Unifying Framework for Poverty Eradication & Social Justice: The Evolution of CARE's Development Approach

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Glossary of Terms

Benefit-Harm Analysis: is a methodology and set of tools for program design and implementation. It helps us to better understand and take steps to improve the human rights impact of our work. It is a *tool* that helps programmers identify previously unforeseen opportunities to help people access their rights, while mitigating unintended negative impacts on people's rights (Jones 2002).

Constituency Building: is a *tool* for implementation, resource mobilization, and policy and social advocacy. CARE's constituency building strategic direction is aimed to help people better understand their role in the social, economic and political structures that sustain poverty and injustice; build solidarity among them; and equip and support them in their efforts to create a more just and equitable world (Ray 2004).

Enabling Environment: can be defined as the structural environment that recognizes and reinforces mutual rights and obligations. It is made up of interrelated conditions necessary for fostering just societies. Some of the interrelated conditions include: (a) good governance -- elected national and local governments which are responsive to constituents and are empowered to serve them; (b) sound legal, regulatory, political and institutional frameworks; (c) pro-poor policies; (d) institutionalized mechanisms for transparency and accountability; (e) conducive private sector social accountability mechanisms; (f) strong civil society participation (freedom of expression, association and negotiation); (g) freedom from conflict, etc.

Empowerment: is the expansion of assets and capabilities of people to engage with, influence, and hold accountable the people and institutions that affect their lives (Moser, 2003; cited in Martinez 2004).

Facilitation: is an approach to development that is committed to helping various development actors, civil society organizations, and other governing bodies work together toward a common goal. Components of facilitation are promoting dialogue, resolving conflicts, identifying common goals, creating common win-win situations, etc.

Gender Equity: is the condition of justice in relations among women and men, leading to a situation in which women and men enjoy equal status, opportunities, and rights (CARE 2001). As with RBA, gender equity and diversity provide a *lens* and *vision* for our work, with a focus on gender & other manifestations of equity.

Household Livelihood Security (HLS): is defined as adequate and sustainable access to income and resources to meet basic needs (including adequate access to food, potable water, health facilities, educational opportunities, housing, and time for community participation and social integration) (Frankenberger 1996). It is CARE's programming *framework* -- a means for viewing and understanding the world we work in/on.

Human Conditions: are aspects of quality of life, well-being, and opportunities. These include the necessary material conditions for a good and healthy life (including secure and adequate livelihoods, income and assets, access to enough food and clean water at all times, health and education security, physical security, shelter, access to goods and services, etc).

Immediate Causes of Poverty: are those factors that are directly related to life and death situations; these can include famine, disease, conflict, natural disasters, etc.

Intermediate Causes of Poverty: are related to improving people's well-being. They generally point to what people lack (needs-based) and focus on: lack of access to basic services, lack of skills, lack of productivity, etc. *The intermediate level is where the majority of current development interventions are targeted.*

Partnership: is a relationship that results from putting into practice a set of principles that create trust and mutual accountability. Partnerships are based on shared vision, values, objectives, risk, benefit, joint contributions of resources, shared control and learning. It is a *tool* or *approach* for implementation, which requires prior analysis of institutional context (Stuckey et al 2000).

Policy Advocacy: is a deliberate process of influencing those who make policy decisions and implement those policies. It is a programming tool that CARE uses to complement other programming efforts (CARE Advocacy Manual 2001).

Poverty Alleviation: is a term associated with anti-poverty campaigns that were welfare focused. The term alleviation means to make something less severe or more tolerable. The approach addresses the symptoms of poverty and not the underlying causes.

Poverty Reduction: is a term associated with the "needs-based" international development era. Reduce means to make something smaller. As with poverty alleviation, the focus is on *reducing* poverty and not on eliminating poverty.

Poverty Eradication: is an approach to international development that focuses on addressing the structural causes of poverty (not merely the symptoms). It aims to empower the poor to the extent that they help determine and shape the poverty eradication agenda.

Power: is the ability to know, articulate, pursue and achieve one's interest – "to control their own destinies, even when their interests are opposed by those of others with whom they interact" (Oppenheim, Mason and Smith, 2003). It is, therefore, *multidimensional* -- interactive across economic, political, psychological, and legal domains; *multilocal* -- interactive across local, meso, and macro locations, and *relational* -- interactive between parties – nobody is "powerless," and all relations of dominance and subordination hold the seeds of interdependence (Martinez 2004).

Rights Based Approaches (RBA): is a *lens* and an approach to all our work, be that programming or within our own organization. A rights-based approach deliberately and explicitly focuses on people achieving the minimum conditions for living with dignity (i.e. achieving their human rights). It does so by exposing the roots of vulnerability and marginalization and expanding the range of responses. It empowers people to claim and exercise their rights and fulfill their responsibilities. A rights-based approach recognizes poor, displaced, and war-affected people as having inherent rights essential to livelihood security – rights that are validated by international law (Jones 2001).

Social Advocacy: is a *tool* or *approach* for implementation. Social advocacy seeks to change people's attitudes, beliefs and behaviors and thereby create an environment in which other work – in policy advocacy, good governance, civil society building, gender equity and diversity – can be more effective (Ray 2004).

Social/Citizen Empowerment: is a process of learning and action that strengthens people's self-esteem, analytical and organizational skills, and political consciousness so they can gain a sense of their rights and join together to develop more democratic societies (VeneKlasen 2002).

Social Justice: Iris Marion Young (1990) suggests that social justice encompasses the degree to which a society supports and promotes the institutional factors required for the realization of the values and material conditions necessary to live a good life. For Young, similar to Amartya Sen, those values include the ability for each of us to develop and exercise our capacities and express our experience, and to participate in determining our actions and the conditions of our actions. In contexts and societies where social group differences exist and some groups are privileged while others are oppressed, social justice requires explicitly acknowledging and attending to those group differences. Social justice also imposes on each of us a personal responsibility to work with others to design and continually perfect our institutions as tools for personal and social development.

Social Positions: are peoples' position in society and their ability to live in dignity. To improve social positions one must focus on changing the nature and direction of systemic marginalization by eliminating the barriers that underpin exclusion, inequality, and powerlessness.

Underlying Causes of Poverty: are most often the result of a combination of political, social, economic, and environmental factors that are related to the systemic and structural underpinnings of underdevelopment, residing at the societal and often the global level.

For the past 10 years, CARE has become a leader in shaping and contributing to development thinking and practice. CARE's Household Livelihood Security Framework (HLS) has been acknowledged as a significant contribution to development thinking and the development community. Like DFID's Sustainable Livelihoods Framework (SL) it represents an important attempt to go beyond the conventional definitions and approaches to poverty reduction. More recently, our work on rights-based approaches has also been applauded by the development community as an important shift.

Over the past several years, CARE has identified several analytical approaches and lenses that are increasingly being incorporated into our HLS Framework. These analytical approaches, lenses, and tools include:

Text Box 1
CARE's HLS Framework & other Approaches, Tools & Lenses:

Household Livelihood Security – is a *framework*, a means for viewing and understanding the world we work in/on;
Rights Based Approaches – provide a *lens* and a *vision* for approaching all our work, be that programming or our own organization;
Gender Equity and Diversity – as with RBAs, these provide a *lens* and *vision* for our work, with a focus on gender & other manifestations of equity;
Advocacy – is a programming tool;
Partnership – is a *tool* or *approach* for implementation, which requires prior analysis of institutional context;
Constituency Building – is a *tool* for implementation, resource mobilisation and advocacy;
Social Advocacy – is a *tool* or *approach* for implementation.

Jay Goulden, CARE UK

COs have been struggling to understand how these approaches fit together. This paper argues that instead of viewing the incorporation of our different analytical approaches and lenses into the HLS Framework as a mixed bag of oranges and apples, ___the incorporation of these various approaches has resulted in a new way of conceptualizing CARE's development approach___. This paper represents *our initial efforts* to conceptualize and graphically present this shift.

First, this paper provides an overview of shifting development trends outside of CARE to demonstrate how much of CARE's learning also relates to broader development trends and learning. Second, we provide a brief overview of the shifts in CARE development thinking and the evolution of CARE's work on incorporating our various approaches and analytical lenses into our evolving livelihood security framework. Finally, we present a unifying[1] framework to describe CARE's evolution and to demonstrate how these approaches come together into a *new and more comprehensive approach to poverty eradication & social justice, resulting in greater and more sustainable impact.*
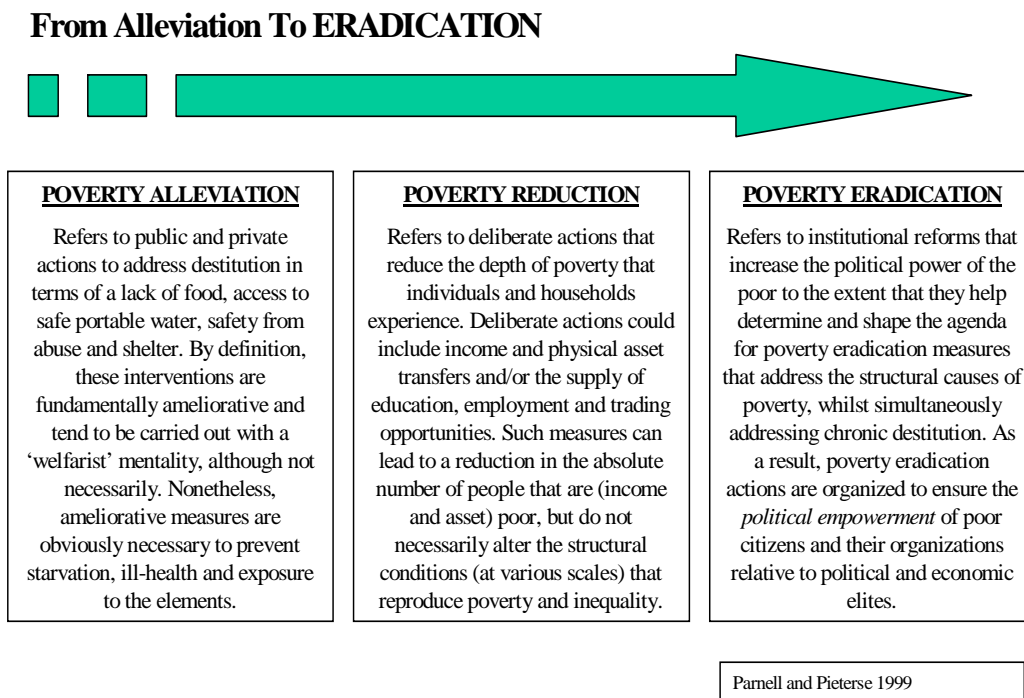
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[1] This paper was developed using an extensive 2-tier review and consultation process. The paper was also critically reviewed during the recent RBA Reference Group Meeting in Cairo 19-21 May 2004. Thus, the paper has benefited from the contribution of many CARE staff. I thank all for your contributions to this work in progress. Sincerely, Kathy McCaston

❖ Part 1: Major Shifts in Development Theory

In order to understand the evolution of CARE's conceptual thinking, we need to briefly trace the evolution in development thinking that we have drawn on to update and advance our conceptual framework. Theories of poverty and development have evolved considerably over the past 50 years. If we trace the primary trends, we find that development efforts originally focused on *Poverty Alleviation*, then shifted to *Poverty Reduction*, and currently the majority of development efforts focus on *Poverty Eradication*. These trends are summarized below in Diagram 1.

Diagram 1:

From Alleviation To ERADICATION

POVERTY ALLEVIATION	POVERTY REDUCTION	POVERTY ERADICATION
Refers to public and private actions to address destitution in terms of a lack of food, access to safe portable water, safety from abuse and shelter. By definition, these interventions are fundamentally ameliorative and tend to be carried out with a 'welfarist' mentality, although not necessarily. Nonetheless, ameliorative measures are obviously necessary to prevent starvation, ill-health and exposure to the elements.	Refers to deliberate actions that reduce the depth of poverty that individuals and households experience. Deliberate actions could include income and physical asset transfers and/or the supply of education, employment and trading opportunities. Such measures can lead to a reduction in the absolute number of people that are (income and asset) poor, but do not necessarily alter the structural conditions (at various scales) that reproduce poverty and inequality.	Refers to institutional reforms that increase the political power of the poor to the extent that they help determine and shape the agenda for poverty eradication measures that address the structural causes of poverty, whilst simultaneously addressing chronic destitution. As a result, poverty eradication actions are organized to ensure the *political empowerment* of poor citizens and their organizations relative to political and economic elites.

Parnell and Pieterse 1999

CARE's Advocacy Unit uses a simple analogy of to represent these shifts in development thinking. The *Poverty Alleviation* era represents the time when our development efforts were *welfare* focused. This era represented the time when we chose to *give people fish*. The following *Poverty Reduction* approach (*needs-based)* focused on *teaching people how to fish* so they could meet their basic needs. The current phase – *Poverty Eradication* – represents the shift toward focusing both on *teaching people how to fish, ensuring that people have access to the river as a resource, and ensuring that companies up river are not polluting the water source.* In essence, we have gone from focusing on the symptoms of poverty (poverty alleviation) to a focus on addressing the

underlying causes of poverty that prevent people from living in dignity (eradication). We have gone from giving people fish (welfare) to a focus on expanding people's ability to make choices and take actions to ensure their and future generation's livelihood security (rights and needs combined) and the ability to live in dignity and security.

Table 1 (next page) presents a detailed illustration, adapted from *Training for Transformation* (1996), that depicts the major shifts in development thinking, as well as the shifts *in the types of development interventions and actions* that correspond to our expanded understanding of poverty. It demonstrates a range of development approaches: symptoms-oriented approaches (welfare), needs-based approaches (development), rights-based approaches (transformative), and a more radical liberation approach. The table briefly summarizes the differences between approaches that focus on technical solutions (functional change) and those that focus on structural solutions (social and political change).

CARE's development approach is based on a combination of both technical and social solutions rather than either approach alone. CARE's holistic rights-based approach to livelihood security spans the space between development and facilitation/transformation and, thus informs local level development processes as well as the macro-level enabling environment (see Table 1 below). CARE believes that poverty eradication depends on a union of both functional and structural change. CARE believes that eradicating poverty depends on promoting just and equitable societies – *improving social positions*; expanding the opportunities and options available to the poor to ensure that that are livelihood secure – *improving human and material conditions*; and promoting just and equitable social and government institutions that can promote and protect the rights of citizens – *creating a sound enabling environment*.

Table 1: Shifts in Development Thinking – COMBINING TECHNICAL & SOCIAL SOLUTIONS

Four Ways to Conceptualize Change and Responses to Poverty Adapted from: Training for Transformation Volume III (1996)			
Type Of Service	**WELFARE**	**DEVELOPMENT**	**FACILITATION & TRANSFORMATION**	**LIBERATION**
Type of Change	**Functional Change** ⟵————⟶		**Structural Change** ⟵————⟶
Causes of the problem	• Circumstances beyond the control of local people • Bad luck or fate • Natural disasters	• Lack of education • Lack of resources causing livelihood insecurity • Lack of opportunities • Inadequate technology	• Inadequate sociopolitical structures • Discrimination & inequality • Skewed economic system and wealth polarization	• Exploitation • Domination • Oppression • Alienation
	Technical Solutions		**Social Solutions**	
Program goals	• Relieve immediate suffering	• Address basic needs • Improve livelihood security & resilience • Develop self-sufficiency • Promote personal empowerment	• Livelihood security & resilience • Promote and build fair economic, social, political, legal and education structures	• Challenge & overcome exploitative structures
Types of service programs	• Famine relief • Refugee centers • Clinics, curative medicine • Care of disabled • CARE packages •	Technical training in: • Basic literacy, • Agriculture, • Income producing activities, Health and nutrition, • Savings & credit, • Personal empowerment	• Advocacy • Responsible governance • Programs to transform inequalities • Institutional capacity building • Social mobilization on rights & responsibilities	• Trade unions & international labor law • Political parties • Radical social movements
Type of Leadership	• Strong reliance on authority	• Consultative • Encourages participation	• Enabling • Highly participatory • Shared responsibility	• Shared by delegation of authority from base up

CARE's Efforts to Align our work with our Vision = Combining Technical & Social Solutions

❖ An Overview of Analytical Shifts in our Understanding of Poverty

Our understanding of poverty provides the groundwork for any analytical framework and demonstrates why certain shifts in development approaches have taken place. CARE's understanding of poverty, which was adopted as part of the HLS Framework, is derived from the work of Sen and Chambers. Sen's definition of poverty caused major shifts in development thinking and set the stage for the development of the household livelihood security framework. According to this definition, poverty is viewed as a matter of capability deprivation. 'Poverty must be seen as the deprivation of basic capabilities [and freedoms], *rather than merely as lowness of income*, which is the standard criterion of identification of poverty' (Sen 1999). These capabilities involve disadvantage through handicap, gender, age, race or caste/class or any other means of marginalization. Sen argues that the five identifiable 'freedoms' that are the prerequisites of development – 1) political freedoms, 2) economic opportunitie*s*, 3) social opportunities, 4) transparency guarantees, and 5) protective security. This definition rejects the previous focus on monetary income as the predominant measure of poverty and well-being.

This new understanding of poverty led to the conceptualization of the livelihood security approach. The Livelihood Security approach promoted the importance of **putting people at the center** of development. It stressed the importance of gender and empowerment to the development process. Empowerment was viewed as personal empowerment, whereby people would 'learn to fish', rather than be given fish. It was believed that empowerment would lead to self-sufficiency. Thus, **empowerment** was conceptualized in a de-politicized way as personal empowerment and not social empowerment and change. In this sense, empowerment should not be confused with the current concepts of **social empowerment, power, and power relations.** While personal empowerment provided the groundwork to bring politics and rights-based approaches into the debate on poverty, social empowerment takes us from a focus on individual self-assertion to a social process (collective rather than individual) that challenges and aims to change the nature and direction of systemic forces that marginalize people, thus changing basic power relations (adapted from VaneKlasen 2002).

Diagram 2

DIMENSIONS OF VULNERABILITY
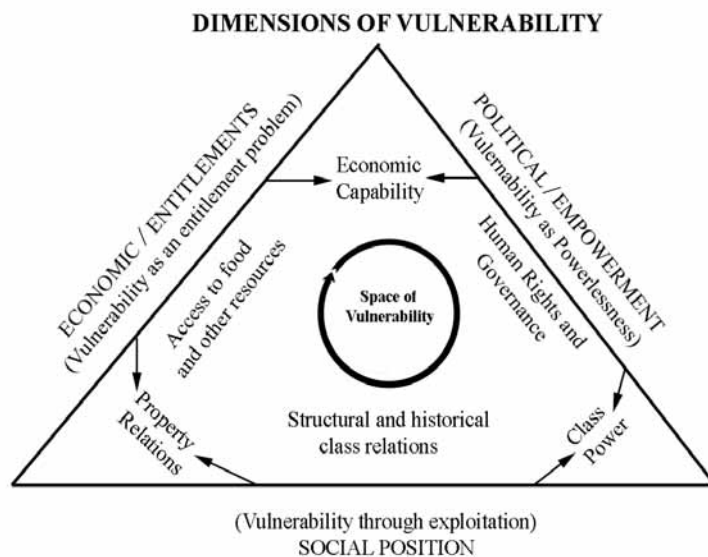
(Adapted from Watts and Bohle, 1993)

Also important to the evolution to a poverty eradication agenda was the expanded understanding of vulnerability. Our understanding of vulnerability has expanded to include powerlessness rather than simply material need. As Frankenberger and Maxwell (2002) point out in Diagram 2 (above), vulnerability should be not only be viewed as a socioeconomic process but also as a political[2] process, because power relations between individuals and groups directly and indirectly influence the levels of vulnerability that are experienced.

Another key addition to previous concepts of poverty is the recent research focus on the *"production of poverty"* (CROP 2002). From this perspective, poverty is not an accident, rather it is produced as the result of unequal *power relations*, which result in the unequal distribution of wealth and assets, and which inhibit the accumulation of wealth and assets by certain sectors of society. Therefore, in order to eradicate poverty, we must address both power relations and the resulting structural or systemic causes underlying poverty.

In summary, the current characterization of poverty reflects not only needs deprivation and lack of access, but it also reflects the lack of political power and clout among those affected. From this perspective, poverty is strongly associated with powerlessness. Powerlessness manifests itself in lack of *opportunities* and a lower level of satisfaction of basic needs, and importantly, in lack of access to, and control over, capital: physical, financial, human, and social. Powerlessness also manifests itself in a lower and less equitable social position. This *"needs and equity"* characterization of poverty also helps to reveal the processes of poverty generation and reproduction and the associated underlying causes of poverty.

> ### Text Box 3
>
> Poverty is caused by a combination of social, political, economic and
>
> environmental factors at various levels (local, national, international).

The development community trends discussed have significantly influenced how CARE understands, conceptualizes, and analyzes poverty, as well as the types of actions and interventions we use to address the causes of poverty. As development trends evolve in new and better ways, so to must our analytical frameworks, tools, and programming approaches in order to both remain relevant and to achieve greater impact.

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[2] To understand power and power relations, we need to expand our traditional definition of the term 'political'. Political not only refers to the arena of politics, when used as an adjective it also refers to, "of or relating to views about social relationships involving authority or power" (Websters & OneLook Dictionaries).

❖ Part 2: CARE's Evolving Development Approach: A Rewarding Evolution with many Authors & Mentors

CARE's work on livelihood security, gender, partnership, civil society, institutional capacity building, and our budding work on rights-based approaches led us toward a new and very bold Vision for CARE. This Vision embodies CARE's conceptual thinking and our evolving approach to development. This Vision has also required us to expand our development thinking and approaches. The commitment to our vision led us to further develop our work on rights-based approaches, advocacy, and constituency building/social mobilization.

Text Box 4

Our Vision

We seek a world of hope, tolerance, and social justice, where poverty has been overcome and people live in dignity and security.

CARE International will be known as a global force and a partner of choice within a worldwide movement dedicated to ending poverty. We will be known everywhere for our unshakeable commitment to the dignity of people.

To quickly trace a few of the broad strokes in the evolution of our development thinking, in the mid-1990's CARE adopted the **Household Livelihood Security** model as its programming framework. For CARE household livelihood security embodies three fundamental attributes that in combination provide the opportunities and basic needs that ensure livelihood security and promote fundamental changes in the **human condition**: 1) the possession of human capabilities (e.g., education, skills, health, psychological orientation); 2) access to other tangible and intangible assets (social, natural, and financial capital); and 3) the existence of economic activities. CARE recognizes that using the HLS framework helps our programming in several respects. First, it results in a holistic perspective being taken towards people's lives. The second important element of the livelihoods approach is its emphasis on people's capabilities and assets. Another key factor is the analytical requirement to understand social differentiation – the differences between households – and later, also social disaggregation – the gender and generational differences within households. HLS is a programming framework that allows more synergy and complementarity across the sectors. Sectoral excellence – with a commitment to a holistic perspective -- remains a fundamental tenant of the HLS Framework.

Since the introduction of the HLS Framework the basic concepts have been evolving based on both the lessons learned by the larger development community, as well as the lessons learned within CARE. The most recent evolution involved the incorporation of **rights-based approaches** (RBA) into HLS, which enriches the framework. RBA is

premised on the fact that people have basic human rights enshrined in internationally accepted laws and standards, and the realization of these rights is essential to people overcoming poverty and living in dignity. Grounding CARE's work on internationally recognized human rights law validates our work and adds legitimacy to our vision and mission. RBA requires CARE staff to focus on improving not only people's conditions (needs) but also their social positions (rights) and equity. It also requires CARE to broaden its capacity to analyze household vulnerability and address issues such as discrimination and marginalization. A rights-based approach to sustainable livelihood security requires the analysis of rights and responsibilities, as well as the design of actions and interventions that have an impact on people whose rights are being violated and on improving their capacity to exercise their obligations as citizens.

CARE's has also committed to actively promote gender equity and diversity (GED) both within CARE and in our programming. Gender equity in CARE programming entails the condition of fairness in relations between men and women, leading to a situation in which each has equal status, rights, levels of responsibility and access to power and resources. The focus on diversity recognizes the existence of rights denial related to class, race, gender, religion, economic status and sexual orientation and forces us to confront the power structures that allow for that discrimination to exist. Incorporating gender and diversity into our programming means we systematically analyze social exclusion and discrimination (including gender relations) and ensure that the design and implementation of our projects and programs maximize impact on inclusion and equity.

While CARE has always recognized that it is only one of many groups working to end poverty, it did not always recognize the necessity of working in *partnership* with other stakeholders. There is now a general understanding within the organization that to maximize impact CARE's work must be planned and implemented in close partnership with others and as integral part of larger efforts to tackle poverty. For CARE, partnership is a relationship that results from putting into practice a set of principles that create trust and mutual accountability, and partnerships are based on shared vision, values, objectives risk, benefit, control and learning, as well as joint contributions of resources.

For the past several years, CARE has begun to focus more on the analysis of policy-level issues, and to work increasingly at levels beyond the community. CARE now has a better understanding of the link between anti-poor public policy and poverty, which has led us to become actively involved in *advocacy* when our analysis indicates that it is appropriate. CARE defines advocacy as the deliberate process of influencing those who make policy decisions. Advocacy is a programming tool that CARE uses to address structural issues that perpetuate poverty and social injustice.

Building on many of the concepts and approaches developed by CARE's efforts to improve its partnerships, CARE has recently recognized that *constituency building/ social mobilization* is another complementary approach to combat poverty and bring about improved social conditions. For CARE, social advocacy has two elements. One is constituency development, which entails the recruiting and equipping people to become active participants in the cause of building a more just and equitable world, both through

CARE as well as through other avenues. The second direction is social networking, which involves linking with and making connections between participants in order to amplify the voices of those who are poor and marginalized. Both approaches contribute to CARE's efforts to address underlying causes of poverty by raising awareness and mobilizing actions that help reduce poverty and social injustice.

Partnership, advocacy, and social advocacy promote enhancing the institutional capacity and efficacy of institutions -- both formal governing institutions as well as civil society and other local institutions – to work together to build, reinforce and ensure just and equitable societies whereby people can live in dignity and security.

❖ Embedding Programming Approaches into CARE Culture

There has been a tendency at CARE to think of these various initiatives and approaches as "*the flavor of the month.*" However a closer look at the CARE International Programming Principles demonstrates how our HLS Framework, RBA and other initiatives have become incorporated in our development approach. While at times it might appear that RBA has replaced HLS, instead a quick look at the programming principles demonstrate quite the contrary.

Text Box 5

CARE International Programming Principles

Principle 1: **Promote Empowerment**
We stand in solidarity with poor and marginalized people, and support their efforts to take control of their own lives and fulfil their rights, responsibilities and aspirations. We ensure that key participants and organisations representing affected people are partners in the design, implementation, monitoring and evaluation of our programmes.

Principle 2: **Work with partners**
We work with others to maximise the impact of our programs, building alliances and partnerships with those who offer complementary approaches, are able to adopt effective programming approaches on a larger scale, and/or who have responsibility to fulfil rights and reduce poverty through policy change and enforcement.

Principle 3: **Ensure Accountability and Promote Responsibility**
We seek ways to be held accountable to poor and marginalized people whose rights are denied. We identify individuals and institutions with an obligation toward poor and marginalized people, and support and encourage their efforts to fulfil their responsibilities.

Principle 4: **Address Discrimination**
In our programs and offices we address discrimination and the denial of rights based on sex, race, nationality, ethnicity, class, religion, age, physical ability, caste, opinion or sexual orientation.

Principle 5: **Promote the non-violent resolution of conflicts**
We promote just and non-violent means for preventing and resolving conflicts at all levels, noting that such conflicts contribu poverty and the denial of rights.

Principle 6: **Seek Sustainable Results**
As we address underlying causes of poverty and rights denial, we develop and use approaches that ensure our programmes result in lasting and fundamental improvements in the lives of the poor and marginalized with whom we work.

We hold ourselves accountable for enacting behaviours consistent with these principles, and ask others to help us do so, not only in our programming, but in all that we do.

The following discussion of the relationship between our various approaches and our CI Programming Principles is a demonstration of how we have internalized these development approaches into CARE culture.
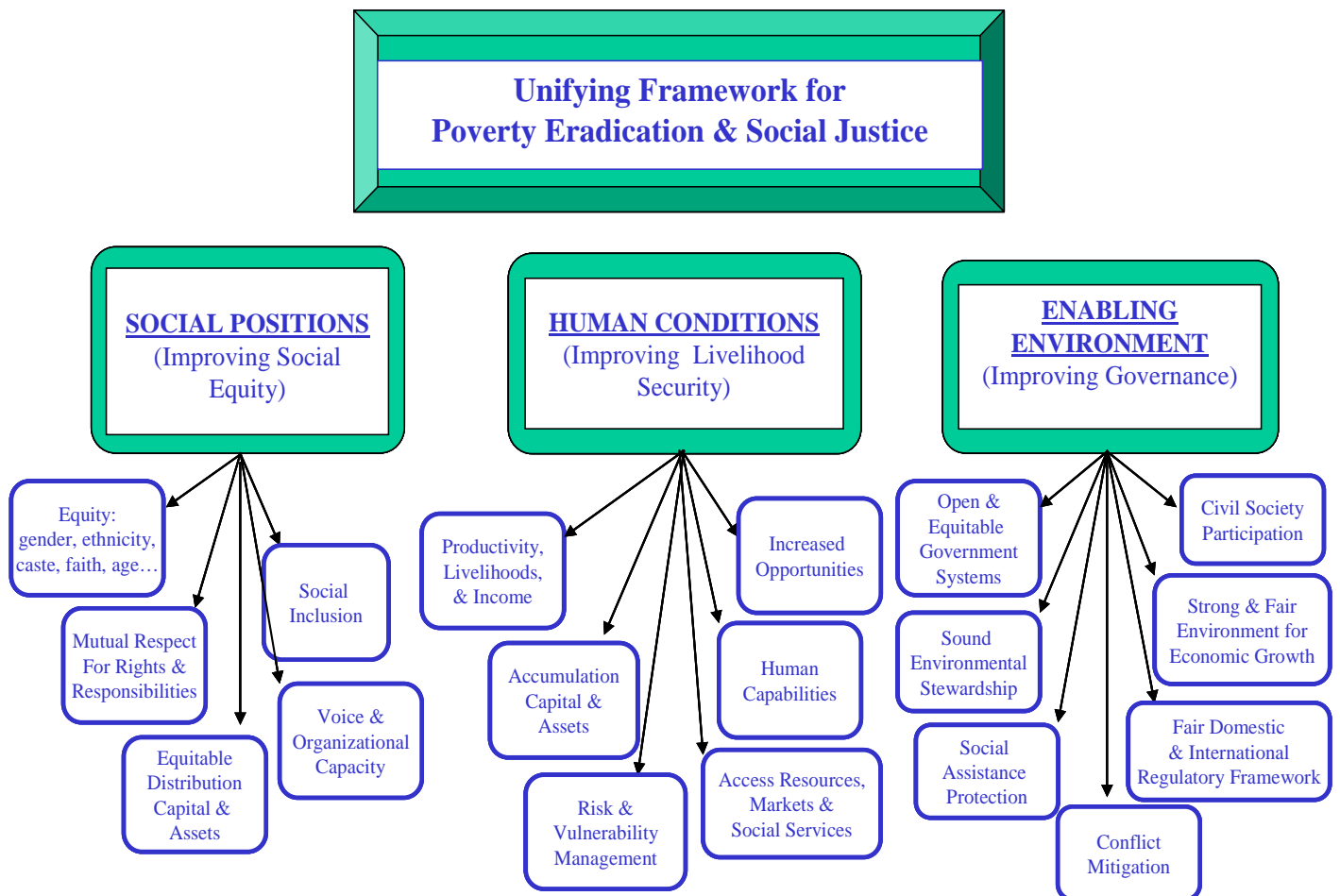
HLS brought an emphasis on people-centered development. HLS grew out of the recognition that single-sector and donor-driven project design and programming often did not adequately respond to the complex and multi-faceted reality that vulnerable and poor people and households face in their daily lives. A key element of HLS is the importance of conducting participatory holistic analysis to better understand community needs from a people-centered perspective (CI Principle 1). HLS promotes the engagement of participants in the program cycle – analysis, design, M&E, reflective practice (CI Principle 1). HLS also asks us to shift to a program approach through holistic, cross-sector analysis that allows us to determine key leverage starting points and then sequence interventions in and out of the program over time. It also emphasizes the importance of working in partnership (CI Principle 2) to improve our impact and ensure that our programs result in lasting and fundamental improvements in the human condition (CI Principle 6).

CARE's recent focus on rights-based approaches has contributed to significant enhancements to CARE's HLS Framework. RBA pushed our HLS thinking from solely focusing at improvements in the human condition – focus on ensuring people's needs and material conditions were met such that they could become livelihood secure – to also focusing on improvements in social positions and the realization of rights and social equity (CI Principle 4). A rights-based approach also requires us to expand our understanding of accountability to a focus on rights and responsibilities and to also seek ways to be held accountable to poor and marginalized people whose rights are denied (CI Principle 3). As well, a rights-based approach to HLS requires that we broaden our commitment to holistic analysis to include not only cross-sector analysis but also deeper analysis of the underlying causes of poverty (CI Principle 6). RBA helped CARE to identify that if the underlying causes are not addressed, the ability for the people we serve to realize their rights and become livelihood secure is limited, if not completely undermined.

❖ Part 3: Synthesizing CARE's Work into a Unifying Framework

Based on CARE's conceptual evolution, we have developed a unifying framework that brings together the key features of CARE's current development thinking, referred to as Unifying Framework for Poverty Eradication & Social Justice. Importantly, the *Unifying Framework does not replace our HLS Framework or our other approaches and lenses, rather the Unifying Framework is designed to explain how our approaches fit together and complement each other.* The following is a graphic conceptualization of the Unifying Framework.

Diagram 3

Unifying Framework for Poverty Eradication & Social Justice

SOCIAL POSITIONS (Improving Social Equity)
- Equity: gender, ethnicity, caste, faith, age…
- Mutual Respect For Rights & Responsibilities
- Social Inclusion
- Voice & Organizational Capacity
- Equitable Distribution Capital & Assets

HUMAN CONDITIONS (Improving Livelihood Security)
- Productivity, Livelihoods, & Income
- Increased Opportunities
- Accumulation Capital & Assets
- Human Capabilities
- Risk & Vulnerability Management
- Access Resources, Markets & Social Services

ENABLING ENVIRONMENT (Improving Governance)
- Open & Equitable Government Systems
- Civil Society Participation
- Sound Environmental Stewardship
- Strong & Fair Environment for Economic Growth
- Social Assistance Protection
- Fair Domestic & International Regulatory Framework
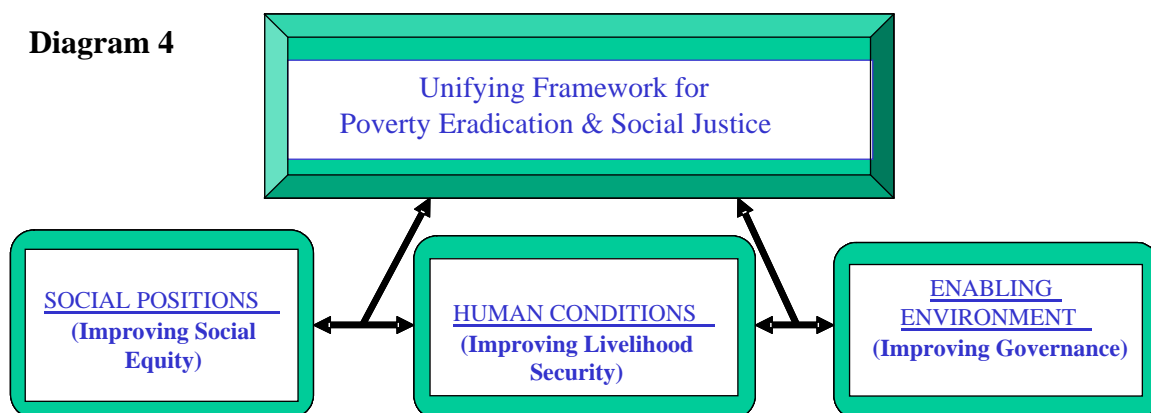- Conflict Mitigation

CARE's work represents an important evolution of combining the building blocks that we have determined are essential for a programming approach that will allow us to achieve our Vision and Mission. We can see from the graphic above that CARE has brought together a combination of programming approaches that *has resulted in a more dynamic and comprehensive* approach to poverty eradication. We feel that the Unifying Framework provides both increased conceptual clarity and a framework to guide our strategic thinking and program design.

In developing the Unifying Framework for Poverty Eradication & Social Justice (see Diagram 1 below), we decided to strip away the titles and jargon associated with our various approaches, lenses, and tools (HLS, RBA, GED, Partnership, Advocacy, etc). Instead, we decided to *focus on the content or the deeper meaning behind our various approaches and lenses, as well as the associated desired end state*. We identified three key interrelated outcome categories that we feel comprehensively reflect the deeper intent of the combination of our Household Livelihood Security Framework, Rights-Based Approaches, etc.

We determined that the combination of our approaches focuses our work toward three important ends: 1) Increasing opportunities for people to meet their basic needs, and ensure that future generations will have these opportunities as well; 2) Promoting people's efforts to improve social inequity so that people can live a life of dignity without discrimination; and 3) Promoting sound and equitable governance systems -- government, institutional frameworks, private sector, and civil society -- to create a local climate that promotes equity, justice, and livelihood security for all.

The Unifying Framework for Poverty Eradication & Social Justice is developed around three upper-level outcome categories that together ensure that we analyze and address underlying causes from both needs- and rights-based perspectives.
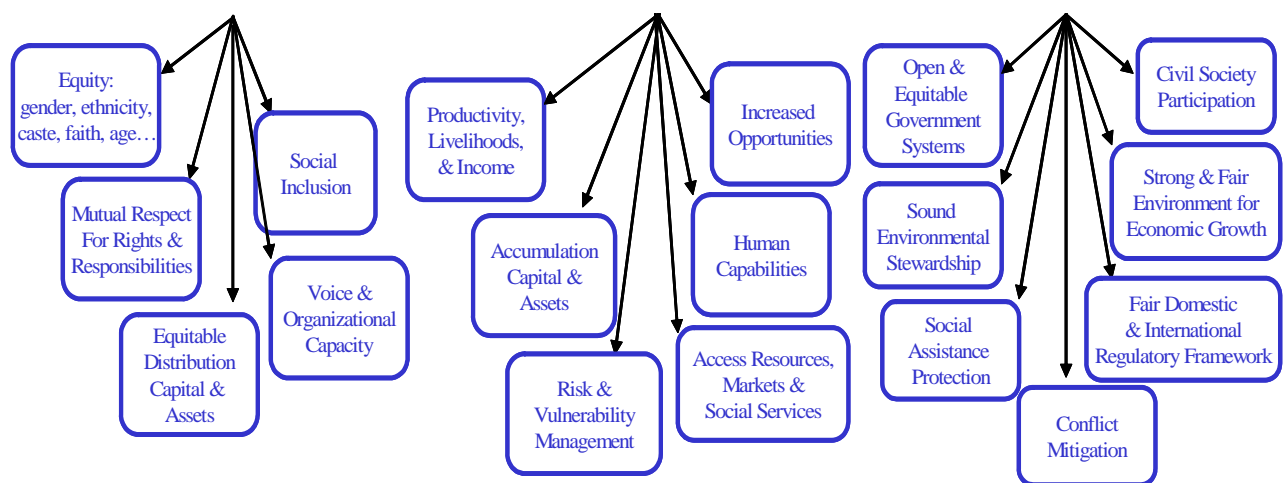
Diagram 4

Unifying Framework for
Poverty Eradication & Social Justice

SOCIAL POSITIONS
(Improving Social Equity)

HUMAN CONDITIONS
(Improving Livelihood Security)

ENABLING ENVIRONMENT
(Improving Governance)

The following provides a definition for each outcome category.

1. **<u>Improving Human Conditions:</u>** Supporting efforts to ensure that people's basic needs are met and that they attain livelihood security with regard to such needs.
2. **<u>Improving Social Positions:</u>** Supporting people's efforts to take control of their lives and fulfill their rights, responsibilities and aspirations. Supporting efforts to end inequality and discrimination.
3. **<u>Creating a Sound Enabling Environment:</u>** Supporting efforts to create a sound enabling environment – public, private, civic and social institutions – that is responsive to and inclusive of constituents and that fosters just and equitable societies.

These three upper-level outcome categories bring together the breadth of CARE's work (e.g., HLS, RBA, gender and diversity, income & asset generation, education, health, environment, partnership, civil society strengthening, advocacy, etc). When viewed in this way, we can see that what might have in the past looked like a mixture of disparate programming approaches have come together in a very comprehensive and important development framework.

The rectangles under each top outcome category represent <u>some of the key</u> intermediate outcomes that are necessary to lead to the upper-level development outcomes. These have been updated based on input from CARE's Global Conference in Bangkok (Sept 12-16, 2004). We recognize that these do not represent all possible intermediate outcomes, and we will continue to refine these based on our experimentation and learning.

Diagram 5

What follows is a brief discussion of the three outcome categories, some of the key factors or intermediate outcomes needed to produce these outcomes, and how these relate to the various approaches, tools, and lenses that CARE has brought together to help us achieve our vision and mission.

The Human Conditions Outcome Category

The term *Human Conditions* refers to creating the conditions that are favorable for the attainment of sustainable livelihood security. It is used to encompass CARE's traditional technical approach to development programming. It encapsulates the critical technical areas of CARE's HLS Framework (economic, education, health, food, nutrition, habitat, environment, physical security, capabilities/life skills, etc). It includes critical issues such as livelihood strategies, access, vulnerability, risk management, livelihood resources/capital (financial, physical, human and social) and is built around the following critical concepts:
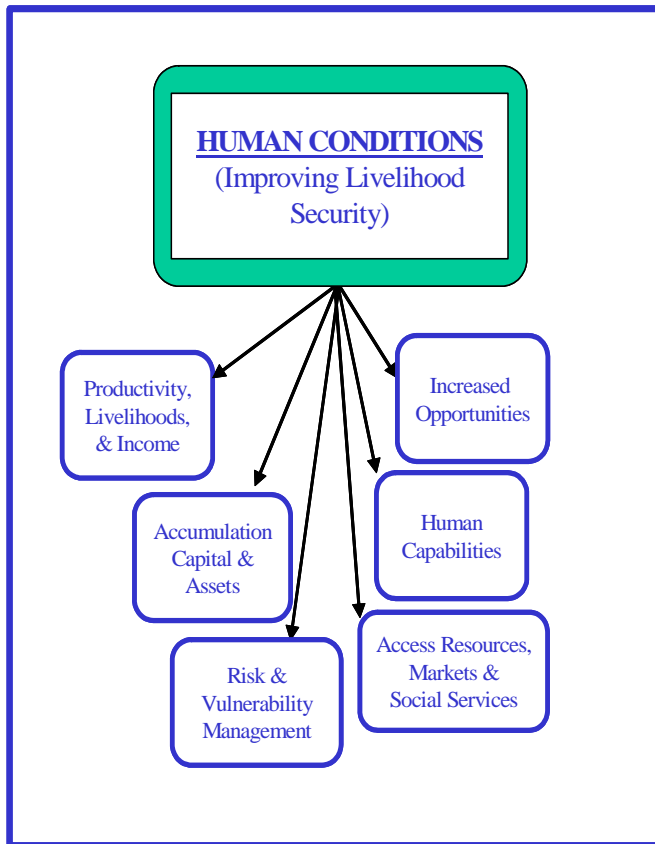

⇐ Human Capabilities

⇐ Productivity, Livelihoods, and Income

⇐ Access to Resources, Markets, and Services

⇐ Capital and Asset Accumulation

⇐ Risk & Vulnerability Mitigation

This outcome category focuses on CARE's wealth of analytical and technical expertise that has given CARE its reputation for excellence in contributing to fundamental improvements in people's well-being and meeting basic needs. **Human Conditions** involves creating the material and human conditions for sustainable livelihood security[3]. Livelihoods 'comprise the capabilities, assets (stores, resources, claims, and access) and activities required for a means of living' (Chambers and Conway 1992). Livelihood security involves the ability to acquire, protect, develop, utilize, exchange, and benefit from assets and resources (Ghanim 2000). It also involves the ability to access basic goods and services (such as adequate and equitable access to food, water, and shelter, educational opportunities, health services) (Frankenberger 1996). It also depends on access to natural resources and good environmental stewardship.

The Social Positions Outcome Category

While CARE's HLS Framework focused our attention on gender, generational, and ethnicity issues, CARE's gender and diversity work and rights-based approach have brought into focus a stronger commitment to equity principles. These approaches required CARE to broaden its poverty focus from a primary focus on changing peoples' conditions, to also focus on changing peoples' social position in society and their ability to live in dignity.

Social Positions: The term social positions is used to encapsulate the following CARE concepts associated with:
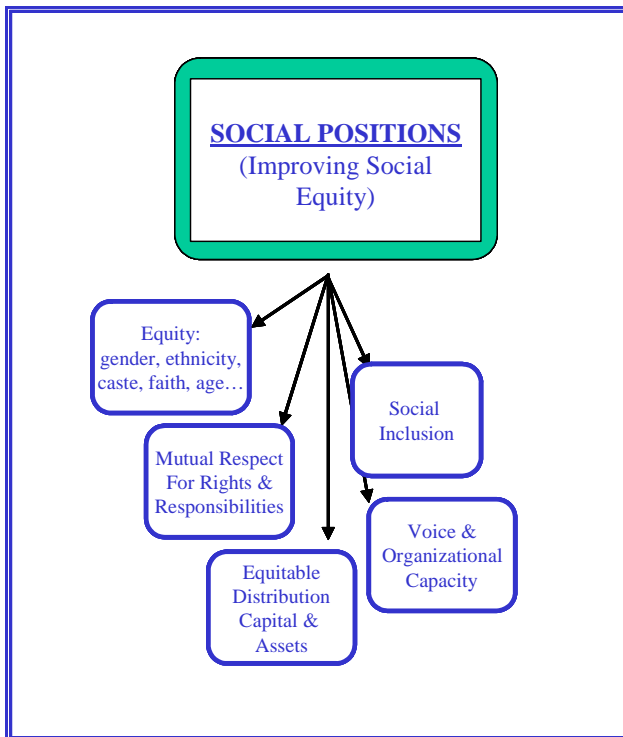
⇐ Gender Equity & Diversity

⇐ RBA, Rights & Responsibilities

⇐ Social Inclusion

⇐ Voice and Capacity to Organize

⇐ Equitable Distribution of Capital & Assets

CARE's Gender & Equity and Rights-Based work broadened our previous focus to include issues of the marginalization and exclusion. CARE's work on benefits-harms has intensified

SOCIAL POSITIONS
(Improving Social Equity)

Equity: gender, ethnicity, caste, faith, age…

Mutual Respect For Rights & Responsibilities

Social Inclusion

Voice & Organizational Capacity

Equitable Distribution Capital & Assets

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[3] Livelihood security is NOT limited to this dimension. CARE's HLS Framework also encompasses aspects of Social Positions and Enabling Environment. We have merely chosen to highlight key elements of livelihood security under Human Conditions/Needs.

our analytical efforts to ensure that our interventions and actions have the greatest benefit and limit any unintended results. CARE's commitment to gender and diversity in our programming has been accompanied by a commitment to ensure that we have that same commitment to gender and diversity within the organization.

This shift to not only focusing on material/human conditions ***but to also focus on improving people's social position*** represents a critical shift in our development theory and approach. While this shift does not replace our efforts to improve material and human conditions, working to improve people's social positions – by focusing on equity and justice –will significantly enhance and contribute to our efforts to improve people's material well-being.

The Enabling Environment Outcome Category

The outcome category ***Enabling Environment*** is used to focus our attention on the political, public, and social institutions that together create an enabling environment for fostering just and equitable societies. The outcome category refers not only to the government and governmental institutional frameworks, but it also refers to the multitude of macro and micro institutions that operate within a development context and as such have an influence on development outcomes. The Enabling Environment can be seen as driving and/or mediating social forces. Governance and political institutions must evolve in order to develop the enabling framework for change. Civil society institutions help shape and ensure that political institutions operate with low levels of corruption, and promote equity and justice. Civil society institutions often serve as the collective voice for the marginalized sectors of society. International institutions and private sector institutions (national and international) have an important role to play regarding developing sound economic institutions, fair trade, debt, social accountability, etc. As well, local level institutions can play an important role and make a significant contribution to local development processes.

Poverty is not a characteristic of some people; it rather characterizes a particular situation that people may find themselves caught in. When we talk about chronic and persistent poverty, we should be aware not to confuse individualized symptoms of poverty with the institutional determinants of poverty (the social, civil, and political institutional landscape). The institutional landscape plays a critical role in producing and sustaining poverty. The way that institutions are performing (e.g., effective, efficient, equitable) on behalf of citizens, and the way that institutions do or do not work together, will determine the size of the cake, the way that the cake is distributed, and the way that different people participate and are taken into account at the moment the rules of the game (on slicing the cake) are negotiated (Bastiaensen et al 2003). Shifting the Enabling Environment (social, civil, and political) to a pro-poor focus can have a significant and sustainable impact on poverty eradication.

The ***Enabling Environment*** outcome category focuses on key CARE HLS concepts (e.g., partnership, civil society, the private sector, physical security), and allows us to bring in some more recent concepts, such as governance, advocacy, and human security.
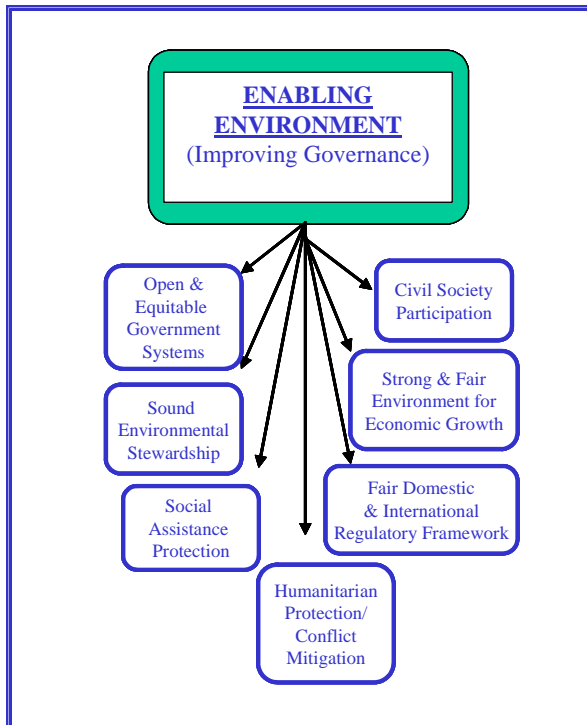

It also allows us to bring into focus critical institutional factors at the international level (e.g., globalization, fair trade, agricultural subsidies). All of these institutional factors play critical roles in creating a sound enabling environment to promote equitable development outcomes.

❖ The Interrelationship between the Three Outcome Categories

Together these three outcome categories provide a holistic Unifying Framework that focuses on *improving people's social position and social equity*; on *improving the people's conditions and well-being*; and *on creating an enabling environment that promotes equity and livelihood security for all*.

While we have grouped concepts into these three outcome categories, ***do not view these as tubular.*** There is extensive interaction and interdependence between these categories. ***CARE feels that it is the <u>combination</u> of these three outcome categories that is needed to lead to sustained poverty eradication and improved social justice.***

Therefore, analysis efforts at the CO LRSP level and at the program design level should *include analysis of key factors of each of these outcome categories*. Based on the results of our analysis, *WHERE POSSIBLE AND APPROPRIATE CO LRSP and program designs should target change in all three outcome categories*. This does not mean that all of CARE's programs should be working on all of these critical factors simultaneously. Rather it means that we should include these factors in our

Diagram 2

SOCIAL POSITIONS
Promoting Social Equity & Inclusive Societies

Poverty Eradication & Social Justice

HUMAN CONDITIONS
Promoting Human Development & Quality of Life

ENABLING ENVIRONMENT
Institutional Environment for Growth & Equity

analysis, and design strategies around these factors to the extent possible based on the local CO context. Think of the Unifying Framework as our guide and goalpost for change.
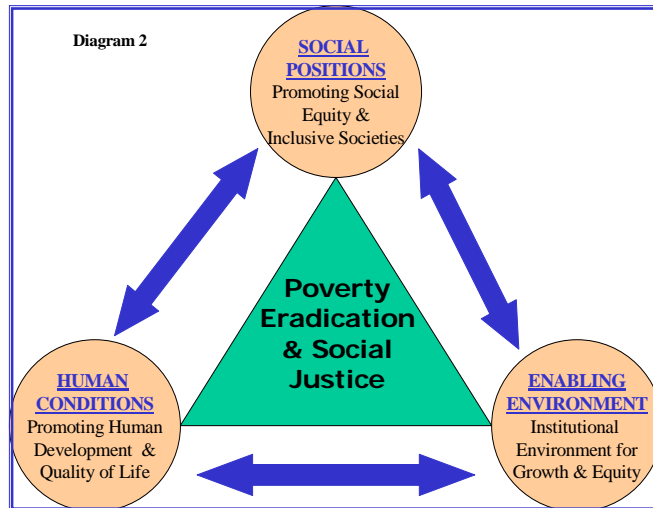
❖ How has the Unifying Framework Helped CARE Thus Far?

♦ We have found that the Unifying Framework has helped clarify the linkages between CARE's HLS Framework and other important initiatives for CARE staff.

♦ Country Directors and CARE program staff have found that the Unifying Framework's straightforward categorization is quite useful in helping to explain the depth and breadth of CARE's development approach to donors, governments, civil society organization, and other partners.

♦ The Unifying Framework highlights the importance of continuing to promote our holistic perspective of working on both NEEDS and RIGHTS, whereas some staff and donors felt that CARE was moving away from a needs focus to a more singular focus on Rights.

♦ The Unifying Framework focuses our attention on cross-cutting DESIRED END STATES or OUTCOMES rather than on individual initiatives.

❖ Part 3: Summary

This illustration of the evolution of CARE's development thinking demonstrates how CARE's various conceptual efforts, which might have seemed like disparate pieces at times, have come together to form a holistic approach to development that addresses three critical outcome categories essential to poverty eradication (Social Positions, Human Conditions, & Enabling Environment). It does not replace our HLS Framework or other important approaches and lenses. Rather, it is designed to provide greater conceptual clarity on how our programming elements fit together, and to provide a framework to guide CO analysis and program design.

CARE's evolving rights-based approach to livelihood security represents a ***dynamic Unifying Framework that promotes a holistic understanding of the multidimensional processes of impoverishment and disempowerment*** and entails the following key features:

- ❑ Focuses on the importance of human capabilities for expanding ***opportunities for access, wealth and asset accumulation, and ultimately livelihood security***.
- ❑ Views poverty as not only an economic process, but also as ***social and political process that involves power relations***.
- ❑ Views poverty not just as material deprivation but also ***as social marginalization***.
- ❑ Highlights *inequality as a critical factor contributing to impoverishment*, and the ***interactions between various forms of inequality***: gender, caste, class, ethnicity, race.
- ❑ Highlights the *importance of fair, open, and accountable governance systems*.
- ❑ Highlights the ***importance of institutions*** *and institutional processes* and their role in positive and equitable social change.
- ❑ Highlights the *importance or humanitarian protection and social protection assistance*.
- ❑ Highlights the ***importance of civic action and social mobilization for social change.***
- ❑ Links ***micro to macro factors***, and highlights interactions among these levels.
- ❑ Highlights the *importance of private sector social accountability and a just regulatory environment*.
- ❑ Highlights the *importance of macro-economic growth to governance, stability, and poverty eradication.*
- ❑ Highlights the *importance of the international arena as a critical component of poverty production and eradication* (e.g., regulatory frameworks, trade, debt).

Slightly modified diagram developed by CARE Somalia staff 2004
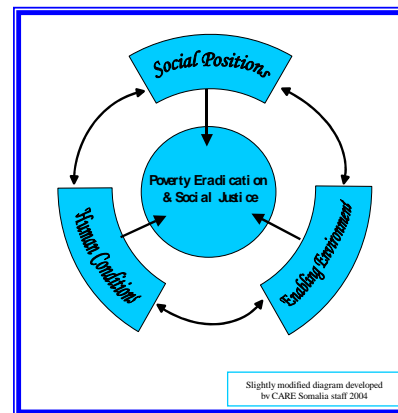
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