

ROSA Focus

This Month's Highlight: Linking relief, rehabilitation and development

The link between relief, rehabilitation and development raises methodological and operational difficulties. Programmes of humanitarian aid and cooperation for development are different. They have different outcomes, mandates and objectives. Instruments and working methods also differ in many aspects, such as the time frame (short or long term), links with the implementing partners, the role of national authorities and the type of interventions. But the complexity of crisis demands to move on from the classic dichotomy between relief and development and deal with the differing needs and time frames simultaneously.

Why and how should relief, rehabilitation and development be linked? This article outlines the debate by looking at the way concepts and approaches have evolved. The European Commission's attempt to draw up and, if possible, implement an LRRD strategic framework (which is still experimental) highlights issues of strategy and of articulation in operations.

From temporal to spatial dynamics: Moving from continuum to a contiguuum

The concepts of links between relief, rehabilitation and development originate in the 1980s. For many years, the time-based **linear continuum approach** was up front. This was based on analysis of response to natural disasters, in which each phase follows on from the other in a chronological progression: relief is brought to the people affected, then reconstruction and rehabilitation begins until such time as development programmes can begin again. But it is very rare for crises to progress linearly.

Since the end of the Cold War, crises have become more complex, and new types of crisis have appeared, where short term and long term needs coexist, as do areas of crisis and areas of calm. Crises related to interactions between natural phenomena and less resilient populations have multiplied. Several parts of the world have faced long lasting and repeated crises. Reconstruction, reunification and reconciliation processes have become much more complex. In these crises, relief and reconstruction aid alternate depending on circumstances and in different geographical areas. So we have seen "patchy" geographical conflict dynamics appear, in which some parts of a country or region remain calm for long periods, whereas others are in active conflict. In this new context, a **relief-development "contiguuum" approach** has developed, which is better adapted to the complexity of situations in which long and short term actions and varying geographical realities overlap.



This type of situation poses new problems to international actors, and particularly to donors. Development work can be done in totally peaceful areas, whereas large parts of the region are unstable. This is the case in Somalia, much of Burundi and the Democratic Republic of Congo. In some situations of extreme poverty, arising from "bad development" or "non-development", it is difficult to establish a clear distinction between a situation needing relief and one needing a development approach. The response will obviously be "developmental", but will sometimes take forms that look very much like humanitarian aid. This is the case in Niger and Haiti, for example. Moreover, budget lines, available tools, procedures and skills each have rigid compartments within them marked "relief" or "development", which makes the management of the "relief-development contiguum" very complex.

For a methodological link between relief and development

However, approaches based on the temporal and spatial dynamics have both shown weaknesses. The link between relief, rehabilitation and development is largely a question of method. This forces us to ask other questions, such as:

- Is it possible to react quickly in an emergency context without creating long term negative effects (food dependency, market disturbances, creating habits of hygiene, etc.)?
- How to act quickly while involving local populations, from the design stage and implementation through to assessment?
- How to save lives but also strengthen the resilience of individuals, families, communities and society as a whole?
- How to operate using approaches of development and support for national institutions in the early stages of a crisis or in post-conflict and in situations where the institutions themselves are part of the crisis?
- How to work on long term measures when there are huge problems of security and uncertainty?
- How to open up opportunities during the rehabilitation phase to create a better situation after the crisis?

The need also exists for a rapprochement between development specialists with their skills (grass-roots participation, detailed analysis of the socio-cultural context, capacity building), and aid specialists with theirs (vulnerability analysis, danger awareness, logistics capacity, rapid intervention).

The range of skills needed calls for a wide range of players, and consequently, setting up **appropriate coordination and consultation mechanisms**. In the same way, different perspectives must be included if we are to develop a comprehensive and transversal view that takes account of questions of sociology, culture, ethno-anthropology, politics and economics at a "micro" level in LRRD thinking.

Placing prevention and crisis management at the core of the development agenda

In many countries, whole sections of the population live in conflict zones or areas of increased vulnerability. In this case, it is essential to further develop the analysis of crisis prevention and preparation for crisis management, and of early warning. The aim is to avoid future crises, reduce risks when crises do arise and attack the deep causes of vulnerability in the long term.

Crisis prevention needs to be integrated into the strategies (where they exist) that define the framework of both relief and development missions (Poverty Reduction Strategy Paper - PRSP), Country Strategy Paper - CSP).

Preparing for the post-crisis situation also needs to be thought through in terms of both strategy and operations right from the outset. The involvement of governments and local populations is often a determining factor for being able to use comprehensive and long term approaches.

Coping strategies must be encouraged to limit processes of decapitalisation and build the capacity of populations to resist future shocks. This is the direction that resilience programmes take. The different parts include relief, developing coping strategies and long term development. The aim is for crisis prevention and resilience work to become part of the core business of development. This is definitely one of the central points of the link between relief and development.

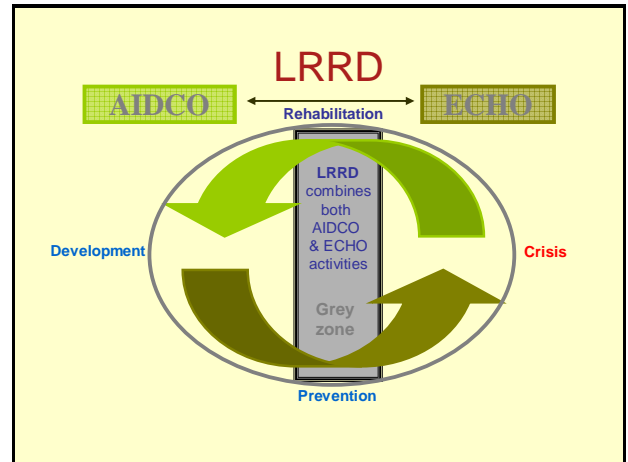
Better linking of relief, rehabilitation and development: the EU response

An analysis framework that is progressing

Originally developed in 1996¹, the European Commission approach on Linking Relief, Rehabilitation and Development (LRRD) was reviewed in the early 2000s². In its *April 2001 Communication*, the Commission highlighted the limits of this approach and identified a range of measures that could improve its contribution in post-crisis situations. It states that linking is not just ensuring the transition between relief and development (continuum). It is more a question of increasing the synergies between development tools and humanitarian aid, which are often set up simultaneously (contiguum). So this question must be placed in a broader context than simply the move from relief to development and must contribute to producing conditions of structural stability. The latest *October 2007 Communication* proposed a strategy of response to situations of fragility³. As far as the LRRD strategic framework is concerned, the assessment reports the need for improvements, particularly for better integration of aspects of governance and institutional development.

The experience acquired since 1996 and the assessments of EC aid tools show that insufficient coordination and the lack of appropriate instruments of rapid response to post-crisis situations reduce the effectiveness and impact of aid provided.

The 2001 Communication mitigates for **increased internal coordination** between the services of the Commission and between the Commission and Member States and **external coordination** with the different donors and actors involved. To facilitate the articulation between ECHO actions and development and cooperation instruments, the proposal is to **readjust instruments, working methods and internal institutional mechanisms**. The aim is to reduce response times, gather appropriate resources as quickly as possible and to ensure the involvement of appropriate partners.



Towards implementing the strategic framework

Given the relatively poor use made of the two EC Communications (1996 and 2001), and the frequent cases of uncoordinated responses to crisis situations, a working group was set up in 2003. The group's first report contained a diagnosis that is still broadly valid, and produced guidelines to improve coordination. This interservice group (ECHO, AIDCO, DG DEV and DG RELEX) continued work in 2004 in a more operational mode, and produced country reports, encouraging joint analyses of the situation to be developed. After a pause, the group began again in late 2006, to work on the implementation of the new instruments of cooperation, particularly thematic and transversal components.

The analysis of the interservices group highlighted that obstacles to setting up really operational LRRD actions are still often internal to the Commission (over and above the complexity of the background for action). The difficult articulation between relief and development programmes is mainly the result of procedures which were not designed to function hand in hand, and of lack of coordination at the time of programming. In answer to this, the working group has produced an **LRRD analysis framework**, which is still experimental at this stage. It aims to improve the coordination and the alignment of methods in terms of analysing the situation and assessing needs, and to reach better agreement on a consolidated and integrated response.

¹ Communication on linking relief, rehabilitation and development [COM(1996) 153 final].

² Communication entitled "Linking relief, rehabilitation and development – An assessment" [COM(2001) 153 final].

³ Communication of 25 October 2007 "Towards an EU response to situations of fragility" [COM(2007) 643 final]. This Communication aims at better use of the various instruments at the political, diplomatic, humanitarian, development and security levels.

The analysis framework is in two parts. The first part describes the three vital steps: i) analysis of the situation, ii) needs assessment and iii) defining responses, bringing out the need for common action and reaching a consensus for each of these steps (cf. Box No. 1).

All planned and on-going actions are included in the second part of the document, which reproduces a list of all projects funded by the various EC instruments – and by other donors. The aim is to leverage the use of community instruments, make better use of their complementarity and highlight gap situations early enough to be able to right them in good time.

Box N°1: Analysis and Action Framework LRRD

I. Analyse de la situation

Step 1. Origin and type of crisis

- | | |
|---|---|
| <input type="checkbox"/> Natural disaster | <input type="checkbox"/> Conflict (internal/external) |
| <input type="checkbox"/> Forgotten crisis | <input type="checkbox"/> Protracted crisis |
| <input type="checkbox"/> Post-conflict | <input type="checkbox"/> Other: |

Step 2. Present situation

(phases could overlap)

- | | |
|--|---|
| <input type="checkbox"/> Emergency | <input type="checkbox"/> Rehabilitation |
| <input type="checkbox"/> Reconstruction | <input type="checkbox"/> Institution building |
| <input type="checkbox"/> Reconciliation / DDR (Disarmament-Demobilization-Reintegration) | |
| <input type="checkbox"/> Peace process / agreement (if conflict) | |
| <input type="checkbox"/> Economic recovery | <input type="checkbox"/> Development |
| <input type="checkbox"/> Other: | |

Step 3. Context and evolution

- Risk assessment (risk of falling back into crisis, institutional/political risk...)
- Progress towards resolution (in case of conflict)
- Progress towards stabilisation (in case of political and/or economic crisis)

⇒ **Expected result: Consensus on situation analysis**

II. Assessment of needs

Step 1. Data collection for needs assessment and analysis
(if a mission is necessary, agreement for a joint mission ECHO / AIDCO and/or DEV / RELEX)

Step 2. Identification of joint missions for designing the main elements of the response

Step 3. Assessment of capacities and profiles of partner institutions/organisations
(Governments., NGOs, UN, ICRC, WB, local partners)

Step 4. Coordination and consultation with other actors
(International organisations, local partners, NGOs, other donors including EU Member States)

⇒ **Expected result: Consensus on needs and partners – Preliminary LRRD Analysis Framework**

III. Preparation of consolidated response

Step 1. Preparation mission, if necessary

Step 2. Linkages with existing EC strategies:

- ☐ ECHO's action plans
- ☐ RELEX strategy papers
- ☐ DEV strategy papers
- ☐ Preparation and implementation of other AIDCO development programmes

Step 3. Coherence and complementarity (other instruments, other actors)

Step 4. Objectives and priorities

- ☐ Sectors :
- ☐ Areas of intervention:

Step 5. Expected indicative budget

⇒ **Expected result : LRRD main lines of actions**

This analysis framework was tested in six countries (Afghanistan, North Korea, Sudan, Chad, East Timor and Zimbabwe) by associating the various services involved (ECHO, AIDCO, DG Dev, DG Relex) and the Delegations. A first assessment was carried out in February 2008. The results show that this joint analysis can act as a real catalyst for better coordination of programmed projects and partners involved. However, there is a need for greater clarity in specifying the final objective of the analysis framework, and a need to include a section on governance, institutional aspects and security, and on the specific features of the countries concerned. The framework is currently under revision.

This process takes account of the complexity of understanding all the dimensions of linking relief, rehabilitation and development and making the link operational. The Commission has a particular responsibility in this respect, due to its importance both as a donor of emergency assistance and of development assistance, and well as to its broad international presence. It can play a central part in improving coordination, systematic exchange of information and integrated action.

This article was written with the collaboration of François Grünewald (URD)⁴ on the analysis of the major issues.

Thanks to Unit E6 of AIDCO for their comments and contributions.

⁴ François Grünewald is chair of the Relief-Rehabilitation-Development group (URD), research, assessment, methodology development and training institute for crisis management, humanitarian aid and post-crisis reconstruction. www.urd.org

Current food security situation

Democratic Republic
of Congo

The causes of food insecurity in DRC are many and varied

The food situation in DRC remains fragile in a context of high poverty levels, political instability, conflicts and high risk of natural disasters.

Food insecurity is closely linked to the state of generalised poverty. Education and health infrastructures are insufficient, and in most cases, inaccessible. Almost all provinces suffer from a lack of basic infrastructures. The state of the roads is a major problem. There are very few usable roads in rural areas, and those that do exist are extremely dilapidated.

Despite the huge agricultural potential of the country, only 3% of arable land is used. The average area worked per active farm worker is 0.5 hectares. The deficit of the national production is estimated to be between 30 and 40%. There are many problems in the agricultural sector: the displacement of rural populations, decreasing surface area cultivated due to insecurity; deteriorated infrastructures, limiting market access; lack of supervision; limited access to tools, seeds and fertilisers, and the yield is poor.

The east of the country (Ituri, North Kivu, South Kivu and Maniema) has lacked basic foodstuffs for the past fifteen years. Food insecurity is still very high there, and this region receives the bulk of all food aid distributed in DRC. Civil war, resulting in insecurity and risk of theft, does not encourage farmers to cultivate large areas. Moreover, there are many displaced populations and people escaping from conflict in this region. At present, only the western part of the country has an overall surplus of food. The Bas-Congo has once again become the bread basket of Kinshasa, since the Kinshasa-Matadi tarmac road has been completely rehabilitated, and most of the roads have been repaired. It is estimated that in two years, the Bas-Congo has doubled or even tripled its agricultural production, most of which is sold in Kinshasa.

At the same time, food imports are constantly increasing. At present, as in the past, dependency on food imports is very marked, and they account for about 30% of the total quantity of imports.

Political instability and natural disasters (the earthquake in March 2008, the Nyiragongo volcano erupting in 2001, floods) have increased the level of food insecurity throughout the country. Civil war ravaged the country for fifteen years (1992 – 2006). Despite recent progress, including the first free general elections in forty years (2006), and regional agreements on the problem of rebel uprisings in the east of the country, the situation remains difficult. Current levels of instability and insecurity and the series of population movements heighten the precarious situation of food security.

Assessment of food security and vulnerability

Until recently, in DRC there were no functional information and reference systems for food security. The early warning system is currently operational and analyses of food security should be produced regularly as from the second half of 2008.

Between July 2007 and February 2008, a Comprehensive Food Security and Vulnerability Analysis (CFSVA) was carried out by the World Food Programme (WFP), working with the National Institute of Statistics (INS). This provides an overview of the food situation in rural areas⁵.

The results of the CFSVA show that on average 6% of households have *poor food consumption*⁶. Most of them are in Katanga (11%) and South Kivu (12%). It could be said that these households form the bedrock of food insecurity. Other provinces have levels that are greater than or equal to the average: Bandundu and North Kivu 6%, Eastern Kasai and Bas Congo 7%. A total of

⁵ The survey was carried out in two phases. The first covered 5 provinces (Equateur, Katanga, Maniema, South Kivu, North Kivu, Orientale (Ituri)) and was done in July 2007. The second phase took place in February 2008 and covered the remaining provinces (Orientale, Eastern Kasai, Western Kasai, Bandundu, Bas Congo).

⁶ According to the methodology of the CFSVA survey, the level of consumption is defined depending on the type of food, the frequency and quality of meals eaten. Households with poor food consumption are considered to be in a situation of severe food insecurity.

one third of households has *limited food consumption*⁷. They are very frequent in the east of the country: 52% in Maniema, 35% in Katanga, 33% in South Kivu, 31% in North Kivu and 32% in Orientale province.

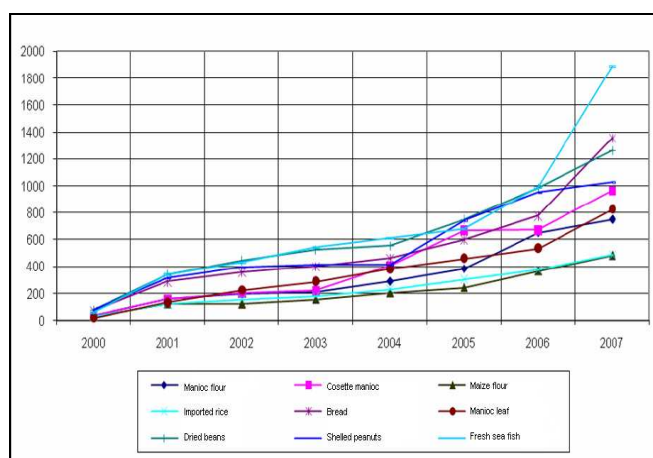
No recent comprehensive survey has been done of the nutrition situation. The CFVSA survey shows great regional disparities. The prevalence of Global Acute Malnutrition is 11%, varying from 7.5% in Orientale province to 17.6% in Katanga, whereas Severe Acute Malnutrition is 4%, varying from 1.7% in Eastern Kasai to 6.7% in Katanga. Compared to the last Health and Population Survey (EDS), levels of Severe Acute Malnutrition are practically the same except in the two Kasais, where the latest EDS results are far higher (3.7% compared to 5.5% in Western Kasai and 1.7% compared to 7.5% in Eastern Kasai).

Impacts of the rising price of food

The FAO has set up an observatory for monitoring the price of food in 24 urban areas, (22 of them with over 100 000 inhabitants). Data collection also takes place in rural areas through sentinel posts⁸.

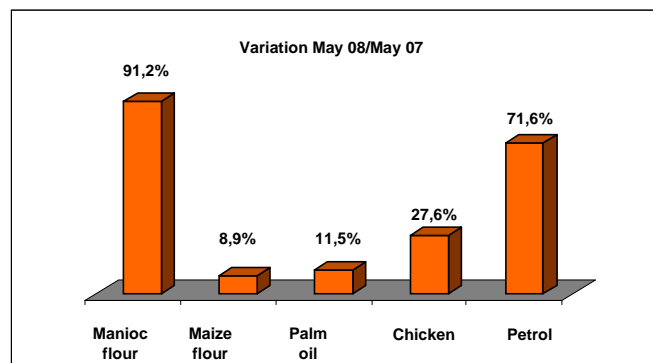
It should be noted that since 2000, the price of basic foodstuffs has increased considerably (cf. graph No. 1). The situation has worsened since 2005, and price increases have reached almost 25% for all these products. Prices soared at the end of 2007 with the increase in the price of oil and cereals on international markets. Graph No. 2 shows the scale of the annual variation of prices in 4 Congolese cities (May 2007-2008). Price rises are greater still in the towns of Kisangani and Kindu and in particular for certain products such as manioc flour, petrol and chicken.

Graph No. 1 Price rise in food products during the 2000-2007 period (FC/kg). Kinshasa



Source: Service National de la Statistique Agricole du Congo

Graph No. 2: Comparison of prices for the months of May 2007 and 2008 Kinshasa, Kisangani, Kindu and Mbuji-mayi



Source: FAO

Rising prices have a very great impact on the food situation. The consumption of households, and especially poor households in rural areas will be greatly affected. In urban areas, the impact of increased fuel and food prices will be felt not just in operational costs, but it is also possible that the frequency and intensity of food insecurity will be affected.

The article is based on the Comprehensive Food Security and Vulnerability Analysis (CFSVA), drawn up by the WFP, the *Ministère du Plan* and the National Institute of Statistics. Information on price variations is produced by the FAO observatory of food prices.

⁷ Households with limited food consumption are considered to be in a situation of moderate food insecurity.

⁸ This work is part of the FAO's Initiative on Soaring Food Prices (ISFP).

International News

Negotiations on the EU-West Africa Economic Partnership Agreements - Identification of sensitive products

As part of negotiations for the Economic Partnership Agreements between the EU and the ACP countries, the ECOWAS and UEMOA Commissions organised a workshop to identify a regional list of sensitive products. It was held on 4 and 5 August this year with the participation of the representatives of the Ministries involved, and representatives of international, intergovernmental, socio-professional and civil society organisations.

The procedure for identifying sensitive products for West Africa began in 2007. It aimed to identify products that are subject to actual or potential competition from EU imports and that may be threatened by trade liberalisation. This threat may be to the national or regional market. Each member country identified a list of national sensitive products based on a set of criteria that define, on the one hand, the contribution to employment, income and food security, their importance in the economy, their role in the regional integration, etc.; and on the other hand, the risks to these products of the abolition of tariffs (how vulnerable they are to the removal of protections).

The purpose of this workshop was to validate a draft regional list drawn up from proposals by member states. Discussions brought out some differences on the criteria for identification, the level and the time frame for liberalisation required for products entering this category. It was not possible to validate the list but the consultation process will continue in September. A revised draft regional list should be validated in October.

Regional seminar on food security – West and Central Africa

The regional seminar on food security will be held from 22 to 26 September this year in Niamey, Niger. All those from the European Commission involved in food security are invited. This internal seminar will be an important time for HQ staff (AIDCO, DG DEV, ECHO,...) and field staff (delegations, technical assistance, ...) to work together. Some participants invited from member states, regional organisations and other partners will be able to contribute for certain subjects.

This seminar will look at the results of the impact of price rises on food security in the regions concerned, possible avenues of response from the EU and how to implement them. It will also be an opportunity to discuss on the main conclusions and recommendations of the seminars organised by AIDCO in April and May on social transfer systems and addressing child and maternal undernutrition and its causes. The way in which food access and the nutritional aspect are taken into account in European Commission-backed food security programmes and strategies will be discussed. There will also be progress reports on implementing certain sections of the new Food Security Thematic Programme (FSTP), particularly on information systems, the link between relief, rehabilitation and development (LRRD), innovative approaches and regional capacity building.

For more information: The provisional seminar programme is available on ROSA's website

This bulletin was written by the GRET team in charge of animating ROSA (Operational Food Security Network). It is an initiative of AIDCO E6 (thematic support for food security, rural development and environment) in collaboration with AIDCO G4 (Training and Knowledge Management). The viewpoints expressed do not in any case represent the official European Commission viewpoint