted to provide humanitarian aid and there are continued calls for development support to reach vulnerable areas. As the situation is becoming protracted, with continuously increasing numbers of displacement, humanitarian funding is not enough to respond to the needs, and there is also a financial necessity to shift from purely humanitarian activities to more longer term interventions.

Aid coordination in Mozambique has room for improvement, especially in regard to coordination across the nexus and between humanitarian and development actors. On the humanitarian side, there have been some signs of improvement with the establishment of an OCHA country office and the brief presence of a Deputy Humanitarian Coordinator HC.. However, there is not a functional 'one UN' approach, there are ongoing tensions and disagreements between agencies including between UNDP and the RCO around when and how fast to shift modes. Humanitarians operating in the North have concerns around UN actors entering to pursue stabilisation goals without due regard for principles or sensitivities - this initially fuelled suspicions that the nexus is a pre-text for stabilisation. Yet, with 40 % of the population in Cabo Delgado dependant on food distributions, it is becoming increasingly clear that a solely humanitarian approach is unsustainable. There is also a perceived distance between decision makers in Maputo and responding humanitarian agencies in the north, with humanitarian issues not being prioritised in relevant fora.

The EU is undertaking some mapping of humanitarian and development interventions in Mozambique but this is more to indicate scale, rather than to inform strategy. The Good Humanitarian Donorship group meets regularly but there is a mixed level of interest. Government plans have been elaborated for the North and these provide an opportunity for Sweden to bring a nexus perspective into discussions. There is some nexus thinking and language emerging in the UN development country framework and in agencies' strategies - but this is not translating into practical application or strategy. There are no specific working groups on the nexus or talk of developing collective outcomes.

Overview of Sweden's nexus approach

Mozambique is currently one of Sweden's major development recipients. The current strategy (2022-2026) set out SEK4 billion over four years – one of the biggest allocations globally. This represents an increase of SEK 200million per year from the previous strategy. The humanitarian allocation is now SEK42 million initially – a similar amount to the previous year, which was then topped-up over the course of the year.

Working with a nexus approach is clearly the 'red thread' in the Mozambique country strategy. In practice, it means addressing the gap where the development mandate

stops and before the humanitarian mandate starts. It is also an intrinsic part of addressing basic social services and basic needs. There has been explicit discussion of the nexus in the strategy operationalisation process – in decision-making about geographic focus and programme allocations.

Sweden's internal coordination and staffing

The recruitment of a nexus adviser in August 2021 was part of a wider decision to focus on the nexus in Mozambique. Having this post in place has enabled significant progress in strategic thinking and practice over the past year, and it combines an advisory role with responsibility for some allocations.

There is no internal nexus group in the embassy – the team is not big enough and is already saturated with groups and teams. Instead, the emphasis is that making links across HDP efforts is something that everyone works on across their areas of responsibility: by shifting geographical focus; by including IDPs and DDR beneficiaries in development interventions; and considering adding crisis modifiers into relevant agreements.. The team structure is under review as part of the operationalisation of the new strategy. There are close and regular links with advisers in Stockholm.

Mozambique programme example # 1: UNICEF nexus support in Northern Mozambique

Budget and dates: SEK 50 million over two years 2021-2022

Implementing partners: UNICEF

Rationale and aims: Nampula and Cabo Delgado provinces in northern Mozambique are among the poorest in the country and poverty has been exacerbated by violence, extreme weather events, and the impacts of the COVID-19 pandemic. Children are affected by multiple deprivations resulting in high rates of stunting, illiteracy, and child marriage. They also suffer the effects of the conflict including attacks on schools, abduction, forced recruitment and internal displacement.

Through this programme, UNICEF seeks to scale-up programming in these provinces to address long-term deprivations and support the fulfilment of child rights for both displaced persons and host communities. UNICEF will take an integrated programme approach to provide social support that is long-term focused, connected, and embedded in government and community structures. This approach also lends itself to community stabilization and a decreased vulnerability to manipulation by armed actors. Through this intervention, UNICEF will enable grant payments (child grants) to vulnerable families in the Cabo Delgado province through the national social protection payment system.

The approach is based on three main pillars: children survive and thrive from birth through five years; children learn and are protected from exploitation, abuse and violence; and addressing the needs of vulnerable adolescents. Within each pillar, UNICEF will look at: service delivery (supply); social and behaviour change communication (demand); and creating an enabling environment (systems strengthening). These three focus areas are interconnected and mutually reinforcing and will allow UNICEF to address immediate needs, as well as address the humanitarian-development nexus through system strengthening and community mobilization. At the activities level, it comprises an integrated package of complementary services that include health, nutrition, WASH, protection, education, and social assistance, accompanied by social-behavioural change communication.

Leadership and coordination: UNICEF will engage principally with relevant ministries of the Government of Mozambique at the local, district, and provincial levels. This will complement work at the national level focused on advocacy and national systems and in complementarity to UN sister agencies as part of the current and future UNSDCF and Country Programme. Activities also align with the Social Protection programme focused on supporting children and caregivers through support to the Government's child cash grant expansion, and demands close collaboration with MGCAS (Ministry of Gender, Children and Social assistance). For the youth component, in which youth are provided vocational training and basic numeracy and literacy training, UNICEF works with the provincial authorities, who are the ones providing the education component. Furthermore, UNICEF engages with the Ministry of Defence, for activities related to the CAAC agenda and trainings provided in collaboration with Dallaire institute.

Emerging learning: This allocation was only agreed at the end of 2021, as part of a wider approach to use development funding to address the effects of crises. As it is so new, learning is so far limited. However, what so far has been seen is the need for flexibility and to allow time for negotiations with government. Due to sensitivities in providing cash payments (child grants) in a conflict environment and perceived risk of inserting financial means into the insurgency. Although these were finally resolved – with the input of the social protection working group - there were initial programme delays as these were discussed with government counterparts. Furthermore, there seems to be different takes on what “nexus” interventions should include, where UNICEF consider nexus to be a mix of interventions of humanitarian, development (and peace, though less so in this particular intervention) activities, and Sida is rather looking for an intervention that has a medium term outlook in regards to results.

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Mozambique programme example # 2: UNFPA family planning and gender-based services

Budget and dates: SEK 56 million over two years – 2021-2023

Implementing partners: UNFPA

Rationale and aims: This programme aims to ensure the availability of contraceptives at the national level and scale-up family planning and gender-based services at the community levels in three provinces (Cabo Delgado, Nampula and Niassa provinces). It will target the most vulnerable – including both IDPs and host communities. The programme takes an explicitly triple nexus approach as it addresses both emergency needs and longer-term development and social norm change.

In addition to a long-standing lack of adequate health provision nationally and in these regions, the conflict has brought the destruction of health facilities, disruptions to reproductive health commodity supply chains, and a strain on healthcare resources in districts of displacement. All of these have severely affected access to antenatal care and to skilled birth attendance. Although Mozambique has one of Africa's most progressive policy frameworks for safe abortion, harmful norms and stigma and unequal access to services mean that the mortality rate from unsafe abortion remains high. Girls are at high risk of GBV and early marriage.

The UK had been one of the major funders to Sexual and Reproductive Health, so the 2021 cuts to its development cooperation budget has affected programmes globally, leaving UNFPA with an estimated annual gap of \$3million over the next three years. In Mozambique, this may mean the closure of service delivery points.

Leadership and coordination: UNFPA is engaging with the Ministry of Health and the Ministry of Gender, Children & Social Action (MGCAS) on provincial and district level. Counterpart related to service provision, provision of commodities and mobile brigades is the Ministry of Health, whereas MGCAS is the collaborating partner for GBV. At a community level (for GBV), UNFPA is trying to engage either through MGCAS or local NGOs, depending on community.

Emerging learning: As this programme is in the start-up phase, there is little learning available yet. However, there seems to be different takes on what “nexus” interventions should include, where UNFPA is including activities that in Sida's opinion are rather humanitarian in nature.

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Key reference documents: Appraisal of intervention; concept note

Sahel region

Regional background

As noted in the last nexus mapping study, the Sahel region covers a group of countries including Burkina Faso, Mali, Mauritania, Niger and Chad, as well as Northern Nigeria and Cameroon, which are experiencing internal and cross-border challenges. The region faces multiple connected, and often cross-border, challenges which are depleting the resilience of vulnerable populations: extreme poverty, weak governance, rapid demographic growth, armed conflicts, climatic shocks, natural hazards, food and nutrition shortages, and increasing insecurity.

Since the last study, there has been little change in regional coordination for a nexus approach. The UN developed a UN integrated strategy for Sahel in 2017 but has not pushed strongly on implementation or coordination. Sida had funded a joint UN agency approach in Liptako Gourma which was reported in the last study. The aim was to show how a well-coordinated UN approach in a fragile context could make a difference, but reported results have been very limited, partly due to the deteriorating security context and to the Covid-19 pandemic but mostly due to UN internal challenges of coordination and follow-up.

In the Lake Chad region, there is greater coordination due to the stabilisation strategy adopted by member states of the Lake Chad Basin Commission (four Boko Haram-affected countries in region plus others) and endorsed by the AU. The operationalisation of this strategy is done *inter alia* via a multi-stakeholder task force divided into different clusters, with a focus on HDP nexus. The implementation of the regional stabilisation strategy is supported by the UNDP's Regional Stabilisation Facility (RSF) for the Lake Chad Basin which Sida supports financially (see below). Humanitarians, especially in northeast Nigeria have been very critical of UNDP's approach to stabilisation and the way it has been used by sub-national authorities, especially in Borno state, with concerns about involuntary return of IDPs.

There is now a commitment to a durable solutions compact initiated and backed by UNDP – this offers a platform to sequence and structure humanitarian, stabilisation and development engagement. UNDP is now offering to convene coordination meetings between humanitarian, development and stabilisation actors.

Overview of Sweden's nexus approach

Under Sida's new strategy for regional cooperation in Africa, there are no longer specific sub-regional instructions or allocation of funds. Following from the operationalisation of the new regionalisation strategy, there is agreement that Sahel remains a very vulnerable region and a priority as Sida is already established there with continued programmatic engagement. The exact configuration of future regional programmes was in the process of being decided. Support has increased to countries in the Lake Chad region and so has the interaction between the Sida colleagues working on humanitarian and regional development cooperation although mostly in terms of information exchange. The Sahel region is a growing humanitarian focus for Sida with HCAs in 2022 for Nigeria, Chad, Cameroon and Niger as well as Burkina Faso and Mali.

The nexus approach arises from the awareness that an integrated approach is required to the most vulnerable communities in highly fragile areas. For the Sahel region, there is also the running question of what the peace pillar means in a region where there is a strong emphasis on 'hard P' in terms of security forces - although Sida largely focusses on 'soft p' peacebuilding and social cohesion, the proximity to military counterinsurgency and stabilisation agendas cannot be avoided. Be it the 'hard' or 'soft' p, reality has also painfully reminded all actors of the importance of conflict sensitivity as civilians usually are forced to choose a side in the conflict and negotiating local peace accords with one side or providing information or intelligence to another side has often resulted in violent retaliation.

Sweden's internal coordination and staffing

The regional teams in Addis Ababa and Ouagadougou, as well as in the Africa department are now collaborating and cooperating better with humanitarian colleagues, although still mostly in terms of information exchange. The Africa Department's recent shift from a thematic to a geographic structure has enabled discussions on context and political developments – providing a better platform to engage with humanitarians.

An informal Sahel group, including staff from the MFA and Embassies, now meets monthly and is a useful loose forum for cross-learning and addressing possible tensions between humanitarian, development and political actors.

Sahel programme example # 1: Regional Stabilisation Facility for the Lake Chad Basin Region*

Budget: SEK 80 million over three years (2022- 2024). This comes after first phase funding of SEK 80 million over 2019-2021. Support for the second phase is currently under preparation. Sida hopes to sign an agreement in September.

Implementing partners: UNDP manages the Facility and is the sole implementing partner although much of the implementation on the ground actually happens via sub-contracting or on-granting to local partners (private sector, NGOs, think tanks), not least given the challenging security context with limited access for UN staff.

Rationale and aims: The Boko Haram violence severely affected communities in the Lake Chad region - in Chad, Nigeria, Niger and Cameroon. In the areas which the Boko Haram has recently left there is a need for rapid action on stabilisation including filling in the basic services vacuum in health, markets, education, and youth employment.

The Regional Stabilisation Facility aims to provide short term, visible and quick impact development and peace building interventions in these areas, to stabilise the situation, enable IDPs and refugees to return and lay the ground for longer term development interventions which address the root causes of the ongoing human security crisis. It has four national windows to support immediate stabilisation (up to 18 months) in the four countries, and a regional window offering extended support. It supports implementation of the existing regional political and response frameworks - namely the Lake Chad Basin Commission (LCBC) and Africa Union Regional Strategy for Stabilization, Recovery and Resilience of the Boko Haram-affected areas of the Lake Chad Basin.

Leadership and coordination: In the past year, there has been a clear increase in interaction and information exchange between humanitarian and development staff at Sida working with this region, primarily in the form of information exchange but also to reinforce dialogue with our respective partners.

Whereas UNDP had to date insisted on a 'single agency approach' for implementation of the stabilisation facility, donors are putting increasing pressure on UNDP to seek complementarity with other partners and programs, including humanitarian, since it is becoming obvious that long term sustainability of results achieved, and UNDP's exit from short term stabilisation interventions will require closer cooperation and coordination with other actors. The increased pressure to promote and implement the HDP nexus also comes from within the UN system. Given that most donors to UNDP's stabilisation facility are also big humanitarian donors, they do not want to see polarisation between humanitarian action and stabilisation.

Emerging learning: UNDP's approach to stabilisation (clearly choosing one side of the conflict, i.e. supporting the return of the state, which goes contrary to the neutrality principle of humanitarian agencies) as well as its insistence on a 'single agency implementation' point to some of the challenges of getting UN agencies to

work together on a nexus approach. Part of the problem also seems to be that national authorities use stabilisation to further their own political objectives and undertake programs, e.g. return of IDPs, in the name of stabilisation but without the safeguards UNDP would put in place under its stabilisation facility, including ensuring sufficient security, presence of basic services and access to livelihood opportunities. As a way of reducing these tensions, UNDP has also proactively engaged in the formulation and implementation of the UN SGs Durable Solutions approach.

This reflects the finding of the Liptako Gourma Joint programme, which was featured in the last mapping study, where the eight UN agencies have not achieved the coordination and complementarity that was hoped for due to ongoing inter-agency disincentives and territoriality and weak coordination by UNDP.

UNDP delivery of the stabilisation fund shows they are good at doing what they do, but there are ongoing tensions with humanitarians in the face of intense humanitarian lobbying. Similarly, UNDP has shown that support can be scaled up through the Facility – but the impacts of this scale-up on long-term stabilisation and adaptations in ways of working are not clear.

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Somalia

Country background

Since the last nexus mapping study, Somalia has seen a Presidential election process which resulted in the peaceful transfer of power to a new leader, Hassan Sheikh Mohamud. This unblocked development support which donors and international financing institutions had been holding back due to delays and uncertainty around the democratic process. The AU mission, AMISOM, is now transitioning out of Somalia and the national security forces will take over. Whilst the mood is positive, there are deep uncertainties ahead.

Development and humanitarian needs continue to be high, and insecurity remains an issue, with Al-Shabaab continuing to present access constraints. Projections indicate that droughts and flooding are set to become even more severe and recurrent and the current drought is set to be worse than 2011. Combined with global food shortages and price rises, there are real threats of a major food security crisis or famine – with warnings that the current drought could be worse than that of 2011.

Coordination around the nexus has evolved since the last mapping study. Nexus task forces on thematic areas were set up, a new nexus High Level Steering Committee has been established – although to date these have stalled due to the pre-election political stalemate and lack of government engagement. There has been clear commitment to furthering the implementation of the Collective Outcomes: progressive collaboration around water management has advanced as has joint thinking on social protection. Programmatically, humanitarian response has tried to use – rather than bypass or duplicate - existing social protection channels, while the World Bank and EU are discussing building on learning to develop a national safety net programme.

There is still a need for greater clarity about what the HDP nexus means in practice, including delineating the respective roles and boundaries between humanitarian and development, and defining the longer-term vision for peacebuilding which has often been left out of the equation. The strain on humanitarian funds makes this particularly important - humanitarians are having to prioritise where to focus their limited funds, and this could create conflict risks.

Overview of Sweden's nexus approach

As noted in the last mapping study, Sida's development support is on the rise – doubling from the previous strategy to reach over SEK3 billion in the 2018-2022 strategy. The new strategy (2022-2026) is yet to be signed off and operationalisation will begin after the summer of 2022. Peace explicitly features in the development strategy, but there is a need to make this strategically and programmatically clearer as part of the operationalisation process. There is a desire to be more deliberate about beneficiary targeting in programmes to address issues of inclusion and exclusion, and to involve partners and communities in these discussions.

From 2020-2021, humanitarian funding decreased from SEK 200 million to SEK 120 million (initial allocations). In 2022, the initial allocation was also SEK120m but with top-ups it is currently at SEK 150m and likely to go up given the worsening situation.

Sweden's internal coordination and staffing

Overall Sida's investment in nexus advisers has been important, with their roles defined differently according to the context. Somalia benefits from having a Somalia nexus adviser and the attention of the Regional Nexus Adviser. There are strong working relationships between them, and with the programme advisers on durable solutions/resilience and water. There is however still unrealised potential to work as a team and defining roles and responsibilities around the nexus will help – in particular there is scope to better engage human rights, democracy and peace colleagues. Unlike in Kenya, the country nexus adviser does have responsibility for programme contributions – freeing her from these could allow more time for internal and external coordination.

Somalia programme example # 1: Building Resilience in Middle Shabelle (BRIMS)*

Budget and dates: A total of SEK80 million: SEK30 million over two years 2018-2020, followed by two amendments - in 2020 of SEK30 million and in 2021 of an additional SEK20 million.

Implementing partners: FAO

Rationale and aims: As outlined in the previous nexus mapping study, this FAO programme actively looks at how humanitarian and development approaches can complement each other. Based on analysis of where there are large populations facing IPC2 levels of food insecurity it works at all levels of society – from household to state institutions – to prevent them from falling into IPC3 or greater levels of food insecurity and crisis. The BRIMS programme centres on water, primarily water access, management and its productive use through three reinforcing outcomes: rehabilitation of irrigation canals to restore farmers' access to water; supporting farmers to organise into producer groups to increase effectiveness and profitability; connecting farmers and water committee to government sources, by enhancing the capacity of the relevant ministries to support them.

The 2020 amendment was agreed to enable a programme of significant irrigation works to be undertaken, and the 2021 cost extension was granted so that these could be completed and also to build river embankments where these had been damaged by major floods or were at risk of flood damage. The new amendment also adds a new set of activities to construct/rehabilitate market infrastructures for farmers and agro-dealers. In order to review progress made under the programmes, FAO will also undertake a Resilience Index Measurement and Analysis using FAO's technical tool to measure households resilience capacity.

Leadership and coordination: While a 2021 programme review found that it remained important and relevant, there were concerns about the implications of weak coordination between some key stakeholders: Government, NGO, UN, civil society and private sectors and FAO has committed to strengthening collaboration at both the strategic and programmatic levels.

When the programme began in 2018, there were very few other projects working on drought and flooding in the Middle Shabelle regions. However, several new programmes have since been initiated by other agencies due to the seriousness of the recurrent water-related crises – and close coordination is required to ensure complementary.

Emerging learning: The final evaluation is due in 2023, but to date the programme has demonstrated good practice in two areas. Firstly in terms of financing: Sida has shown it can have the flexibility to be able to top up partners' funding to deal with short-term flood response as well as long-term irrigation systems. This links and builds on what the World Bank and others are doing. Secondly, in terms of partnerships: FAO is double-hatted so is well able to take on nexus working and link to diverse partners – although as noted above this could be strengthened. FAO has had to adapt its sustainability plans for its projects – as original plans for community rehabilitation and ownership of the canals proved unfeasible. It is however seeking to promote community involvement and contribution in other areas – for example, other assets created and rehabilitated under the projects will be managed by inclusive community-based committees under the leadership of respective Ministries.

The last mapping study noted that conflict sensitivities have been a challenge throughout the programme, specifically regarding operation in Al-Shabab controlled areas.

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Somalia programme example # 2: Inclusive Local and Economic Development (ILED)

Budget: SEK60 Million over 2 years 2019- 2025. The lead is donor European Commission (via the EU Trust Fund for Africa), with support from Denmark, Sweden, ECHO

Implementing partners: Cash Consortium led by Concern Worldwide, and other agencies are Danish Refugee Council (DRC), Norwegian Refugee Council (NRC), and Save the Children International (SCI).

Donors:

Rationale and aims: The main objective of the EU-led ILED programme is to contribute to stability in Somalia by extending state authority and services, promoting local reconciliation and peacebuilding, creating inclusive economic opportunities and protecting the most vulnerable. It seeks to contribute to stabilisation and governance, economic growth and social safety nets. It works across nine outcome areas, which include: institution and basic services strengthening; conflict mitigation and peacebuilding; durable solutions and resilience; economic diversification, social protection and livelihoods.

Sida's contribution focuses particularly on the social safety net element. Somalia currently has no formal national safety net system, so the population relies on traditional and informal kinship-based systems in the face of increasingly frequent and severe shocks. Therefore the ILED programme seeks to provide people with predictable access to cash transfers to boost their income, consumption and resilience. The programme seeks to support the shift from emergency/humanitarian cash-based transfer programmes to a more government owned, long-term and predictable approach – but one that remains shock-responsive. The Donor Working Group and Technical Assistance Facility for the programme will feed into the design of a possible national social safety net programme, using evidence and learning from the programme to date.

Leadership and coordination: The World Bank is also leading Safety Net projects (supported by UM/Sida) so close collaboration is required to avoid duplication and assure complementarity. The Embassy therefore participates in both the donor working group on social protection as well as the government led social protection working group to enhance coordination and complementarity with the World Bank and ILED safety net projects and overall policy implementation.

Emerging learning: This programme is highlighting how cash is evolving from being a humanitarian response modality in Somalia to becoming embedded in development approaches. As this approach aims to have a nationally-led system it brings with it questions of how to work with and ensure Government ownership – and with the election of a new Government in 2022, there are opportunities to reset this relationship.

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Somalia programme example # 3: Somalia Resilience Programme (SomReP)

Budget: SEK138 million over six years (2016-2022), including top-up amendments of SEK6 million in 2019, SEK41 million in 2021 and SEK16 million in 2022.

Implementing partners: World Vision Germany as managing agency of the SomRep consortium of NGOs which comprise: the International NGOs ADRA, CARE, DRC, AAH, Oxfam, COOPI, World Vision Somalia and the Somali NGO Shaqodoon.

Rationale and aims: SomRep was established in 2013 aims to increase the resilience of chronically vulnerable people, communities and systems in targeted pastoral, agro-pastoral and peri-urban livelihood zones in Somaliland, Puntland and southern regions of Somalia. It provides a platform for at-risk communities to benefit from a combination of interventions that better position them to respond to shocks and stress whilst transitioning into livelihood development initiatives that are more sustainable and present a better chance for income security. Its activities include building capacities on Early Warning and Early Action, cash-based programming and savings groups, and initiatives for water management and access, natural resource management and pastoralist education.

The programme seeks to take a 'bottom-up approach', empowering people to be agents of change rather than recipients of aid and to ensure sustainable ownership of projects. It involves local authorities and governments where possible and has developed an approach to government engagement.

The most recent top-up of financing in 2022 is in response to the severe drought situation and will allow the SomRep to scale up response to meet the rising needs – in addition to those that can be supported through the crisis modifier mechanism that is built into the programme model.

Leadership and coordination: The Sida programme team supports the programme through participation in project meetings, field visits and quarterly Donor Advisory Group (DAG) meetings where information is shared with the donors to inform their advice to SomReP. SomReP also continues to ensure coordination with relevant development and humanitarian coordination mechanisms in Somalia.

Emerging learning: With its established approach to resilience, SomRep is well-suited to working across the HDP nexus and has set out its approach to this in its nexus strategy. The challenge for the consortium now is to focus this ambitious strategy into manageable, practical approaches. This is particularly the case for the peace element: although this is integral to the resource management element of the programmes, there is a need for a stronger overall articulation of this pillar of the nexus.

The consortium approach has been a feature of SomRep's success – allowing it to draw on the strengths, capacities and presence of each of its members in a multi-sectoral approach. Although one national NGO has now joined the Consortium, there is room for reflection about member composition – to move towards a more localised perspective on the nexus.

The crisis modifier mechanism ensures that gains made from resilience work aren't lost during major shocks. SomRep is planning to gather lessons from this approach by the end of 2022 - and this should provide important evidence for the sector on contingency funding.

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Somalia programme example # 4: UNICEF

Budget: Around SEK 150 million over four years 2021-2024. This is comprised of multiple elements of thematic and programmatic support: SEK 55 million health 2021-2022: SEK 20 million protective environment/child protection 2021-2022: SEK 30 million human rights 2022-2024, SEK 40 million Joint Programme on Local Governance (JPLG) 2022-2023. UNICEF has also received SEK30 million in humanitarian allocations in 2022.

Implementing partners: UNICEF: health, protective environment/human rights, rule of law, governance and Humanitarian Action for Children.

Rationale and aims: UNICEF is a key partner to Sida in Somalia, particularly as UNICEF is working across the HDP nexus in a multi-sectoral way and at all levels, i.e systems strengthening/capacity building of government, community and individual levels. Sida's support to UNICEF includes three joint programmes on human rights, local governance and Female Genital Mutilation/Cutting (through the regional office), 2-year thematic support to health and protective environment/child protection and to support to the Humanitarian Action for Children for Somalia (HAC) through un-earmarked funding. The support to UNICEF contributes to all the objectives in the current Swedish Strategy for Development Cooperation to Somalia 2018-2022 - Peaceful and inclusive societies, Human rights, democracy and the rule of law, Resilience, environment, climate change and energy and Equitable health, focusing on sexual and reproductive health and rights.

The Human Rights Programme (implemented under the UN Multi Partner Trust Fund (MPTF)). This joint programme was previously administrated by UNDP, but this role was recently taken over by UNICEF. The programme focuses on promoting the rights for women, children, IDP and minorities through strengthening of the legal framework, including the reporting of human rights violations, response to these and general advocacy for human rights.

Joint Programme on Local Governance (under the MPTF) This joint programme was launched in 2008 and Sida has supported it since then. A new strategy is soon to be endorsed for the fund which will focus more on the HDP nexus. UNICEF as a key partner in the JPLG, focuses on citizen engagement/education and awareness raising, the health and education components of service delivery, gender equality and Women Empowerment in Local Government.

Thematic Support : In June 2021 Sida signed a 2-year contract with UNICEF to provide thematic support to UNICEF protective environment/child protection and health programmes. The support is un-earmarked and consists of 25 MSEK/year to Health (including one top-up for COVAX in 2021 of 5 MSEK) and 10 MSEK/ year for the protective environment.

Sida HQ has also been provided humanitarian support to the UNICEF Somalia Humanitarian Action for Children (HAC) for several years. As such, the resources provided by Sida have been completely unearmarked. The agreement at HQ level is that UNICEF does not need to provide any specific reports to Somalia on what the support has focused on, and specific results achieved.

Leadership and coordination: The Swedish Government is in the process of developing a new five-year strategy for development cooperation in Somalia. This presents a good opportunity to streamline Sida's strategic direction and intention of its support to UNICEF. Although only initial discussions have been held internally on mechanisms for the support (i.e. through the MPTF, thematic support or joint programmes) the aim is to engage with UNICEF agree on how the team can better work together. To kick-off this process, a joint mission is currently being taking by the team to review and understand UNICEF's work on the HDP nexus in the areas of health and child protection.

The expected outcome of this mission is to understand further: 1) how UNICEF applies its' vulnerability criteria to targeting, including to reduce conflict- and to what extent the same communities are targeted with resilience interventions humanitarian assistance and early recovery; 2) how systems and governance strengthening translates to increased resilience in both government institutions, community and individual levels; 3) evidence on the added value of UNICEF as a partner as opposed to providing support directly to an INGO/local partner; 4) evidence on the added value of non-earmarked funding for increased ability to do effective HDP programming, 5) how does UNICEF work with and support the localisation agenda and 6) The extent to which UNICEF is able to juggle the close collaboration with the FMS and at the same time provide principled humanitarian assistance.

Emerging learning : Initial, and to some extent anecdotal, evidence shows that depending on the geographical locations of UNICEF's work, and to the extent of the Federal Member States' capacity, UNICEF is a 'go to' partner for the government. For sustainability purposes this is seen as a positive partnership. However, it is unclear how and to what extent UNICEF handles possible diversion of support/services etc. from marginalised clans to other communities based on who is in power. This, in turn, may affect the results of the resilience work and ultimately the extent to which UNICEF's approach to the HDP nexus is successful. In addition, and also to some extent anecdotal, UNICEF argues that the non-earmarked funding from Sweden (both Humanitarian and Development) enable them to work more efficiently with the two funding streams, hence improving their ability to do nexus programming. However, concrete examples of this are lacking and needs to be documented.

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South Sudan

Country background

The signing of the 2018 peace agreement led to a fragile truce and the formation of the Transitional Government of National Unity in February 2020. Although this brought a decrease in violence between the Government and the main opposition, localised violence has surged. There are no signs of progress towards the 2023 elections - which have already been delayed by a year. Chronic underdevelopment, violence, and flooding are leading to severe needs including high levels of food insecurity and widespread protection concerns.

HDP nexus coordination remains lacking in South Sudan, but there are some promising signs. A new RC/HC came on board at the end of 2021 and has restarted the Partnership for Recovery and Resilience (PfRR) platform and many donors and agencies have shown their willingness to engage. The RCO has a nexus adviser funded by Switzerland and may be securing another post. With government so weak, involving the state in development coordination has been challenging, though there is scope to work with individuals in ministries. Inter-agency coordination may also be more advanced at a local level thanks to area-based approaches, which require complementary programme and joined-up thinking.

In terms of implementation, there are many relevant approaches – ranging from the World Bank's programming to the RSRTF (see below). Multi-mandate organisations including FAO and AAH are developing their approaches and UNDP is building its engagement: it is stepping up its presence in South Sudan and Sweden is seconding a nexus specialist to the UNDP Juba office.

Overview of Sweden's nexus approach

Sida increased its development portfolio significantly from the last strategy to the current one (2018-2022) – and it currently stands at about SEK400 million in this final year. The initial humanitarian allocation for 2022 was SEK237 million, of which about SEK62 million was for the refugee response in neighbouring Uganda and Kenya. The logic of an HDP nexus approach is explicit in both the HCA and the development strategy and will be an important part of the process to develop the new development strategy (2023-2027).

Sweden's internal coordination and staffing

The South Sudan team is unusual in that it is based in Stockholm, not delegated to Embassy although there are some staff in Juba - one of whom has HDP nexus in his job description. Team members in Stockholm focus on thematic areas rather than having nexus explicitly in their job descriptions but are actively engaged with it as core to their work.

Sida has established an internal HDP nexus working group on South Sudan – this meets monthly, supported by the Africa nexus adviser and has proved a valuable forum for sharing information across technical silos. They have developed a roadmap for HDP nexus action and are in the process of mapping programmes and identifying issues for joint dialogue with partners.

South Sudan programme example # 1: South Sudan Multi-donor Trust Fund Reconciliation, Stabilization, Resilience (South Sudan RSRTF)*

Budget: SEK225 million over five years – 2019-2023

Implementing partners: UNDP MPTF is the managing agent of the Fund and disburses to UN agencies, while UNDP South Sudan disburses to NGO partners.

Rationale and aims: As noted in the last nexus mapping study, the 2019-2021 United Nations Cooperation Framework identifies four mutually reinforcing challenges to sustainable development and drivers of humanitarian need in South Sudan: deepened social and political fragmentation and gender inequality; economic crisis and lack of services; persistent conflict and fragility; and recurrent shocks and stresses.

The RSRTF therefore aims to support the drive towards more resilience-focused programming by fostering stable political and security environments that can support long-term approaches. It seeks to provide strategic funding to underfunded political, peace and security interventions, working holistically on conflict dynamics and root causes. Through its financing it also promotes UN and NGO partners to programme in a more strategic and joined-up way, working at the triple nexus. The Fund is pioneering an innovative ‘whole of system’, area-based approach which promotes community engagement as essential for bottom-up and evidence-based action. In South Sudan’s fluid and fragmented context, the Fund recognises that the notion of a linear continuum or transition from conflict and acute humanitarian need to reconciliation, recovery and development is unrealistic. The complementary elements are designed to take account of the fluid, non-linear context in South Sudan, and to be adaptive to the inevitable shifting dynamics of the context.

Leadership and coordination: The Sida programme officer contributes to decision-making in the Steering Committee by providing inputs to the two donor representations (EU and Canada). The RSRTF has conducted a mapping of relevant initiatives around its three pillars in order to identify synergies and avoid duplication, although coordination remains more difficult at national than local levels.

The programmatic framework of the Fund is anchored in the United Nations Cooperation Framework, reflects the Mandate of the UN Mission in South Sudan and as part of efforts to forge greater coherence across the UN system is managed as a joint initiative between the UNMISS and the UN Country Team. The Fund’s Steering Committee is chaired by the HC/RC who, given their multi-hatted role can bridge peacekeeping and security, humanitarian, and longer-term development efforts.

Emerging learning: A key added value of the RSRTF is that it allows partners to work together, however its experience of programme grants shows that when consortia implement they can still have the tendency to revert to technical and organisational silos. The two-year cap on delivery of RSRTF grants puts agencies under stress so even where there is a joint analysis, there is often a clear reversion to separate working.

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South Sudan programme example # 2: Health Pooled Fund (phase 3)

Budget and dates: SEK300 million over three years – 2019-2021

Implementing partners: UK FCDO, with Crown Agents as fund manager.

Rationale and aims: The Health Pooled Fund seeks to respond to the huge health needs in South Sudan, exacerbated by many years of conflict and economic crisis, by supporting the implementation of the government's policies, strategies and plans, in particular the Basic Package of Health and Nutrition Services. It has three aims: improved health and nutrition services for the populations, especially women and children; improved community engagement and accountability of health services; stabilisation of local health systems. Created in 2012 shortly after the country became independent, the Fund is now in its third phase, and has undergone a renewed inception phase and now merges two previously UK-funded health programmes – the HPF and the Integrated Community Case Management programme which focussed on the under-fives in remote communities. The Fund is co-financed by the UK (as lead), Canada, the US and Sweden and has a steering committee co-chaired by ministry of health. The HPF is a programme financed by development funding, which provides services in location where humanitarian needs exists – which clearly speaks for the nexus approach within the HPF and is an important complement to the humanitarian support. It has a budget line allocated to emergency preparedness and response

Leadership and coordination: Crown Agents, FCDO's appointed fund manager for the HPF, is required to provide effective programme management, which covers the collaboration with other development and humanitarian implementing partners supporting health and nutrition services. Implementing partners are also required to coordinate with other health, nutrition and humanitarian actors at state and county level. The HPF team and implementing partners are actively participating in national and subnational Emergency Response fora such as the health cluster, national steering committee, emergency responders' meetings and various technical working groups. However, there remains a need to strengthen the coordination between HPF and humanitarian actors working on health and nutrition in South Sudan. And even if the HPF clearly works across the triple nexus spectrum, this term is not used frequently by HPF or FCDO in dialogue or in donor meetings

Emerging learning: The HPF supports health services across the country to provide populations with care, which, as a result of the volatile environment in South Sudan means that HPF programmes, are active in humanitarian environments in multiple locations. This requires the HPF to have capacity and resources to be flexible in its activities and it is largely successful in this regard. The emergency response budget line has proved valuable to support rapid response – for example in rapid response to spikes in Malaria cases and in response to the Covid-19 pandemic.

Conflicts are a major obstacle to health in South Sudan, while a lack of access to health and such basic social services can lead to feelings of exclusion, which can in themselves be a major driver of conflict and violence. The HPF has supported work on identifying, treating and building capacity on mental health issues, as well as preventing and managing cases of SGBV through its Gender Equality and Social Inclusion (GESI) component. There is a strong connection between mental health and conflict/peace building, where people who have suffered conflict and trauma as well as gender-based violence, carry trauma that can perpetuate repetition and cycles of violence. Delivering health care in this regard can help to prevent the cycle of conflict, and so speak to the peace pillar in the triple nexus.

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South Sudan programme example # 3: Oxfam Livelihoods and education

Budget and dates: SEK90 million over 5 years 2021-2025

Implementing partners: Oxfam Ibis

Rationale and aims: South Sudan has the highest proportion of children and young people in the world without access to education – and for those who can access it, the weak system provides weak outcomes. This is a key factor in trapping people in multi-dimensional poverty and gender inequality. School closures during the Covid-19 pandemic exacerbated these effects. At the same time, there is a strong movement and opportunity to improve the situation: a new generation is wanting to learn, the government is pushing for more investment in education and donors are starting to include it as a priority.

This programme aims to improve the resilience of targeted people in South Sudan through education and sustainable livelihoods solutions. It works towards two key outcomes: to improve people's knowledge and skills through safe, quality and gender responsive education and skills development; and to strengthen inclusive participation and gender responsive local leadership to ensure resilient education systems and sustainable livelihoods. It links education to sustainable livelihoods in multiple ways – for example focusing on the retention of girls in school but also being involved with families through the schools – supporting agriculture and production as well as disaster risk management in the community. Climate sensitive approaches to diversify livelihoods are also built in.

Leadership and coordination: Oxfam is a member of the education, FSL, WASH, Shelter/NFI, Protection clusters as well as the strategic Advisory Group for the Education Cluster. Oxfam has actively engaged in discussions around joined-up planning and comparative advantage of aid actors in South Sudan. Oxfam also has gender and protection programming addressing protection issues in the same geo-locations. In line with wider localisation efforts, Oxfam is working with local partners as an integral part of its program in South Sudan in order to reinforce and not to replace their functions.

Emerging learning: This is a new project and currently in its inception phase, so no lessons learned are available yet. The programme is designed as a one-programme approach with HDP nexus in mind – seeking to work across humanitarian and development to build long term systematic change. It has a contingency crisis modifier in place for shocks and also works with community level early warning systems.

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South Sudan programme example # 4: UNESCO: Strengthening Technical and Vocational Education and Training in South Sudan

Budget and dates: SEK100 million over 4 years – 2021-2025

Implementing partners: UNESCO

Rationale and aims: Low rates of training and high levels of unemployment are fuelling poverty, social marginalisation, conflict and violent criminality in South Sudan. Although there is an urgent need to support youth with needs-based education, this is outside the life-saving remit of humanitarian action and has often fallen outside the attention of development action.

This project therefore aims to reduce unemployment and boost livelihoods of young women and men by strengthening gender-responsive governance, quality and relevance of the TVET system in South Sudan, including strengthening environment and climate change awareness and adaptation to reduce risks of intercommunal conflict. The programme has three components: first, to strengthen governance of TVET; second, to reinforce national capacities and institutions to support quality delivery of TVET with a strong gender lens; and third, to help TVET institutions become labour-market responsive. Ultimately the programme aims to develop the capacity of the Government, private sector and other key stakeholders to govern and deliver quality TVET. The idea is that this will deliver sustainable models which can then be expanded and replicated by others.

Leadership and coordination: The programme is supported by a Project Manager located in Stockholm and a National Program Officer located in Juba and supports all the day to day implementation of the project. As youth are a priority group for the programme, the United Nations Inter-Agency Network on Adolescents and Youth Development (UNIANAYD) is within the coordination structure and arrangements of the project as well as the TVET Working Group. The latter brings together government institutions with responsibility for TVET, development partners, and private TVET service providers. As the project as well pays attention to women as key participants in the project, the project team works in coordination with Results Group 4 of the UNSDCF implementation arrangements, which focuses on the 'women and youth empowerment', strategic priority.

Emerging learning: The programme is still in inception phase, which will end in September 2022. When it first started, the education focus was more limited to vocational and technical skills but as the proposal developed, it understood the potential for education to have a stabilising and peacebuilding function as well as a climate change and climate adaptation lens. This may also have an enabling effect for humanitarian aid - escalating attacks on aid workers in South Sudan had been constraining humanitarian access. Youth were being mobilised for those purposes and the attacks and restlessness and anger were coming from high level of unemployment in South Sudan. This programme creates a segue for vulnerable youth to find employment and get foot into the labour market and have fair chances of sustainable livelihood at the same time as improving security and access for aid workers. This joined up approach represents an ambitious new way of working for UNESCO.

Internal contact point: Yeno Suzan Lemi, National Program Officer.
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South Sudan programme example # 5: Peacebuilding and Community Cohesion (PACC) phase 2*

Budget and dates: SEK210 million over seven years 2017-2023

Implementing partners: UNDP

Rationale and aims: This 'phase 2' is a follow on from the contribution described in the last nexus mapping study which sought to contribute to the reduction and mitigation of community level conflict and insecurity by investing in initiatives that address the complex drivers of conflict and insecurity. It aimed to empower communities to identify in an inclusive and participatory manner, the drivers of conflicts in their communities, using a gender sensitive approach. The programme adopted an integrated strategic approach to peacebuilding geared towards creating islands of peace where communities would feel secure to engage in political, economic and social activities. The programme design was guided by UNDP's approach to community security and social cohesion.

An evaluation of this first phase found that the programme had worked well, and that there was a rationale for continuation - given both the ongoing needs and the opportunities presented by some positive political developments including towards transitional justice measures and the scope to reach more communities while still linking to national peace process dynamics.

Leadership and coordination: The programme officer leads engagement UNDP South Sudan with support from Embassy staff in Juba, who also participate physically in the annual board meetings. It is Sida's understanding that UNDP and the PaCC II coordinates well with other initiatives in the same thematic areas to ensure synergies and avoid overlaps, as Sida have raised this need continuously. The PACC was designed to support implementation of the 2015 peace agreement, and later aligned with the 2018 revitalised peace agreement. It also aligns with the UN country team's (UNCT) Interim Cooperation Framework and its successor UN cooperation framework. As well as partnering with other UN agencies, NGOs and private sector partners to establish peace infrastructure and create livelihood opportunities, the programme also links with other UNDP projects to scale up and replicate interdependency initiatives to bolster social cohesion and community security.

Emerging learning: The decision to support a second phase, is in keeping with the lessons noted in the last mapping study: that there was a need to ensure some sustainability of gains after the end of the programme.

The team have noted that the programme is not an explicitly HDP nexus one – focusing on peace and development without a humanitarian focus. UNDP itself frames the programme as a resilience rather than a nexus programme.

A mid-term review of the current phase is ongoing and the team is awaiting the results of this.

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Sudan

Country background

Following the ousting of President Bashir in 2019, the economic situation has continued to deteriorate. Combined with high levels of protracted displacement, this has led to rises in severe food insecurity and of humanitarian needs. There is little resilience to hazards, and the Covid-19 pandemic has further weakened the already over-stretched and under-developed health system. Development gains have been reversed. The economic recession, the fragility of the transitional governance and the poor outlook for democratic elections mean that efforts to secure grants, debt relief and loans have been halted and possibilities remain limited for working with the State on development strategies.

While Sudan has long been a focus country for HDP nexus approaches, previous initiatives, including the New Way of Working /EU pilot, were been overtaken by the political events. Any previous assumptions that the State might be a natural partner have been over-turned by the coup and the challenge remains of how to use development support in a way that does not legitimise problematic regimes.

Efforts to define and implement collective outcomes were also intentionally ended as these had proved cumbersome and unproductive. However, even if this is not formally structured, there is a shared understanding that the nexus is central to all interventions in Sudan – that addressing humanitarian needs, basic services and infrastructure and conflict have to be connected. Although there are no official HDP nexus task teams or platforms, nexus conversations have continued informally. Donors continue to coordinate through humanitarian and development working groups, though it remains hard to engage the World Bank and IFIs in these. Wider coordination on strategy and implementation is lacking from other parts of the aid system: the RCO is not providing leadership on coordination and agencies have little time or resources for strategic conversations – they are also largely donor-driven and the competition for resources hinders meaningful conversation.

Overview of Sweden's nexus approach

Sida is one of the few donors to retain both humanitarian and development funding in Sudan. The initial humanitarian allocation for 2022 was SEK160 million, and under the current development strategy (2018-2022), there is an annual development contribution of around SEK400 million. Both the Sudan HCA and development strategy have a very explicit HDP nexus logic, grounded in the context and this will also underpin the writing of the new strategy for 2023 onwards.

Sida began to articulate its nexus thinking in the 2017 development strategy: the reasoning then was that humanitarian knowledge would feed into development solutions. However, as the situation has deteriorated, this logic has flipped – humanitarian action should return its focus to its core mission and the development side needs to drive the nexus. However, with the current political and economic crisis, long-term development ambitions have had to take a back seat to short-term cushioning of emergency shocks and the team is having to evolve ways of using development support to do this in a way that is not just handouts.

The return of INGOs to the country does open up opportunities to do this, supporting multi-mandate organisations with humanitarian and development funding, whilst re-evaluating partnerships in the post-coup context. The desire is to shift from very bulky UN organisations, to supporting NGOs who can work multi-dimensionally and working through consortia to their comparative advantages.

Sweden's internal coordination and staffing

The major change since the last study period, has been the growth of the development team in Khartoum – now that the team is delegated to Khartoum, it has increased from being one person sent out from HQ – to 10 people in the Embassy. This means that Sida has people on the ground and knows the situation in Sudan better than ever before – and as such, is able to close some partnerships and open some new ones.

There is also a resilience/nexus post, who also serves as the humanitarian focal point. The development section in the embassy works very closely as a cross-disciplinary team. Links to HQ Stockholm are good and there is a well-functioning model of communication and support.

Sudan programme example # 1: SAFE – Strengthening Agricultural Markets and Food Security. Mercy Corps/ADRA Sudan

Budget: SEK123 million over three years – 2019-2023

Implementing partners: Mercy Corps as managing agency, implementing in partnership with ADRA – with both agencies also working with national/local implementing partners.

Rationale and aims: This programme aims to improve agricultural production through environmentally sustainable farming and improved marketing systems in two states – Blue Nile and South Kordofan. These two states have suffered long-term conflict but had seen some degree of stabilisation – opening up a window for projects to be undertaken there. They also have some of the best rain-fed agriculture land in Sudan, but despite this they face persistent food insecurity due to multiple shocks and stresses, and under-development of market systems.

The programme will introduce climate- resilient inputs and climate-smart agronomic practices, to achieve four key objectives for smallholder farmers: increased and more climate-resilient yields; sustainable natural resource management practices; improved market linkages; increased empowerment and equality for women and girls. Activities included building farmer cooperatives, training, access to post-harvest and storage materials, access to financial services and research on land tenure.

Leadership and coordination: There has been close follow up and dialogue between Sida and the partner to address the multiple challenges the project has experienced. This is with inflation, covid, weather related and political instability.

The market system approach itself has faced a multitude of challenges in Sudan. Very valuable lessons have been noted and helped adapt and change the project to achieve its goals. These lessons have also been used to re align future programs with other donors as well as starting to look at a further longer term collaboration with Sida for the next strategy period. The project will be extended into 2023 with a no-cost extension.

Emerging learning: The programme originated as separate projects from the two agencies which were rolled into one, encouraged by Sida to cooperate.

Mercy Corps and ADRA have demonstrated an ability to build the programme adaptively, based on efforts to increase evidence and knowledge about the context and changing situation. In 2020, Mercy Corps and ADRA undertook a full Environmental Impact Assessment, following discussions with Sida. Its findings revealed the extent of pre-existing environmental damage and the further risks of environmental degradation posed by agricultural practices. As a result, the programme has adapted some of its activities in order to minimise its negative environmental impacts and to address some of the underlying drivers of degradation. In the inception phase, it also undertook an integrated market, resilience, environment, gender and social inclusion assessment which enabled the redesign of programme activities.

A much longer-term approach is needed in order to see real transformations in market systems, so learning how to expand this approach will be important and Sida awaits a

new project document to be submitted for the next strategy period. The approach of Mercy Corps has been seen with interest by other donors and international NGOs who are looking at taking on similar methodologies in their work and has led to improved coordination and dialogue on how to collaborate better.

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Swedish Embassy, Khartoum

Sudan programme example # 2: Swedish Red Cross – Disaster Risk Reduction and Climate Change Adaptation in Sudan

Budget: SEK10 million over 2 years – 2022-2024

Implementing partners: Swedish Red Cross

Rationale and aims: This programme targets four states (Red Sea, North Kordofan, River Nile and Northern) which are particularly vulnerable to frequent and severe climate-related crises, including flooding, extreme temperature, desertification drought and sand drifts. The current Disaster Risk Management System in Sudan lacks a policy framework, coordination and resources.

This Red Cross project aims to increase communities' awareness of risks and hazards and their ability to reduce and adapt to these. It will install community-based early warning systems and disaster response teams and work with communities on a number of education and resilience-building activities. These will be informed by Enhanced Vulnerability Community Assessments. A Community Resilience Fund will enable community members to access micro-credit to undertake risk reduction and adaptation measures and can also be used to boost Income Generation to support livelihoods with a focus on women and youth.

Leadership and coordination: This project is a continuation of two previous projects in the areas of DRR and Climate Change Adaption, which aimed to strengthening the local capacity of Sudanese Red Crescent staff and also communities. Staff from the two projects are cooperating closely and exchanging knowledge in order to ensure synergies and close coordination. One of the project's efforts is to establish early community preparedness systems to reduce risks associated with climate change, this is in collaboration with the Civil Defence. The selected farmers will receive training, following an agreed curriculum, by the Ministry of Agriculture, together with Sudanese Red Crescent Society (SRCS) in order to ensure links with the authorities for improved response and sustainability. Under a democratic civilian government, the project will collaborate with the line Ministries. The project will support institutionalizing the Protection Gender Inclusion (PGI) among the SRCS's senior leadership and staff, to ensure a PGI -sensitive approach across all programmes that address violence, discrimination and exclusion.

Emerging learning: As the programme is in the early stages of implementation, lessons are not yet available. In theory though, it is a textbook example of resilience-building to reduce the humanitarian case load in the longer term. It also recognises the reality that first responders are critical, and self-recovery is crucial and so seeks to support that, using the strong Red Cross volunteer base to build community ownership.

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Sudan programme example # 3: WFP Resilience - Safety Net*

Budget and dates: SEK133 million over three years (2019-2022)

Implementing partners: WFP

Rationale and aims: As reported in the last nexus mapping study, the current economic and security situation continues to increase people's vulnerability. Many are already in chronic poverty and nearly all internally displaced people are unable to afford more than one meal a day. A new vulnerable group are people moving from rural areas to urban areas in search of employment. People previously able to purchase food are now resorting to negative coping mechanisms. The availability of staple food is unreliable, and prices are inflating rapidly.

The Productive Safety Net component of WFP's strategy is a social protection programme, launched in 2017, to create income opportunities for families during the lean season, while supporting whole communities with the construction of critical assets. Targeted households participate in productive safety net programs and receive food or cash to help meet short-term food while contributing to longer-term infrastructural solutions for risk reduction and climate change mitigation.

The main objective of the support to the programme is increasing the resilience of food systems and chronically food-insecure people in Sudan, through Sida for a multi-year support in 2019 to support WFP's Productive Safety Nets (PSN) and the Post-Harvest Losses (PHL) programme.

Overall, the WFP intervention aims at: offering asset-creation activities and technical assistance through safety nets to help food-insecure households to reduce risk and adapt to climate change; providing capacity-strengthening support for farmers and local, state and national agricultural institutions; providing air services for the humanitarian and development community.

Leadership and coordination: WFP has faced numerous challenges in implementing development-oriented programmes. This comes from internal structures as well as poor coordinating role amongst other stakeholders. This is something they have been critiqued on and aim to change. Their methodology can also clash at times with international NGOs who aim at long term development whilst WFP still has a tendency to look at the short term results. As many parties work with post-harvest losses, WFP needs to ensure coordination is taking place as they are the lead Agency and avoid approaches that are better suited for international NGOs.

Emerging learning: The last nexus mapping study was conducted at the early stages of this WFP support and noted that it presented several challenges around instituting a development approach with a dominant humanitarian partner that has an entrenched and dominant humanitarian footing in the country. Lessons needed to be learned from previous examples on ensuring the means were in place to support a genuinely development-oriented approach – rather than a humanitarian add-on.

Two years later, there are signs that although WFP is largely delivering this programme well, it lacks the agility and ability to work iteratively that other smaller

agencies have – and often become more focussed on delivering activities according to an implementation plan than focussing outcomes and learning along the way. Concerns about their dominance and humanitarian mindset remain - long-term development thinking is not their forte, but they tend to ‘bulldoze’ more adaptive NGOs who they are also not set up to support properly – internally, they can’t contract for more than 1 year at a time. The programme has also highlighted the need to plan holistically – to build in all three pillars of the HDP nexus from the start in order to protect outcomes from being diverted by responding to urgent needs, which is a risk for multi-mandate organisations in a context of high humanitarian demand.

However, based on continued dialogue and learning, Sida has decided to add an additional SEK 10 million and to extend the programme into 2023. This additional funding is judged critical to ensure the programme can cover new beneficiaries and to consolidate results already achieved. A new proposal will be submitted by WFP for the new strategy period. It is hoped that this will integrate learning and feedback to date to create a more efficient programme, playing on WFP’s strengths..

In addition, WFP will use the World Bank- led Sudan Family Support Programme (supported by Sida with SEK 200 million and frozen since Oct. 2021) will be used by WFP to channel social protection to the Sudan Emergency Safety Net. The programme will deliver cash-based support to 2.4 million of the most vulnerable people in Sudan.

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Uganda

Country background

Uganda has a long history of refugee hosting including in one of oldest refugee camps in world which is around 50 years old. In 2016 to 2017, the arrival of large numbers of refugees from South Sudan meant that Uganda became the largest refugee-hosting country in Africa. There are currently 1.6 million refugees in the country. Now that borders have reopened after the Covid-19 pandemic, numbers have continued to rise – in the first half of 2022, more than 50,000 people have arrived. However, resources are not rising in pace with the growing refugee situation – a combination of donor fatigue and the Ukraine crisis, means that money is too stretched to managed even small- to medium- scale volumes of new arrivals. Many feel that the situation is becoming critical and are concerned that Uganda will be forgotten. Emergency appeals have gone unfunded and long-term funding is not forthcoming to support Uganda’s progressive policies on integration and non-encampment.

Uganda remains among the most advanced countries in the world in terms of the advancing the principles of the Global Compact on Refugees and the Comprehensive Framework for Refugee Response (CRRF), with evident commitment and engagement from the highest to the local levels. While the CRRF processes and steering groups and response plans have been positive, the problem is now in terms of implementation, given the lack of resources. Despite a joined-up agreement there is an imbalance between humanitarian and development funding – with nearly all support funded through humanitarian financing and organisations, partly because this is better coordinated. The lack of development funding tracking means that donors can’t counter concerns that not enough is being done, or plug gaps in a coordinated and informed way. Although nexus and resilience in Uganda are understandably synonymous with refugees- there are other risks and vulnerabilities that need to be addressed. These included climate-related risks: drought is common and rainy seasons are unpredictable.

Overview of Sweden’s nexus approach

Sida’s contributions to Uganda have remained relatively stable for the past five years. Under the development strategy (2018-2023) there is a commitment to SEK2.4 billion over the five-year period – around SEK500 million a year. Humanitarian funding is SEK57 million, coming to Uganda from the South Sudan and DRC HCAs, rather than under a separate HCA.

Even though it was launched in 2018, Sweden’s development strategy in Uganda is one of the most progressive when it comes to HDP nexus and resilience. Its foundations in Multi-dimensional Poverty Analysis (MPDA) provide considerable space to work on the connection between humanitarian and longer-term approaches and has guided the front-loading of development funding to refugee-hosting areas in line with the CRRF. As the current strategy ends next year, 2022 is a year for consolidating implementation. Renewed thinking about the nexus approach will come in the next strategy process next year and this will involve consideration of the peace pillar. For Sweden, as for other actors in Uganda, the approach remains ‘double nexus’ – talk of peace or the HDP nexus is rare and when peace is mentioned in relation to durable solutions, it tends to be about conflict sensitivity.

Sweden's internal coordination and staffing

The new role of secretary in the Embassy with a focus on humanitarian and resilience - was new in August 2021. It was created because there was acknowledged to be insufficient capacity to engage with nexus/resilience approaches - previously this was just 10% of a health programme manager's role. The new role is largely advisory, with oversight of a couple of contributions – and has a similar remit to the nexus adviser roles elsewhere. There is a close working relationship between the Embassy staff and the Humanitarian Unit, and the Africa Department nexus group in Stockholm and daily contact with colleagues in HQ and in neighbouring countries, particularly South Sudan.

Uganda programme example # 1: Connect Rural Uganda - leaving no one behind in the Digital era – UNCDF *

Budget and dates: SEK143 million over five years (2019-2024)

Implementing partners: UNCDF

Rationale and aims: As noted in the previous mapping study, this programme aims to empower rural communities in Uganda - including smallholder farmers, agri-business and refugees - to lead productive and healthy lives by expanding access to and use of digital services. The digital economy is central to inclusive growth in Uganda but there are high levels of inequalities in access to its benefits – which can exacerbate wider gender, geographic, ethnic and wealth divides.

A main objective is to catalyse and incentivise market players to deliver inclusive digital solutions for those most left behind in the economy, and the programme has four workstreams: to support and promote an enabling policy and regulatory environment for inclusive digital access; to support an open digital payment ecosystem which will benefit rural communities; to foster inclusive innovation; and to empower rural communities to have the skills and knowledge to access and use digital services.

The programme is relevant to the nexus as it includes refugees, developing the basic services that they access, supporting them to realise their rights, and developing their participation in the economy. It encourages private providers to understand the market opportunities of reaching refugee communities and, given that humanitarian aid can distort local markets, works with humanitarian and development actors to support the business case for private investment.

Leadership and coordination: Connect Rural Uganda has close synergies with Sida's humanitarian-funded programme to provide guarantees for micro-credit for refugees and linked closely with these partners in the development phase of the programme. This programme does not explicitly link to the CRRF but is clearly aligned with its logic as well as the national development plans and works closely with partners from the Government of Uganda.

Emerging learning: A key learning from a 2020 programme report was that even when consortium partners have worked together before, support is required to build relationships and ensure that they deliver on the project as one. Initial project delays were in part due to forming the consortium properly and ensuring cohesion among members.

A finding from the last nexus mapping study was that the market systems approach used by UNCDF in this program required strong adaptive management and learning components for the programme to be able to adapt to a changing context, react to market analysis and to crowd-in market players.

In terms of outcomes, a key lesson has been the barriers to financial inclusion for refugees, which are not unique to this programme – particularly of setting up bank accounts when their documentation is not accepted.

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Uganda programme example # 2: FAO – Climate Resilience Livelihood Opportunities for Women’s Economic Empowerment

Budget and dates: SEK45 million over four years – 2019-2022.

Implementing partners: FAO

Rationale and aims: The feminisation of poverty in Uganda has been an increasing concern – in many areas, this stems from limited land rights and tenure for women as well the burden of domestic and informal labour. They are often unable to move beyond fragile means of subsistence in an agriculture-dependent local economy which is vulnerable to climate change. This traps them in a cycle of poverty and environmental degradation and has a wider limiting effect on productivity and growth.

This programme aims to advance the economic empowerment of rural women as a means of addressing gender inequalities, female subordination, discrimination and household poverty in the West Nile and Karamoja sub-regions of Uganda. It has three main result areas: women’s access to and control of productive resources and decision-making; improved household income and climate-resilient livelihood capacities for women; enhanced ecosystem adaptive and mitigation capacities. Its activities include land rights and certification interventions, ecosystem-based adaptation and mitigation measures, training, financial inclusion schemes, and productivity investments and innovations.

Emerging learning: The programme spans populations and ways of working as it focusses on refugees and their hosts but also a wider population of people vulnerable to climate change. The project seeks to ensure that ongoing humanitarian assistance interventions in the two regions are also complemented by development actions which support longer-term resilience and pathways out of poverty. However, links to ongoing humanitarian interventions could be strengthened – FAO and other UN agencies who are aiming to strengthen the resilience of vulnerable households have limited coordination with WFP and other relevant actors on the humanitarian side. One of most important hurdles here is the lack of coordination between humanitarian and development agencies on the ground.

Internal contact point: Paul Asiimwe, Programme Manager, paul.asiimwe@gov.se, Swedish Embassy in Kampala

Uganda programme example # 3: Mutual and inter-related resilience programme (MIRP) *

Budget and dates: SEK160 million over the four years 2019-2023

Implementing partners: NGO consortium led by the Church of Sweden with ACF (livelihoods/food security), LWF (WASH and protection/environmental protection and sustainable energy) and NRC (literacy, numeracy and skills development).

Rationale and aims: As noted in the last mapping study, MIRP is a large-scale, multi-year and multi-sectoral programme, targeting both refugee and host populations to support resilient communities, increasing self-reliance and peaceful coexistence. It focusses on refugees and host communities in two districts (Kikuube and Hoima) which face high levels of poverty and vulnerability.

Explicitly positioning itself as a 'nexus pilot programme', MIRP aligns itself with the logic of the CRRF to work towards long term solutions as well as immediate needs. The objective is not to merge humanitarian, development and peace approaches but instead adaptively use them to their comparative advantages based on ongoing contextual analysis. It is designed to bring together interventions in four mutually reinforcing sectors of support in a holistic approach: WASH and protection; livelihoods and food security; literacy, numeracy and skills; and environment and sustainable energy.

Leadership and coordination: As this programme works with Sida's Humanitarian partners, who also receive Humanitarian funds for their work in Uganda, there is close coordination with the Humanitarian Unit in Stockholm. The MIRP also takes advantage of the fact that many NGOs have a dual, and sometimes triple, mandate that spans the nexus. The programme is explicitly aligned with the CRRF and with District Local Government Plans and local coordination fora.

Emerging learning: Although the concept of this programme was very promising and relevant when launched, implementation has proved very challenging and is now on hold for 10 months while difficulties are addressed. In addition to pandemic-related delays, the consortium has been overly complicated and the lead partner has been too weak. The pandemic also caused delays. The problem is not inherent to working with consortia – others have been successful - but for this one, the set-up was flawed from the start. The last mapping study had raised initial concerns about the ability of this complex programme to add up to more than the sum of its parts, and the last two years of implementation have shown that it has been unable to move beyond three agencies pursuing their own areas. A key lesson therefore for Sida is that if it is to engage a consortium, there needs to be a clear and realistic vision for it.

Internal contact point: Linnea Hermansen, resilience/nexus advisor, linnea.hermanssen@gov.se, Swedish Embassy in Kampala.

Uganda programme example # 4: WFP - UNICEF Joint Programme on Social Protection*

Budget: US\$50 million over 5 years (2019-2024), with a SEK4.2 million reallocation in 2020 in response to the effects of the Covid-19 pandemic.

Implementing partners: WFP and UNICEF - in close alignment with Government of Uganda plans and relevant ministries. Secondary/collaborative partners include: UNHCR, Private not for Profit organisations, national academic institutions and professional organisations, donors to other health strengthening projects.

Rationale and aims: As noted in the last mapping study, this programme aims to improve community and household resilience among refugees and host populations in refugee-hosting districts of West Nile, the region which hosts most refugees and was already one of the most disadvantaged areas. Particular unaddressed needs are around child and maternal health and nutrition, not only as immediate gaps but as a cause and consequence of chronic poverty. Given this existing deprivation, there are deep tensions between host communities and refugees.

The programme seeks to strengthen and complement existing, national social protection and health programmes and systems, focussing on making these systems more sustainable, efficient and effective and more child- and nutrition- sensitive. It has three components: support to social protection systems, including providing household transfers and strengthening national mechanisms; a comprehensive health and nutrition package including health systems strengthening and support for service provision; cross-cutting support to strengthen local retail markets, national systems for feedback mechanisms; and operational research. The current programme builds on an existing 18-month project, supported by Sida and implemented by UNICEF for improving maternal, new-born and child health through integrated approaches. In 2020, the programme scaled up its cash transfer element with a one-off nutrition-sensitive emergency cash transfer to pregnant and lactating women and children under two years, to help them meet essential food security and nutritional needs.

Leadership and coordination: The programme is based on connections with Government of Uganda national plans, strategies and programmes, including those supported by other donors and institutions including the World Bank and EU. It also links to and deliberately complements commitments and programmes under the CRRF which bring together humanitarian and development support for refugees and their hosts. The programme steering committee will bring together Representatives of the Government, UNICEF and WFP and Sida (as observer) and will also link to national level coordination fora. Through the programme, Sida is supporting and requiring more cohesive collaboration between WFP and UNICEF towards common objectives.

Emerging learning: Of the many contributions in refugee-hosting areas, this programme is the most important from an HDP nexus perspective – it is one of the few which has the purpose of targeting refugees to build their resilience. Its ability to include add-ons to address pandemic effects have built on the strong combination of WFP hands-on cash transfers and UNICEF's more strategic systems strengthening. It also builds on and complements the huge World Bank DRDIP (Development Response to Displacement Impacts) programme, which had been central in convincing the Ugandan government to overcome their hesitancy about the value of unconditional cash.

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Zimbabwe

Country background

Zimbabwe has experienced widespread poverty and food insecurity which are exacerbated by climate-related shocks, which periodically push people into economic crisis. The effects of climate change are resulting in highly unpredictable rainfall patterns, which creates uncertainty and vulnerability for food security which is largely dependent on rain-fed agriculture. At the time of the last mapping study, two years ago, there was a severe drought and widespread hunger. However, there has since been good rainfall and bumper harvests which have lowered food insecurity and humanitarian needs. Although the country is not facing a current emergency, there needs to be continued planning for the next one – however as the government enters an election year, there is limited bandwidth for some of these discussions.

There are few conversations about the HDP nexus within the aid agenda in Zimbabwe – language is more about resilience. The development coordination structure is quite weak and humanitarian coordination is relatively modest given the sporadic nature of needs. There are few humanitarian donors working at scale in Zimbabwe and the vast majority comes from USAID, so the humanitarian donor group is small.

Overview of Sweden's nexus approach

Under the current development strategy Sida has committed SEK1.65 billion – an average of SEK330 per year. There is currently no HCA or other humanitarian aid allocation for 2022. However the possibility is open and dialogue is maintained with the Humanitarian Unit, given that crises in Zimbabwe are recurrent.

Following the focus on strengthening the nexus approach in Zimbabwe, described in the last mapping study, there has been little further action in the Embassy. The focus is more at the programme delivery level, with the ZBRF programme being the main example. Although there are other programmes that could be interpreted as resilience or nexus-related, they do not adopt that language – instead they are framed around livelihoods or economic empowerment.

Sweden's internal coordination and staffing

There is one national programme officer - who has humanitarian among other elements of her job description. Meetings with Stockholm are not regular, but the Humanitarian Unit did give some input into the 5-year strategy.

Zimbabwe programme example # 1: UNDP Zimbabwe Resilience Building Fund (ZBRF)*

Budget: SEK105 million over seven years (2015-2021)

Implementing partners: The Fund is managed by UNDP, with the Ministry of Lands, Agriculture, Water, and Rural Resettlement as implementing partner.

Rationale and aims: As noted in the last mapping report, The Zimbabwe Resilience Building Fund (ZBRF) seeks to improve resilience through the generation and use of evidence to inform programming and policy and projects which build livelihoods and systems' capacity to reduce risks at the individual, household, community, ward, district, and province levels. Seven ZBRF consortia operate in 18 districts of Zimbabwe to build the resilience of individuals, households, communities, and systems.

The Fund has three components: to increase effective evidence-based institutional, legislative and policy frameworks in place at national and sub-national levels for resilience; increase the absorptive, adaptive, and transformative capacities to face shocks and the effects of climate change for approximately 800,000 people, in vulnerable communities frequently exposed to multiple hazards; and a crisis modifier mechanism that can provide early warning, early action to reduce the impact of climate-induced shocks for the fund in ZBRF programme areas.

The Crisis Modifier Mechanism (CMM) has been designed to provide a resilience 'cushion' for vulnerable groups who are facing an impending shock. Based on early warning trigger mechanisms, it allows for pre-crisis mobilisation of resources to ensure that the most vulnerable of the Fund's beneficiaries can be resilient to a shock and avoid slipping into a situation where they would require humanitarian assistance. As of June 2019, the ZBRF CMM has been activated and implemented three times. It has injected an additional total of over US\$6 million for early action "no regrets" activities to ZBRF consortia partners in response to detected stresses and shocks.

Leadership and coordination: The ZBRF has a resilience knowledge hub, that collates lessons to share with government, other funds, NGOs and international research initiatives. The Sida programme lead in the Harare embassy coordinates with WFP to ensure funding for cash distribution, goes to ZBRF districts to bolster local markets and to ensure that recipients benefit from increased income into their districts through the sale of their produce to WFP programmes.

Emerging learning: There has perhaps been too much attention on the crisis modifier as an example of nexus thinking, when the focus should be on sustainable resilience combining a short-, medium-, and long-term approach. Transformative outcomes for the target populations of the ZRBF's many activities are not yet evident. It is unclear how much stronger they'll be in the face of the next crisis or whether they will be in continued need of support. Long term-outcomes cannot be achieved without substantive government engagement – but this has not happened. UNDP have taken a competent management role but lack the remit and skills to realise to track or realise this transformation.

More positively, the programme has been critical in putting resilience on the agenda in Zimbabwe and has generated a huge amount of data and knowledge. While UNDP manages the Fund, project consortia were led by INGOs in partnership with local organisations – and this local cooperation has generated contextually grounded understanding that is often missing from the Harare perspective. As the programme comes to an end, there has been a proposal from UNDP for an additional 10-year phase. This is currently under review and discussion.

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Section C: Reporting Requirements and Quality Assurance

Submission date: 26/09/2022, Claire Devlin
Sign off date: 27/09/2022, Jessica Eliasson

Time taken/billed:

Name	Organisation	Category of Expert (1,2 or 3)	Hours to be billed (expected)	Hours to be billed (actual)
Sophia Swithern	Saferworld (independent)	1	78	78
Claire Devlin	Saferworld	1	2	2

Reasons for discrepancy between expected and actual costs: [was there a discrepancy between projected and actual costs, and if so, why? Was this agreed in advance?]

Description of expense	Currency	Date	Receipt Y/N

Feedback form sent/received: [has feedback form been submitted? Has feedback been received? Include any feedback received below]

Comments: [any additional comments to be recorded, including reflections on process/ challenges/ potential improvements for future tasks]