### Linking relief, rehabilitation and development (LRRD)

Groupe URD promotes better links between relief, rehabilitation and development. Given the increasing complexity of crises, the idea of a smooth transition from emergency to development contexts is no longer relevant. A new approach is needed which takes on board know-how from both the emergency and development sectors. This has implications for operational methods, crisis analysis and the provision of aid in general.

Linking relief, rehabilitation and development continues to be a major methodological and operational problem. The nature of humanitarian and development programmes is different. They have different mandates, know-how and objectives and many aspects of the methods and tools that are used are different (relations with partners, the role of national authorities, etc.).

For a long time, the idea of the continuum was predominant: emergency aid was mobilised to bring relief to the affected population and then reconstruction and rehabilitation activities were implemented until it was possible to restart development programmes. In reality, however, it is very rare for crises to develop in a linear manner.

The growing complexity of crises has made the old dichotomy between emergency relief and development obsolete. This has led to the emergence of the relief/development contiguum theory which reflects more accurately the complexity of situations which involve both long- and short-term operations and uneven spatial dynamics.

This type of situation presents new challenges for international organisations, whether they are implementing agencies or donors. It is therefore necessary to establish appropriate coordination and consultation mechanisms and find ways for the different actors involved to work together better.

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### Examples of the need for LRRD

* In the case of the Pakistan floods in 2010 which affected 20 million people, many development programmes were suspended for 6 months, only to continue as planned after that period, without taking the changed situation into account.
* After the famine in the Horn of Africa in 2011, the Kenyan government recognised that their response is reactive and dominated by crisis management, rather than anticipatory and focused on preventive risk management.
* In the Sahel, outsiders still see hunger as a result of a crisis (the drought), whereas research has demonstrated that many factors cause a spike in food prices, not just drought, and an increase in food prices correlates with increased child malnutrition: *‘In light of this, there can be no complacency, no sense of normalcy, no lessening of the sense of urgency, once the rains have returned and the acute dimension of the food crisis subsides’*.
* 2011 evaluation of German humanitarian aid: *‘Although exit strategies for humanitarian assistance are standard (…) they are, however, often unrealistic and inadequate to prevent extended operations in emergency mode. The necessary change of perspective, which would involve thinking about the follow-up (…) from the very beginning, has not yet taken place on the scale required.’*

#### Some positive examples to build on further:

* In 2012, the EU started piloting programmes in the Horn of Africa (SHARE) and Sahel (‘Agir Sahel’) which aim to improve LRRD in close cooperation with the national governments of the affected state(s) with better resilience of the population as ultimate aim.
* Some member states seek to improve LRRD in-house and in the field. Sweden for example supports livelihoods, WASH and health programmes in Somalia that are financed from both the development and humanitarian budgets, making it possible for partners to adapt programming when the situation changes.
* In Afghanistan, Denmark has ensured funding for LRRD in several regions, supporting NGO programmes in areas where DG ECHO left, actively advocating with partners for an effective transition to development on the ground.
* The Ivorian government, DG ECHO and DG DEVCO launched a “Partnership for Transition” in 2012, bringing together humanitarian and development partners with the relevant government services to ensure good LRRD. The Partnership is tailored to the Côte d’Ivoire situation where it is essential to maintain direct assistance to the most vulnerable populations while giving time to government and development agencies to restore functional government infrastructure for the delivery of basic public services. For each intervention, a Memorandum of Understanding will be sought between the government, humanitarian and development agencies, clarifying responsibilities for each, with clear milestones and indicators for monitoring. From the EU side, funds will be available both from the humanitarian aid instrument and the EDF. An example of a health intervention could be that the government funds salaries of health workers, while a development agency focuses on reform of the health sector and a humanitarian agency gives some short term support and training for staff.
* Using its political leverage, the EU aims to raise awareness of the need for resilience and LRRD worldwide through engagement in the ‘Political Champions for Disaster Resilience’ initiative; a first meeting in April 2012 was co-lead by the UK and UNDP. This initiative aims to develop a more appropriate global approach to slow onset crises (such as the recent famine in the Horn of Africa).

VOICE – CONCORD position paper, Linking, Relief Rehabilitation and Development (LRRD):   
‘Towards a more joined up approach enhancing resilience and impact’, July 2012

### Case studies

#### Scenario 1: Floods in Sindh, Pakistan (2010) – Livestock support

##### Background

In 2010, the monsoon season in Pakistan overwhelmed the country with floods which affected 21 million people. In Thatta district, Sindh province, an NGO responded with a programme that involved re-stocking of livestock to affected families. This scenario explores how the organisation dealt with principles and key indicators that were difficult to implement in context.

##### Issues at stake and contextualisation

Through context assessment, the organisation observed that before the floods, people lived very close

to their livestock, which can cause increased levels of disease. The issue for the organisation was whether to meet the expressed need of the affected people, given that to do so could perpetuate unhealthy practices and make them more vulnerable to disease.

The Code of Conduct and Core Standards remind us that we should respect culture and custom and develop strategies that are explicitly linked to community-based capacities. At the same time, the Control of communicable diseases standard 1 (key indicator 1) and Protection Principle 1 explicitly say that disease levels should be kept stable and no further harm should be caused by humanitarian interventions.

##### Outcome

Based on a participatory needs assessment, the organisation designed a programme that met the community’s need to re-establish livelihoods by re-stocking with animals. Steps were taken to mitigate the negative impacts of people living close to animals through hygiene promotion activities. Control of communicable diseases standard 1: key indicator: Incidence of major communicable diseases relevant to the context are stable (not increasing) was met.

#### Scenario 2: Earthquake in Khyber Pakhtunkhwa Province (KPK), Pakistan (2005) – Cash for work

##### Background

In 2005, northern Pakistan experienced an earthquake which killed over 70,000 people. A local NGO responded by helping survivors to re-establish livelihoods. This scenario explores how a change in context may present an opportunity to bring people closer to meeting Sphere key indicators.

##### Issues at stake and contextualisation

The social context in KPK changed because of the earthquake in that many male heads of household were lost, leaving females in a position to assume responsibility for their families. Through monitoring activities, the organisation saw that females were often left out of assistance and decision-making processes. The Code of Conduct, Protection Principle 2 and Livelihoods standard 2 all highlight that men and women should have equal access humanitarian aid based on their needs. The issue for this organisation was how to provide cash-for-work assistance appropriately in the context while yet respecting culture and custom in a traditional society in which females who work, their families and the aid agency could run risks if they are seen as going against social norms.

##### Outcome

The organisation opted to keep the key indicator as it was and use the change in context as an opportunity to bring people closer to the livelihoods indicator. The organisation took a phased approach that included raising awareness of rights for both men and women. They gained acceptance from the community to ensure that the programme did not increase vulnerability or pose further risks. Livelihoods standard 2, key indicator 2 was partially met. Men and some women were given opportunities for employment without increasing their vulnerability.

#### Scenario 3: Protracted conflict, North Kivu Province, Democratic Republic of the Congo (DRC) – WASH

##### Background

For many years, the conflict taking place in North Kivu province has caused internal displacement, necessitating temporary shelter to provide people with life-saving assistance.

An NGO is providing a water supply programme to help people meet their rights. This scenario explores how organisations may cope with lack of resources to meet Sphere indicators.

##### Issues at stake and contextualisation

In this context, people are made vulnerable by on-going conflict which has put pressure on environmental and technological resources throughout the province. The issue in this scenario was that it was physically impossible for the organisation alone to provide Water supply standard 1, key indicator 1 (15 litres of water per person per day (pppd) for cooking, drinking and personal and domestic hygiene) for the target group.

The Code of Conduct, Protection Principles and Core Standards indicate that local capacities should be built upon while vulnerabilities are addressed. The needs assessment also revealed that in this context, men often bathed in the river (local capacity), while women and children bathed at home because it was safer for them.

##### Outcome

The organisation analysed the situation and looked for ways to build on the community’s existing capacity and address the water supply needs of the entire target group. The organisation provided a water supply programme that met Water supply standard 1, key indicator 1 using a combination of assistance from the organisation and local capacity.

#### Scenario 4: Protracted conflict, Bunagana, DRC – School supplemental food programme

##### Background

For many years, the conflict taking place in DRC has limited the communities’ ability to produce/ provide enough food for themselves. An NGO is providing supplemental food rations in a school. This scenario explores how organisations may adapt a quantitative key indicator to the context.

##### Issues at stake and contextualisation

Guidance note 2 accompanying the first key indicator of Food Transfers Standard 1 says that nutritional requirements equal 2,100 kilocalories (kcal) pppd, but people in this community have no more than 1,600 kcals pppd even in non-disaster times. The organisation had to decide whether to adapt the indicator to align it with the norm in the society or to provide the Sphere indicator as written.

The Code of Conduct says that aid should be based on need alone, and scientific evidence has shown that human beings need a certain number of calories with specific nutritional content to lead an active and healthy life. Protection Principle 1 also states that we should not cause further harm through our actions by not providing enough food or by providing too much food.

##### Outcome

Children at the school received a supplemental wet food ration to close the gap between existing food capacity and the key indicator. The key indicator was adapted from 2,100 kcal pppd to 1,600 kcal pppd because this is the norm in the context and the organisation determined that the recipients could live a healthy and active lifestyle on the adapted indicator. Active participation and collaboration with parents of the students and other actors in the humanitarian community have been essential to the success of the programme. The contextualised Food transfers standard 1: key indicator 1 was met.

#### Scenario 5: Earthquake and floods, La Paz, Bolivia – Disaster risk reduction

##### Background

As part of a disaster risk reduction initiative, the Bolivian government has used Sphere for guidance. The scenario explores how a government can benefit from Sphere in context.

##### Issues at stake and contextualisation

The issue here is the extent to which a government can use a tool developed by and primarily for the humanitarian community. This scenario indicates that there are specific parts of the Sphere Handbook which can be applied:

* The Humanitarian Charter, which reminds us that the state holds primary responsibility to respond to disasters in a timely manner.
* The Code of Conduct Annex I: Recommendations to the Governments of Disaster-Affected Countries.
* Protection Principles 3 and 4, which are directly linked to a specific set of legal obligations of states.
* Core Standard 2, which specifically discusses the role of government in collaboration and coordination of humanitarian response.
* Cross-cutting issues which can be applied through government response, including children, disaster risk reduction, environment, gender, HIV and AIDS, older people, persons with disabilities and psychosocial support.
* Technical standards, which can also be used by governments throughout the disaster management cycle.

Certain countries have adapted and included elements of Sphere into their policies and contextualised indicators to align with national standards.

##### Outcome

A government has used Sphere standards to develop disaster risk reduction policies and train staff members so they are ready to respond to future disasters. Sphere indicators have been adapted so they conform to Bolivian standards and policies.